

Industrial and Labour Development in August 1954.

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

GENEVA

10. SEP 54

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CHAPTER 1. INTERNATIONAL LABOUR ORGANISATION.

INDIA - AUGUST 1954.

11. Political Situation and Administrative Action.

Fourteenth Session of Standing Labour Committee, Madras, 11-13 August 1954: Immediate Ratification of I.L. Conventions regarding Forced Labour, Machinery for Fixing Minimum Wage and Statistics of Wages and Hours of Work suggested.

The fourteenth session of the Standing Labour Committee was held at Madras from 11-13 August 1954. Mr. V.V. Giri, Union Labour Minister, presided. The Committee is tripartite in character, and the meeting was attended by government representatives from the Union and States, employers' representatives from the Employers' Federation of India, All-India Organisation of Industrial Employers and the All-India Manufacturers' Organisation, and workers' representatives from the Indian National Trade Union Congress, the All-India Trade Union Congress, the Hind Mazdoor Sabha and the United Trade Union Congress. Mr. V.K.R. Menon, Director of this Office attended the meeting as a special invitee and participated in the discussions.

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

1. Statement showing the action taken on the conclusions, suggestions, etc. of the last session of the Committee;
2. Consideration of the report of the Committee of Conventions;
3. conditions of work in the building and construction industry;
4. amendment to the Factories Act so as to enable State Governments to exempt piece-rate and daily-rate workers from the provisions relating to overtime and weekly holidays;
5. Labour welfare funds;
6. amendment of the Minimum Wages Act, 1948, to exclude the jurisdiction of the machinery provided for under the Industrial Disputes Act, 1947; and
7. conditions of work in manganese mines.

The Ministry of Labour had prepared memoranda on these subjects. Of these the memorandum on International Labour Conventions and Recommendations was submitted to the Committee on Conventions (vide pages 13-17 of this report).

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Condition of work in the building and construction industry.- The memorandum on this subject reviews the working conditions in this industry. It says that India is a member, and has been taking active part in the deliberations, of the International Labour Organisation's Committee on Building, Civil Engineering and Public Works. The Committee has already held 5 sessions and has from ~~the~~ time to time adopted Resolutions relating to welfare of workers engaged in the building and construction industry. In particular at its third session held in February 1951, the Committee recommended certain welfare facilities and amenities which should be provided at or near the site of the work and specified certain standards for such facilities and amenities. The Resolution was examined by Government in the light of existing amenities and facilities and in the light of feasibility of statutory enforcement of such facilities. The suggestions of the State Government, the Ministries concerned, the employers' and workers' organisations and representatives of employers and workers who had attended that ~~session~~ session of the Committee were invited with a view to implementing the Resolution. In the light of those suggestions, an "Advisory Guide" was drawn up in which the facilities were classified into basic facilities which should be provided in all works irrespective of their size and duration and other facilities which should be provided under certain conditions.

Available data regarding building and construction industry were not adequate for formulation of a sound policy. It was, therefore, decided that an ad hoc enquiry should be carried out in labour conditions in the buildings and construction industry. Such an enquiry has been carried out by the Labour Bureau recently.

The main features of the industry brought out by the ad hoc enquiry are:-

- (1) Building activity is seasonal in character and employment in building trades is subject to seasonal fluctuations influenced largely by climate conditions.
- (2) Bulk of the labour employed in the building industry is employed through contractors.
- (3) There are no special arrangements for the recruitment of workers.
- (4) Workers in building construction industry, except those employed on the works of the Central Public Works Department, do not get any paid weekly holiday.
- (5) The industry is widely distributed over the entire country.
- (6) Working and living conditions of labour need considerable improvement and provision of welfare facilities leaves much to be desired.

The memorandum makes the following recommendations for the consideration of the Committee:-

- (1) That the State Governments and Ministries concerned who have not so far introduced the Fair Wage Clause and Contractors' Labour Regulations on the lines of those introduced by the Central Public Works Department should do so now as a first step towards improving the conditions of workers in this industry.
- (2) That the standards laid down in the International Labour Office Resolution concerning welfare in the building and construction industry and examined in the Advisory Guide should be complied with by the State.
- (3) That adequate and proper enforcement of the provisions made or agreed upon largely determine the success of the measures taken and therefore whatever provisions are made should be properly enforced.
- (4) That special facilities for women workers should be provided at all works where women workers are employed.
- (5) That an agreement on the main points, drawn up by all the parties in the Committee, should be put into force. The proposed agreement should specify the basic facilities such as supply of wholesome drinking water, suitable weather-proof shelters for rest and ~~reasonable~~ for meals, reasonable ~~sanitary facilities which should be provided~~ and reasonable washing facilities which should be provided in all works irrespective of their size or duration or the number of workers employed therein. It should also mention other facilities like recreational facilities, canteens, dispensary and hospital arrangements, living accommodation and safety which should be dependent on the size and duration of the work or the number of workers employed.

~~sanitary~~

Amendment to the Factories Act.- The memorandum on this subject says that the item has been included in the agenda on the suggestion of the Government of Madras. It appears that the South India Tanners and Dealers' Association has represented that as tanning is a continuous process, tanneries cannot be closed one day in a week and that temporary workers employed on daily wages prefer to work on all the days in the week as they do not get any wages for the non-working day.

The Government of Madras consider that when workers themselves press for employment and require it for subsistence the mandatory provisions of the Factories Act, 1948, relating to weekly holidays and overtime should not be allowed to stand in their way. Further, granting of a weekly holiday should not be insisted upon in continuous process undertakings whose financial position does not permit them to engage enough number of hands to work on a system of rotation. The State Government has, therefore, proposed that the Factories Act should be amended so as to enable the State Governments to permit daily rated and

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piece-rated workers to work over-time and to forgo the holiday at their option.

While admitting that workers stand to lose monetarily by closure of the undertakings concerned once in a week, the memorandum points out that to exempt such workers from two of the fundamental restrictions on working time is to go against the basic concept which is emphasised not only in Indian legislation but also in the I.L.O. Constitution. Stretched to its logical limit, the contention of the South India Tanners and Dealers Association would lead to the acceptance of the hypothesis that the more an employee works, the greater will be his earnings. But the purpose of fixing daily and weekly hours ~~max~~ and of providing for weekly and annual holidays with pay is to safeguard the health of the worker, provide him with opportunities for recreation and enable him to recuperate his health. Even from the workers' point of view, continuous working without break would be a short-term advantage and would, in the long run, ruin his health and incapacitate him for work prematurely. It adds that granting of permanent exemptions from the weekly holiday provisions in the Factories Act to the tanning industry or, for that matter to any employment, would be inconsistent with the spirit behind present trends of social welfare. The same holds good with regard to unrestricted overtime. The object of prescribing overtime rates at a level higher than the normal is not so much to enable workers to earn more as to deter employers from retaining workers on duty beyond the prescribed normal hours unless absolutely necessary.

Labour Welfare Funds.- The memorandum on this subject points out that the question of undertaking legislation for the establishment of welfare funds in industrial establishments was discussed at the twelfth session of the Standing Labour Committee held in November 1950 and also at the ninth session of the Labour Ministers' Conference held in January 1951. It was agreed at both these meetings that a bill should be prepared for consideration. A bill was accordingly prepared and placed before the eleventh session of the Indian Labour Conference held in August 1951. Though the workers' representatives and most of the representatives of the State Governments were in favour of enacting legislation on the subject, the employers' representatives expressed themselves against any statutory compulsion in the matter as also against the imposition of any fresh financial burden in the shape of contribution to the proposed fund.

Apart from the need for the setting up of welfare funds there is also the question of proper utilisation of unpaid wages, bonus, gratuity, etc., due to workpeople for which there is no adequate statutory provision at present.

The memorandum ~~suggests~~ suggests that Labour Welfare Funds may be set up on a statutory basis to be financed out of the unpaid sums in respect of wages, bonus, gratuity, etc., due to workpeople (except such provident fund dues for which there is statutory provision) and fines recovered under the Payment of Wages Act, 1936, and the Minimum Wages Act, 1948. This would ~~expedite~~ expedite establishment of Labour Welfare Funds without imposing any fresh burden

on industry. Bombay has already enacted legislation for setting up a Labour Welfare Fund on these lines. A Central Law on the subject would stimulate similar action throughout the country and ensure a degree of uniformity in practice.

The proposed Central legislation may be on the following lines:-

(i) Coverage. - The proposed ~~enactment~~ enactment would cover factories, tramways and omnibus services, inland steam vessels, mines (other than coal and mica mines), oil fields, plantations, public works, irrigation and electric power systems.

(ii) Welfare Fund. - A Labour Welfare Fund would be constituted in each establishment covered by the Act.

(iii) Finance. - All fines collected from the employees under the provisions of the Payment of Wages Act, 1936, and the Minimum Wages Act, 1948, all unpaid accumulations in the shape of unpaid wages, bonus or gratuities, all amounts lying to the credit of the welfare account at the establishments and any other voluntary donations, would be credited to the Fund.

(iv) Expenditure from the Fund. - The fund would be utilised for welfare work which is not a responsibility of the employer under any existing law or does not normally fall within the scope of the activities of local authorities.

(v) Management. - The management of the Fund would be entrusted to Boards composed of equal numbers of workers' and employers' representatives and other independent members nominated by the appropriate Government.

(vi) Advisory Committee. - Advisory Committees consisting of an equal number of employers' and workers' representatives and other independent and official members would be appointed both at the Central as well as the State level for the purpose of advising the Central and State Governments on matters arising out of the administration of the law.

(vii) Administration. - The administration of the law would be in the hands of the State Governments to the maximum possible extent.

Amendment to Minimum Wages Act. - The memorandum on this subject says that the United Planters' Association of Southern India has drawn attention to the following facts:-

(1) The Minimum Wages Act, 1948, is a self-contained measure in regard to both initial statutory wage fixation and periodic and ad hoc revision of the rates initially fixed.

(ii) Section 10 of the Industrial Disputes Act, 1947, empowers the appropriate Governments to refer dispute relating inter alia to wages to Industrial Tribunal.

- (iii) The rates statutorily fixed under the former Act lose stability and are liable to changes as a result of reference of wage disputes to Tribunals and their awards.

The Association has, therefore, suggested that the Minimum Wages Act should be amended on the following lines:-

- (i) The Act should include a specific provision excluding the jurisdiction of the industrial relations machinery created under the Industrial Disputes Act, 1947, in respect of disputes relating to wages in all employments covered by the Minimum Wages Act.
- (ii) The Minimum Wages Act should be so amended as to give continuity to the Committees, or Boards set up under the Act and to empower these Committees and Boards to deal with all questions concerning initial fixation of minimum rates of wages, changes in rates desired by employers and workers and wholesale revisions of rates fixed, if and when circumstances warrant such a step. In other words, the Minimum Wage Board should be standing bodies with periodic rotation of members and should continue to function until such time as the appropriate Government decide that conditions in a particular industry had so materially altered as to make it unnecessary for that industry to be covered by a Minimum Wages Board.
- (iii) Provisions parallel to these contained in the Industrial Disputes Act with regard to strikes and lockouts, etc., should be incorporated in the Minimum Wages Act in so far as disputes relating to wages are concerned.

The memorandum while admitting that disputes relating to wages in the employments covered by the Minimum Wages Act are open to be referred to Tribunals points out that acceptance of U.P.A.S.I.'s suggestion would in effect mean that workers in the scheduled employments would be prevented from bargaining for higher rates or fair wages. While it is true that frequent changes in wage rates would lead to a certain amount of instability and uncertainty, Government is not sure whether it would be right to confine the workers to the bare minimum wage.

As regards the second suggestion made by U.P.A.S.I. that Committees and Boards set up under the Minimum Wages Act should be placed on more or less permanent footing, the memorandum says that the need for steps being taken in this direction has already been recognised by Government and the matter was placed before the 13th Session of the Indian Labour Conference held in January 1954. The Conference, however, did not come to any definite decision on the point. With regards to the other suggestions, the memorandum points out that introduction of provisions relating to strikes and lockouts in the Minimum Wages Act, is closely linked with the one concerning the jurisdiction of the Tribunals and would stand or fall with it. The need for such a provision does not arise in the case of the proceedings of the Wage Boards since there is no question of disputes where the initiative for fixing wages

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is to be taken by Government and where the decision of Government is final. If at all disputes arise, the provisions of the Industrial Disputes Act would automatically apply.

Conditions of Work in Manganese Mines.- The memorandum on this subject says that the Indian National Trade Union Congress had drawn attention to the poor working conditions in manganese mines and has ~~suggested~~ suggested the setting up of a tripartite committee to investigate the conditions and suggest minimum standards.

Reviewing the working of the industry, the memorandum says that though the industry showed signs of prosperity during the War, both the average daily employment and production were at its lowest in 1945. Subsequently, the industry showed signs of a gradual recovery and the average daily employment went on increasing year by year till 1952 when it employed as many as 74,750 workers - nearly seven times that of 1945. Between the years 1945 and 1952 production of manganese ore increased from 2.5 to 17.5 million tons. The quantity of manganese ore exported increased from 0.5 million tons in 1949 to 1.5 million tons in 1953. However, it appears that the industry has suffered a serious setback during the last six months, resulting in the closure of several mines. In the State of Madhya Pradesh for instance, which employs nearly two-thirds of the entire labour force in this industry, as many as 63 out of 200 mines had been closed in June 1954, resulting in the retrenchment of nearly half the number of workers i.e. about 25,000. The price of high grade manganese-ore (46 per cent Mn.) per ton excluding duty (F.O.B.), is stated to have fallen from 160 rupees early in January 1954 to 105 rupees at the end of June, in the Calcutta market. The prevailing slump in the industry has been attributed, among other things, to the loss of export markets with the entry of Brazil and Russia into the world market and the falling off of U.S. demand. In order to re-establish India's position in the export market a number of suggestions have been made and these include (i) reduction, if, not abolition of the existing export duty of 15 rupees per cent ad valorem on exports of manganese ore, (ii) removal of bottlenecks in transporting the ore from mines to ports and reduction in railway freight rates, and (iii) proper coordination between the various Central Ministries concerned.

Labour conditions in manganese mines were covered by one of the enquiries conducted by the Labour Investigation Committee in 1944. Since then, there has been no detailed enquiry into the subject. However, the available data is given below:

During the year 1952, the daily average number of workers employed in manganese mines in India was 74,750; of these, 43,081 were men and the remaining 31,669 women. Of the total of 74,750 workers, 48,422 were in Madhya Pradesh and 11,028 in Orissa. The rest of the workers were employed in the mines located in other States.

Barring a handful of people employed underground, the rest were working either in open workings or on the surface. The number of workers in the former category were 60,300 and in the latter about 13,500.

The average daily earnings of miners in open workings increased from 5 annas 3 pies in 1939 to 1 rupee and 3 pies in 1947. The highest earnings were recorded in 1951 when it was 1 rupee 8 annas; in 1952, it declined slightly and stood at 1 rupee 7 annas. In the case of surface workers the average earnings increased from 12 annas 6 pies in 1939 (for skilled workers) to 2 rupees 1 anna and 9 pies in 1952. The earnings of unskilled workers increased from 5 annas in 1939 to 1 rupee 6 annas and 9 pies in 1952. The daily basic wage rates varied considerably from State to State as shown below:-

Wage rates in 1952

<u>State</u>	<u>Wage-rate</u>	
	<u>Men</u> Rs.	<u>Women</u> Rs.
Madhya Pradesh	1 2 0	0 14 0 (Including D.A.)
Bombay (Shivrajpur Mines)	1 0 0	1 0 0 (Min. wage)
Andhra	1 0 0	0 8 0 (")
Orissa	0 12 0	0 8 0 (")

Summing up the labour conditions in this industry the Labour Investigation Committee had remarked, inter alia, that "the... wages in this industry are low ... there is considerable scope of increasing the wage rates (in some companies).... working conditions leave much to be desired. Housing and sanitary arrangements are not at all satisfactory....."

The memorandum also points out that apprehending a dispute in the industry in Madhya Pradesh the Government of India has recently ordered adjudication by the Industrial Tribunal at Dhanbad, in respect of -

- (i) wages and allowances;
- (ii) sick pay;
- (iii) welfare measures and the extent to which they should be undertaken by the employers;
- (iv) bonus; and
- (v) provident fund.

Mr. Giri's address: settlement of industrial disputes by negotiation urged.- Addressing the meeting Mr. V.V. Giri, Union Labour Minister, stated that whatever be the form and content of the law of labour relations, "it should be the earnest endeavour of every one of us to allow full scope for mutual negotiations and collective bargaining. Interference by a third party, Government or Tribunals, should be the last step. Continuing Mr. Giri said that ~~he~~ he had hoped to place before the Committee the revised Industrial Relations Bill ~~he~~ but unfortunately the matter had been delayed and he was unable to indicate at the moment in what form the proposals would emerge and how soon they would become public. Although the question of

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industrial relations could not be included in the agenda of the Committee, Mr. Giri said that he would like to stress again that whatever be the form and content of the law of labour relations, it should be the earnest endeavour of every one of them to allow full scope for mutual negotiations and collective bargaining. Interference by a third party, Government or Tribunals, should be the last step.

The fact that industrial disputes had recorded a decline since 1951 - the number of disputes resulting in work-stoppages was 772 in 1953 as against 963 in 1952 and 1,071 in 1951 - and that there had been a transformation from shortages of production in many sectors to an appreciable increase in the quantum of production, went to prove beyond doubt that industrial peace and economic development go hand in hand. Not that there could be no grounds for dispute. Misunderstandings and trials of strength could not perhaps be avoided under the present economic system. All the same, he was happy to find that employers and workers had realised the futility of resorting to lockouts and strikes, and if this conviction got rooted strongly, then it would not matter so much what the law provided for.

Referring to the business before the Committee, Mr. Giri said that he was sure that all would share the feeling that the most important item was that relating to I.L. Conventions and Recommendations. India was one of the founder Members of the International Labour Organisation and her delegates, Government, employers and workers alike, had been taking a very active part in the formulation of what was rightly known as the International Labour Code. India had ratified about a fifth of the Conventions adopted so far. With a view to accelerating the process of implementation, the Indian Labour Conference, held in January last, recommended the setting up of a tripartite committee to examine the Conventions and Recommendations in the light of the conditions obtaining in this country and formulate a programme of phased implementation. In pursuance of that suggestion the Labour Ministry decided to set up a Committee on Conventions. The first meeting of the Committee was held a few days back (vide pages of this report) and Mr. Giri had no doubt that the Standing Labour Committee would give earnest and serious consideration to the Convention Committee's report. Mr. Giri added: "I must take this opportunity to thank Mr. V.K.R. Menon, Director of the I.L.O. India Branch, for the keen interest he has taken in the work of this Committee and for the valuable guidance he has been giving us".

Decisions.- During discussions of the report of the Convention Committee, Mr. V.K.R. Menon, pointed out that the impression that the ILO Conventions in general were far too advanced and not suited to underdeveloped countries was incorrect. While admitting that it might be several years before India might be in a position to ratify some of the Conventions, Mr. Menon stressed that there were others which could be ratified immediately and still others progressively, provided the matter was reviewed at regular intervals.

The Committee endorsed the recommendations of the Committee on Conventions that the Conventions concerning the creation of a minimum wage fixing machinery and

and forced labour should be ratified immediately.

It also decided that the Convention concerning statistics of wages and hours of work should be ratified.

It was also decided that the Convention on employment services should be ratified as soon as it was decided to place employment service on a permanent footing.

In the case of the Convention dealing with fee-charging employment agencies, it was decided that detailed information about such agencies should first be collected.

As regards the Convention relating to equal remuneration for men and women for work of equal value, the Standing Labour Committee adopted the suggestion that in order to achieve gradual implementation of the Convention, a beginning should be made towards setting up of the necessary job-appraisal machinery by the States and the Centre, designating a suitable officer to investigate appropriate cases with the necessary technical assistance. It was also decided that detailed information concerning the extent to which the principle of equal remuneration was already being applied should be collected.

In the case of the Convention concerning hours of work in coal mines, the Standing Labour Committee noted that the provisions in the Indian law were quite adequate and it was only because of certain technical difficulties that India was not able to ratify the Convention. It was, therefore, decided that these facts should be brought to the notice of the I.L.O. who should be urged to revise the Convention.

In the case of the Convention concerning annual holidays with pay, it was decided that the Central and State Governments should make efforts gradually to extend the scope of the existing legislation to additional employments, as the existing statutory provisions were quite adequate. In those cases, however, in which the existing provisions were below the level of the Convention on recommendation the Central and State Governments should try and raise these to that of the I.L.O. Convention. While discussing the proposals of the Committee on Conventions relating to Labour Clauses in public contracts, the Standing Labour Committee said that instead of recommending immediately the inclusion of fair wage clause in all public contracts in the building and construction industry as suggested by the Conventions Committee, the matter may be examined in detail by the State Governments and brought up before the Indian Labour Conference.

In the case of the Convention concerning minimum age of admission to employment in industry, it was felt that the Convention should be examined further as there was a prima facie case for its ratification.

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The Committee on Conventions ^{had} proposed that the Mines Act should be amended to raise the minimum age limit from 15 to 16 in respect of persons working underground so that the I.L.O. Recommendation concerning minimum age of admission to work underground in coal mines could be adopted. This recommendation was also accepted by the Standing Labour Committee.

In regard to the Recommendation concerning protection of health of workers in places of employment, the Standing Labour Committee decided that tripartite technical committees should be set up in major industries to work out suitable standards of health and safety and that the Government should take steps to enforce these standards by amending legislation, if necessary.

Building industry.- The Committee discussed the conditions of work in the building industry, with particular reference to the need for a fair wage clause in public contracts and its adequate enforcement. The question of welfare facilities was also considered. The Committee felt that as a detailed examination of the proposal by the Central and State Governments, was necessary, the matter should be brought before the next meeting of the Indian Labour Committee by which time the study should be completed.

Factories Act.- The question of amending the Factories Act so as to enable the State Governments to exempt daily-rated and piece-rated workers from the provisions relating to overtime and weekly holidays was discussed and it was agreed that the proposed amendment would, apart from other objections, be against the principles laid down in the I.L.O. Convention ratified by India. It was, therefore, decided that the proposal should be dropped.

Welfare Funds.- The Committee considered the question of enacting legislation to set up labour welfare funds from sources like fines, unclaimed dues of workers, etc., which at present remained with employers. The general opinion was that Central legislation would be desirable but it was noted that the legal and constitutional position in this regard was being challenged in certain appeals now before the Supreme Court, it was, therefore, decided that the matter should be considered further after these appeals were disposed of. In the meantime, the State Governments should collect detailed information in respect of welfare facilities provided by employers. The subject should then be brought before the Indian Labour Conference. The representatives of the employers, however, considered that it would be sufficient if efforts were directed to promote welfare activities on a voluntary basis.

Minimum Wages Act.- In regard to the suggestion for the amendment of the Minimum Wages Act to exclude the jurisdiction of the machinery provided for under the Industrial Disputes Act, the Committee decided that such an amendment would not be justified as the scope of the Industrial Disputes Act went beyond the mere fixation of minimum wages.

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Conditions in Manganese Mines.- The Committee considered the proposal for a study of conditions in the manganese mines. It was felt that as a tribunal had already been appointed to deal with some of the problems, the object could be achieved by suitably extending the terms of reference of the tribunal.

(Memoranda on Items of Agenda received
in this Office.
The Hindu, 12 August 1954;
The Hindustan Times, 14 August 1954).

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14. Conventions and Recommendations

India - August 1954.

First Session of Labour Ministry's Tripartite Committee on
Conventions, Madras, 7 and 8 August 1954; Ratification of
Various I. L. Conventions recommended.

In accordance with the recommendations of the thirteenth session of the Indian Labour Conference held in January 1954 (vide pages 1-12 of the report of this Office for January 1954) the Ministry of Labour constituted a tripartite committee to examine the Conventions and Recommendations of the International Labour Conference, in the light of the conditions prevailing in India, and to formulate a programme of phased implementation.

Composition.- The Committee is composed of: (a) Mr. Vishnu Sahay, I.C.S., Secretary, Ministry of Labour, Chairman; (b) Mr. T.S. Swaminathan, Employers' Federation of India; and (c) Mr. G.D. Ambekar, Indian National Trade Union Congress.

The first meeting of the Committee was held at Madras on 7 and 8 August 1954. Mr. V.K.R. Menon, Director of this Office was present by special invitation and participated in the discussions. The meeting was also attended by Mr. S.C. Joshi, Chief Labour Commissioner, Government of India, and Dr. S.T. Merani, Deputy Secretary, Ministry of Labour,

Agenda.- Keeping in view of the need for a speedy, and at the same time effective, completion of the work of the Committee, it was felt that at each meeting of the Committee it should be asked to give consideration to about ten Conventions and connected Recommendations. The agenda of the first meeting included consideration of the following Conventions and Recommendations:

1. Convention No.29, and Recommendation No.36 (Forced Labour);
2. Convention No.100 and Recommendation No.90 (Equal Remuneration);
3. Convention No.88, and Recommendation No.83 (Employment Service);
4. Convention No.96, (Fee charging Employment agencies);
5. Convention No.26, and Recommendation No.30 (Minimum Wage-fixing Machinery);
6. Convention No.46, (Hours of work (Coal Mines) (Revised));
7. Convention No.52, and Recommendation No.47 (Holidays with Pay);
8. Convention No.65, (Statistics of Wages and Hours of work);
9. ~~an~~ Recommendation No.96, (Minimum Age (Coal Mines));
10. Recommendation No.97, (Protection of Workers' Health).

At the instance of Mr. V.K.R. Menon, Director of the Office, Convention No.94 relating to labour clauses in public contracts and Conventions No.5 and No.59 concerning minimum age in industry were added to the agenda.

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A general note prepared by the Labour Ministry and submitted to the Committee, inter alia, pointed out that Conventions Nos. 64, 65 and 82-86 were of no interest to India from the point of view of ratification since they dealt with non-metropolitan territories. The note also stated that Conventions relating to seafarers were being dealt with separately by the Ministry of Transport who were setting up a committee of shipowners', seafarers' and government representatives to consider such Conventions.

Decisions.- The Committee considered, in the first instance, the general note and agreed that Conventions relating to non-metropolitan territories were not of interest to India from the point of view of ratification since India had no non-metropolitan territories under its control. The Committee, however, felt that the Ministry of Labour might examine the matter further and see if there was any action to be taken by the Government of India.

During discussions, Mr. Menon pointed out that though certain Conventions had been revised, those were also open for ratification. It was, therefore, decided that such Conventions as had been revised and yet were open for ratification might also be considered by the Committee.

With regard to the Convention relating to Seamen which were being examined by the Ministry of Transport, the Committee decided that as the primary responsibility with regard to I.L.O. Conventions remained with the Ministry of Labour, the Labour Ministry and the Committee on Conventions should watch the progress of examination being carried out by the Ministry of Transport. Progress reports with regard to these Conventions should, therefore, be submitted to the Committee on Conventions which would, after taking into account such reports, make suitable recommendations. The first report should be placed before the next meeting of the Committee.

The Committee then considered the question of ratification of the Conventions and Recommendations listed on the agenda.

Convention No.29 and Recommendation No.36 (Forced Labour).

The note prepared on this Convention, inter alia, points out that Article 23 of the Constitution of India prohibits forced labour for private purposes. It also states that State enactments or regulations containing any provision not in conformity with those of the Conventions have either been repealed or are in the process of being repealed or amended suitably. Further, the question of framing model provisions concerning the quantum of Forced Labour that may be exacted under the exception provided in Article 2 of the Convention and other essential details is under consideration and is expected to be finalised shortly.

The Committee felt that in view of above, the Government of India should ratify the Convention immediately. It further recommended that the States which have still to amend or repeal certain laws should do so within the time to be suggested by the Ministry of Labour and that the Ministry of Labour should finalise Model Provisions concerning the use of Forced Labour at a very early date.

Convention No.100 and Recommendation No.90 (Equal Remuneration)

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In view of the fact that the main difficulty standing in the way of the ratification of the Convention was the absence of a proper job-appraisal machinery, the Committee considered that in the present circumstance gradual implementation of the provisions of the Convention should be attempted. It recommended that progressive application of the principle should be promoted through (1) executive directions to wage fixing authorities to take the principle into consideration while fixing wages or recommending fixation of wages and (2) the Centre and the States each designating a suitable officer who should, whenever necessary, investigate cases on the basis of job-appraisal with the help of technical persons as may be required by the circumstances of each case. The Committee further decided that detailed information concerning the extent to which the principle of equal remuneration for men and women workers for work of equal value was already being applied in industries should be collected and placed before the Committee at its next session, including data regarding industries wherein there would be no difficulty in applying the principle and industries wherein the principle can not be applied without detailed study.

Convention No.88 and Recommendation No.83 (Employment Service)
The Committee recommended that when the Employment Service Organisation was placed on a permanent basis as proposed by the Shiva Rao Committee (Vide pp.48-56 of the report of this Office for April 1954), the Government of India should ratify the Convention. In order that the provisions of the Recommendation should also be implemented to the maximum possible extent, the Committee thought that the functions of the Employment Service Organisation should be developed gradually on the lines indicated in the Recommendation.

Convention No.96 (Fee charging Employment Agencies).- The Committee recommended that enquiries should be made through the Directorate-General of Resettlement and Employment about the extent and nature of such agencies in the country and the facts placed before the next meeting to facilitate further examination of the problem involved in the abolition or regulation of such agencies.

Convention No.26 and Recommendation No.30 (Minimum Wage-Fixing Machinery).- The Committee recommended that in view of the existing provisions with regard to the fixation of minimum wages, the Convention should be ratified by Government immediately.

Convention No.46 (Hours of work (Coal Mines)(Revised).- The Committee took note of the fact that though for all practical purposes, hours of work in coal mines were at par with the standard prescribed in the Convention, certain technical difficulties concerning the method of calculation of hours of work stood in the way of ratification. There were also other difficulties relating to limitation of overtime and prohibition of work on Sundays. The Committee felt that the provision in the Indian law for a weekly day of rest was adequate and that there was no point on the insistence being laid in the Convention that the weekly day of rest must be observed on Sundays. The Committee further noted that the Convention had not yet come into force and that the question of its revision was under consideration of the I.L.O. In the circumstances, the Committee recommended that the Government of India should inform the I.L.O. about the position in India stating that in spite of satisfactory provisions in the Mines Act, ratification was not possible on account of the technical difficulties referred to above and suggesting ways of meeting these difficulties at the stage when revision of the Convention is taken up.

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Convention No. 52 and Recommendation No. 47 (Holidays with Pay)
The Committee noted that the spirit of the Convention had already been given effect to in India and that the relevant provisions in the Indian law were in some cases more liberal than those of the Convention. The Committee felt that this fact should be brought to the notice of the I.L.O. The scope of the Convention was, however, much wider. The Committee recommended that the Central and State Governments should make efforts gradually to (a) extend the scope of existing legislation to additional employments mentioned in Article 1 of the Convention; and (b) bring the existing provisions with regard to holidays, wherever these fall short of the provisions of the Convention, to the level of those laid down in the Convention.

Convention No. 63 (Statistics of Wages and Hours of work).
The note on this Convention states that under the Industrial Statistics Act of 1942 provision is made for the quarterly collection of statistics relating to employment, hours of work and earnings in respect of labour employed in factories covered by the Factories Act, 1948, plantations growing tea, coffee, rubber and cinchona, tramways and ports. So far eleven State Governments have already started regular collection of these statistics and others are expected to follow suit. The requirements of Part II of the Convention could therefore be met in full so far as manufacturing industries were concerned. As regards mining industries and the building and construction industries, the requirements of Part II could also be satisfactorily met. It would be difficult, however, to comply with the provisions of Part III and IV at this stage because occupational wage rates as required under Part III could not be collected in the absence of a standard occupational ^{classification} and at present there were no arrangements for the collection of regular and comprehensive statistics of wages and hours of work in agriculture as required by Part IV.

The Committee recommended that the Convention should be ratified immediately in respect of Part II thereof and that the State Governments which have not adopted the Industrial Statistics (Labour) Rules should be requested to do so within a specified period to be determined by the Ministry of Labour.

Recommendation No. 96 (Minimum Age (Coal Mines)). The Committee felt that the Mines Act should be amended to raise the age limit from 15 to 16 as prescribed in the Recommendation and that the I.L.O. should be informed that the Recommendation has been adopted. The employers' delegate, however, pointed out that in the opinion of the employers, no action was necessary as the present conditions were satisfactory.

As regards employment of persons between the ages of 16 and 18, the Committee suggested that the present provisions should be examined and in consultation with employers' and workers' organisations concerned such further steps as contemplated in the Recommendation and as may be found necessary may be taken.

Recommendation No. 97 (Protection of Workers' health). The Committee took note of the fact that the Industrial Committee on Cement had recommended the setting up of Central and State tripartite Technical Committees to draw up standards of health and safety. It recommended that such Technical Committees should be set up in respect of all major industries. Government should then take steps to secure the enforcement of such agreements as may be arrived at by those Committees, if necessary, by making further provisions in the law on the subject. In case where Technical Committees are not able to reach agreement with regard

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to standards, Government should itself prescribe suitable standards and ensure enforcement in similar manner.

Convention No. 94 and Recommendation No. 84 (Labour Clauses (Public Contracts)). The Committee noted the provisions made by the Central Public Works Department in this connection, viz., (1) a Fair Wage clause in contracts, (2) C.P.W.D. contractors' Regulations to ensure proper implementation of the Fair Wage clause and (3) Model Rules for the protection of health and sanitary arrangements for workers employed by the C.P.W.D. or its contractors. In view of the importance of the provisions of the Convention which must immediately be implemented at least in the case of building and construction industry, the Committee recommended that provisions similar to those made by the C.P.W.D. should be made, without further delay, by other Departments of the Government of India (Particular mention was made of the Railways and the irrigation projects) and all State Governments (some State Governments had already introduced a Fair Wage Clause in their P.W.D. contracts). As adequate enforcement of these provisions was most important, the Committee further recommended that the Central Government and the States should designate a suitable officer in each case who should be charged with the duty of securing enforcement of these provisions.

Convention No. 5 and Recommendation No. 59 (Minimum Age (Industry)). - The Committee felt that Convention No. 5 was not open for ratification as Article 11 referred to 1st July 1922 as the last date by which the Convention could be ratified. However, subsequently it was found from the Annual Reports on ratified Conventions for 1949 that this Convention had been ratified by some countries much after that date - France ratified it in 1939 and Venezuela in 1944. In view of this, the Committee recommended that the Government of India should ratify it and if any change in the existing legal provisions was necessary, this should be made.

As regards Convention No. 59, the Committee felt that in view of the special provisions for India, included in the Convention, prim facie it should be possible to ratify the Convention. The matter should be further studied by the Ministry of Labour. In case it was found that there were still some difficulties in the way, the matter should again be brought it before the Committee.

Other Recommendations. - The Committee recommended immediate consideration of Convention No. 87 concerning Freedom of Association with a view to its ratification.

The Committee felt that action recommended by it, after approval by the Standing Labour Committee, should be taken by the Ministry of Labour as quickly as possible and in case where action by State Governments was proposed, the State Governments concerned should complete it within such period as may be suggested in each case by the Ministry of Labour so that there should be no delay in the ratification of Conventions.

The recommendations of the Committee were submitted to the 14th session of the Indian Standing Labour Committee which met also at Madras on 11 and 12 August 1954.

The decision of the Standing Labour Committee is referred to at pages 9-12 of this report.

(Documents of the Meeting received from the Ministry of Labour, Government of India).

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CHAPTER 2. INTERNATIONAL AND NATIONAL ORGANISATIONS

INDIA - AUGUST 1954.

25. Wage-Earners' Organisations.

Rationalisation in Uttar Pradesh opposed: Kanpur Textile Workers
decide to merge into Single Union.

After prolonged deliberations between representatives of different trade unions sponsored by various political parties in Uttar Pradesh, it was decided to merge all the categories of workers' organisations into one trade union of textile workers.

The object is to present a united front to the employers and the Government in a well-planned fight against rationalisation - a scheme which, according to the textile workers, is tantamount to virtual retrenchment.

This decision was taken at a joint meeting of representatives of the various Kanpur textile workers' unions held on 17 July under the auspices of the Merger Talks Committee. The Committee was appointed by the Kanpur Textile Workers' Central Committee of Action with a definite mandate to explore all avenues of unity so that all the textile workers' trade unions might be brought together into one single organisation on a democratic basis and all the resources of textile workers be pooled together in the common cause against rationalisation.

The meeting was attended by Mr. Sant Singh Yusuf (Kanpur Mazdoor Sabha), Mr. Ganesh Dutt Bajpai (Hind Mazdoor Sabha), Mr. Amalya Ratna Tewari (Suti Mill Mazdoor Union), Mr. Arjun Arora (Kanpur Mill Mazdoor Union) and Mr. C.P. Varma (Industrial Employees' Union).

Workers' Agreement. Mr. Arjun Arora, convener, Merger Talks Committee in a Press communique announced that, among others, the following points of agreement were reached:

1. The amalgamated union will be run on the basis of well-known practices of trade union democracy.
2. The union will be kept free of affiliations with political parties.
3. The union will have a general council of not more than 250 members. Each of the amalgamating unions will contribute not more than 45 members to the general council. A new general council will be elected at the end of one year and every year thereafter.
4. The executive committee will begin with 100 members, of whom 25 per cent. shall be honorary members.
5. The general council will elect the office-bearers of the executive committee of the union.
6. Of the 45 members of the general council contributed by each amalgamated union, not more than four shall be honorary

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members whose initial term of office shall be two years.

7. The members of the general council of the union will not be allowed to have any connection with any other organisation of workers in textile industry at Kanpur.

Workers' Rally. Under the auspices of the Kendriya Sangharsh Committee, a rally of the city's textile workers was held in Kanpur on 18 July 1954.

The rally welcomed the decision of the Union Merger Talks Committee to dissolve the existing trade unions in textile industry and merge all of them in a single union to be run on the basis of democratic principles and well-known practices of trade union democracy, free from all political affiliations.

The mass meeting of the workers expressed its determination to oppose the rationalisation scheme and appealed to everybody to contribute substantially to the funds of the Sangharsh Committee and enable it to fight for their cause.

(The Hindustan Times, 21 July 1954).

Extension of Industrial Disputes Act to all Oil Workers urged.

At its meeting in Ernakulam on 17 August 1954, the Working Committee of the All India Petroleum Workers' Federation, felt that pending new legislation, the Central Government should amend at the earliest opportunity Section 2(a)(i) of the Industrial Disputes Act, 1947, to extend the definition of an industrial dispute in an oilfield to include industrial disputes in all the establishments of the petroleum industry, which should cover in addition to oilfields, oil refineries, installations, depots, aerodrome services stations, and offices of the oil companies.

After the meeting the President told pressmen that thirteen unions were affiliated to the Federation which claimed a membership of 18,000 workers. The bonus issue was the main question on which workers were now concentrating their attention.

(The Hindu, 21 August 1954).

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28. Employers' Organisations.

India - August 1954.

Indian Hessian's Competitive Position in U.S.A.: Indian Jute

Mill Association urges abolition of Export Duty.

Maintenance of the present competitive position of Indian hessian goods in the U.S.A. and its improvement at the earliest possible moment, at the same time making sure that supplies are constantly available to meet any requirements of the U.S. market, is recommended by the delegation of the Indian Jute Mills Association which visited the U.S.A. and Canada in May and June this year.

A summary of the report of the delegation has been issued by the Indian Jute Mills Association in Calcutta in a Press Note.

The delegation consisted of Mr. J.G. Walton, Deputy Chairman; Mr. D.P. Goenka, Vice-chairman; and Mr. M.P. Birla. The report points out that the progressive reduction in the duties in 1952 was a major factor in the improvement in the competitive position of Indian jute goods. It states that if the Government of India was now to consider favourably the abolition of the export duty, increased usage of Indian hessian in the U.S.A. and elsewhere would almost certainly result.

This would in turn enable the Indian industry to expand production to meet the increased demand, thus reducing costs and developing further the competitive power of the Indian Mills. The fall in comparative bag prices which would result might lead to an additional movement from cotton to hessian bags and might bring the economic cost of hessian containers sufficiently into line with paper bags to encourage a transfer from the latter package.

The removal of the export duty, the report adds, would also reduce the margin which foreign jute manufacturers at present enjoy, and should consequently lead to increased usage of Calcutta hessian at the expense of suppliers from other countries.

The IJMA Press Note states that this important recommendation has subsequently been discussed with the Government of India. The Central Government has indicated that, although at present it sees no case for the abolition or reduction of the export duty, it will continue to keep this matter under review and that, whenever, it feels that the duty is handicapping the industry, it will take appropriate action.

The report contains detailed recommendations on various matters, including new construction for jute goods to meet the changing requirements of the market as well as new methods of treatment of cloth, of bag manufacture and, finally, a jute fabric which might compete with the open-wash paper bag so popular in the field of fruits and vegetable packing.

An important section of the report deals with the possibility

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of new industrial uses for jute goods and tells of a number of interesting projects which are now in hand. Many of which, it is suggested may result in new markets for Indian hessian goods.

Referring to the evidence of competition from foreign jute manufacturers including that from Pakistan encountered throughout the tour of the delegation, the report points out that although India is the main supplier of hessian to the U.S.A., there has traditionally been a small but steady supply of jute goods to that country from mills in Britain and Europe. Since 1950, however, there has been a steady deterioration in India's share of the U.S. market and the situation became even worse in 1953.

One of the more serious aspects of foreign competition is the import of jute goods from Japan which may become a factor of serious moment on the west coast, in view of the freight advantage which such goods at present enjoy. The report states that the reduction in the rate of Indian export duty in September 1953 helped to strengthen the competitive position of the Indian industry, and there was an improvement in India's share of hessians imports into the U.S.A. during the first months of 1954, but how far this will continue is not certain.

Bag Industry. - The report expresses the view that the bag manufacturing industry has been particularly affected by the general tendency to reduce inventories and a change in this attitude might lead the bag industry to increase their stocks. As far as the industry is concerned, activity is well maintained and may increase and there is no reason to suppose that there will be any reduction in the demand for hessian for industrial uses.

Other long-term developments on which the delegation comment and which are unfavourable to the position of hessian bags are to be found in the development of smaller sized bags, particularly those of 50 lb., the tendency to adopt bulk handling methods and the growing use of small sized packages. Traditionally, hessian has been used for 100 lb bags and over, but for some years there has been a movement in the general container industry towards the lighter and small bag. The delegation express the view that the trend will continue and that in future the characteristic bag in the U.S.A. will carry 50 lb. At present the main competition within this sphere is found in 50 lb. multi-wall paper bags, and the report states that unless hessian bags can be offered in 50 lb. sizes and at prices fully competitive with paper bags, taking into consideration the return value of hessian, there may be further severe losses. There has also been an extension of bulk handling and storage methods in many commodities and the practice of consumer packing continues to gain ground.

(The Statesman, 5 August 1954).

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CHAPTER. 3. ECONOMIC QUESTIONS

INDIA - AUGUST 1954

34. Economic Planning, Control and Development.

Expansion Programme of Tata Iron and Steel Company: Government Sanctions 100 Million Rupees Loan.

The Government of India has decided to grant a loan of 100 million rupees to the Tata Iron and Steel Company Ltd.,

In a circular to the shareholders, the company says that the agreement for the grant by the Government of a special advance of 100 million rupees towards the expenditure on the modernisation and expansion programme of the company was signed by the parties in May this year. The agreement provides that the advance will have no maturity date and will bear no interest till the first July, 1958, or such other dates as may be mutually agreed upon. This special advance with interest if ~~any~~ and when the Government decide to change interest is to be repaid out of a special element in the prices of iron and steel over and above the normal retention prices. The agreement further provides for the nomination by the Government of a representative on the board of the company until such time as the advance is repaid.

The company's expansion programme includes modernisation of its steel works which will raise its production of finished steel from 750,000 tons to 931,000 tons by the end of 1957. This programme is estimated to cost 210 million rupees raised over six years. In addition, the Tatas propose to spend during this period ~~rupees~~ 120 million rupees on normal expenditure in respect of works, townships ore mines, collieries and by-product plants.

Of the total estimated cost of 330 million rupees the company hopes to meet 20 million rupees from its depreciation and reserve funds. It requested the Government for a loan to cover the balance of ~~rupees~~ 120 million rupees and the Government granted a loan of 100 million rupees.

The increase in the installed capacity will be 181,000 tons of finished steel. One important feature of the scheme is that it includes establishment of a strip and tube mill.

India does not at present manufacture strip and except for an insignificant production of tubes has to depend entirely on imports for her requirements of pipes. The addition of a tube mill with arrangements to manufacture indigenously strip would enable the country to be self-sufficient in regard to pipes.

(The Hindustan Times, 27.8.1954).

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More National Extension Blocks approved.

The Government of India has approved 241 National Extension Blocks for the current year. These are in addition to the blocks in which work is already in hand and will cover 24,000 villages and a population of about 16.87 million.

The new blocks have been allotted in 22 States as follows: Andhra (5), Assam (5), Bihar (20), Bombay (22), Madhya Pradesh (44), Madras (20), Orissa (12), Punjab (8), Uttar Pradesh (50), West Bengal (10), Hyderabad (10), PEPSU (6), Rajasthan (15), Saurashtra (5), Himachal Pradesh (4), Kutch (1), Manipur (1), and Vindhya Pradesh (3).

Twelve of the 241 blocks now allotted constitute pilot development blocks started under a programme assisted by the Ford Foundation. These projects are located in Bihar, Madhya Pradesh, Orissa, Uttar Pradesh, Hyderabad, Madhya Bharat, Mysore, PEPSU, Travancore-Cochin, Bhopal, Himachal Pradesh, and Vindhya Pradesh.

Already Community Project and National Extension work is in operation in 471 blocks covering about 48,750 villages and a population of 38.8 million. The allocation made for the current year brings the coverage to a total of 712 blocks comprising 72,850 villages, and a population of 55.67 million. This is against the target fixed in the first Five Year Plan of covering one-fourth of the rural population or about 64 million.

In a communication addressed to the State Governments the Community Projects Administration has suggested that the State Governments must ensure, before beginning work on the new blocks, that the required number of qualified and trained Extension personnel, particularly gram sevaks, (village workers), are available. The Administration has suggested that location of the blocks should be such as to constitute compact administrative charges.

(The Statesman, 20 August 1954).

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36. Wages.

India - August 1954

Index of Earnings of Factory Workers in India.

A series of index numbers of earnings of factory workers in India for the years 1944-49 on base 1939 = 100 was published by the Labour Bureau in the February 1953 (vide pp. 19-23 of the report of this Office for April 1953).

Method of compilation.- This series was later brought up to 1951 in October 1953. The intention then was to start a new series as from 1952 onwards with 1951 as base, using the new Standard Classification of Industries, following the recommendation of the Working Party set up by the Departmental Committee of Statisticians of the Government of India. The Bureau has now compiled this new series on base 1951 = 100.

The series is based on the statistics collected under the Payment of Wages Act in 9 Part 'A' States and 2 Part 'C' States of Delhi and Ajmer. There is a slight change in the coverage of the statistics for 1951 and 1952 as they exclude defence installations, in respect of which complete information is lacking. The seasonal industries have also been excluded from the scope of the index in keeping with the procedure followed in the computation of the earlier series on base 1939 = 100.

The method of compilation of the index remains essentially the same as before, the only difference ^{lying} in the adoption ^{being} of the new Standard Industrial Classification. The formula for the computation of the index is:

$$I = 100 \times \frac{S(E_0 \times \frac{e}{e_0})}{S(E_0)}$$

where E_0 represents the total earnings in the base year, e_0 and e stand for the average earnings in the base and current years respectively and the summation sign extends to all industries or all States as the case may be. Since E_0 is equal to $n_0 \times e_0$ where n_0 is the number of workers employed during the base year, the index I can also be expressed as $\frac{100 \times S(n_0 e)}{S(n_0 e_0)}$

Thus the effect of variations in employment from year to year is eliminated from the index.

Indices of earnings by States and industries.-

The following table shows the indices of earnings by States and industries for 1952 on base 1951 = 100.

Code No.	Industry	All States.
23.	Textiles	107.1
24.	Footwear, other wearing apparel and madeup textile goods.	111.7
25.	Wood and Cork except furniture.	101.6
26.	Furniture and fixtures.	86.4
27.	Paper and paper products.	106.0
28.	Printing, Publishing and allied industries.	109.0
29.	Leather and leather products (except footwear).	90.9
30.	Rubber and Rubber products.	101.8
31.	Chemicals and Chemical products.	112.3
32.	Products of Petroleum and coal.	102.3
33.	Non-metallic mineral products (except products of petroleum and coal)	99.1
34.	Basic metal industries.	113.6
35.	Metal Products (except machinery and transport equipment).	106.5
36.	Machinery (except electrical machinery)	98.9
37.	Electrical machinery, apparatus, appliances and supplies.	104.9
38.	Transport equipment.	141.6
39.	Miscellaneous industries.	95.0
51.	Electricity, gas and steam.	101.6
52.	Water and Sanitary services.	108.5
83.	Recreation Services.	95.1
84.	Personal Services.	92.2
	All industries	108.1

The General Index for 1952 was 108.1 i.e., 8 per cent. higher than its level in 1951. The index appreciated in all the Part A States except Madhya Pradesh.

In the Part C States of Delhi and Ajmer, it remained almost stationary.

The indices of earnings for the various industries varied from 86.4 in the case of furniture and fixture industry to 141.6 in the case of transport equipment industry.

It is difficult to account for year to year variations in the index but in general it may be stated that the variations in the index for any year are the combined result of variations in wage level in the industries concerned and in the number of days worked during the year.

Since the earlier series published by the Bureau on base 1939 = 100 went up to 1951, it is possible to link up the present series (Base: 1951 = 100) with the old series and thus derive estimated indices on base 1939 = 100 for the years subsequent to 1951. In view of the change in the industrial classification it is difficult to derive indices on 1939 as base for the old groups of industries. However, the General indices as well as State indices on base 1939 = 100 are presented in the table below for the years 1944 to 1952. It will be seen that the General Index of earnings of factory workers on base 1939 = 100 was 385.7 for 1952 as against 356.8 for 1951. The annual rate of increase in the index between 1951 and 1952 was the highest since 1949.

State.	Indices of earnings (Base: 1939=100) during								
	1944	1945	1946	1947	1948	1949	1950	1951	1952
Assam ..	236.2	263.5	282.7	302.0	322.7	388.7	417.8	424.4	466.0
Bihar ..	129.3	133.8	130.9	204.9	217.2	227.6	269.3	278.0	329.4
Bombay ..	235.4	223.6	220.8	267.3	314.7	336.9	318.6	349.2	366.0
Madhya Pradesh.	231.1	255.0	220.6	276.1	324.2	386.2	482.5	405.7	385.8
Madras ..	192.3	204.0	243.4	337.6	371.8	438.9	341.5	377.8	499.1
Orissa ..	229.1	230.0	263.7	300.9	402.9	417.9	449.8	521.3	585.9
Punjab ..	197.8	209.8	q	234.1	256.2	345.5	304.8	264.5	278.5
Uttar Pradesh..	216.7	223.7	242.2	284.0	380.9	427.2	401.9	418.7	432.9
West Bengal ..	170.0	176.7	193.6	222.8	282.3	333.5	344.7	363.3	372.4
Ajmer ..	227.1	234.3	280.9	273.3	341.1	343.2	412.1	443.4	445.2
Delhi ..	241.7	242.4	240.3	266.3	322.9	323.6	348.1	453.8	453.8
General Index(all States)	202.1	201.5	208.6	253.2	304.0	340.3	334.2	356.8	385.7

" Figures have been estimated by linking. q Information not available.

Indices of real earnings.- The indices of real earnings (Base: 1944=100) obtained by dividing indices of earnings on base shifted to 1944 = 100 by the All-India cost of living index numbers (Base: 1944=100) are presented in the following table:

Year	1944	1945	1946	1947	1948	1949	1950	1951	1952.
General index of earnings.	100	99.7	103.2	125.3	150.4	168.4	165.4	176.5	190.8
All-India Cost of Living Index.	100	100	106	120	134	138	138	144	141
Index of real earnings.	100	99.7	97.4	104.4	112.2	122.0	119.9	122.6	135.3

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It will be seen that there was a significant rise in the index of real earnings during 1952, because while the index of earnings ~~during 1952~~ moved up appreciably, there was actually a fall in the All-India cost of living index during that year. However, the indices of real earnings should be used with caution in view of the limitations of the statistics of earnings and of all-India cost of living index numbers.

(Indian Labour Gazette, May 1954).

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38. Housing.

India - August 1954.

National Buildings Organisation set up.

Reference was made at pages 44-45 of the report of this Office for July 1954, to the appointment of the Director of the National Building Organisation to be set up. By a resolution dated 9 July 1954, the Government of India has set up a National Buildings Organisation, which will be under a Director who will be an ex-officio Member of a Standing Committee and of the Council of the Ministerial and non-ministerial establishment as is necessary to carry out the duties and responsibilities of the Organisation. The Standing Committee is composed of 11 members including the chairman, out of which not more than three members are to be co-opted by the Committee from business, industry or private institutions. When fully constituted, the Organisation will be under the overall control and direction of the National Building Council, with the Minister for Works, Housing and Supply as President of the Council.

The objectives of the Organisation are to advance the best use of national resources, manpower and technical knowledge in the public and private sectors of the construction field, (2) to co-ordinate the efforts and findings of all agencies concerned with the technology and practice of building construction or building materials production, (3) to engage in technical activities not covered by other existing agencies but necessary to ensure better, speedier and more economical building programmes, (4) to promote the standardisation of manufacture of improved materials and the acceptance of new methods of construction and (5) to provide information and technical assistance to Government, organisations or individuals engaged in the national effort to fulfil the needs for housing and buildings.

The functions of the Organisation among other things are to collect and analyse information and data on the latest technological advances within the country and abroad, to survey the demand for building materials and to make recommendations with regard to production, distribution and use of traditional and other building materials as also to encourage the manufacture of materials according to prescribed standards, to survey the quantitative and qualitative requirement of building labour for various purposes and to encourage training programmes and refresher courses for building labour, engineers and contractors, to develop practical methods for the most economical use of materials in short supply, and to maintain in collaboration with existing organisations a documentation and technical information service and to serve as a clearing house of information relating to housing and buildings.

(The Gazette of India, Part I,
Section I, 24 July 1954, pp.196-97).

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Bombay Town Planning Bill, 1954.

The Government of Bombay published on 19 July 1954, the text of the Bombay Town Planning Bill, 1954, proposed to be introduced in the Legislative Assembly of the State. The Bill seeks to consolidate and amend the law for the making and execution of town planning scheme. The Statement of Objects and Reasons, declares that the Bombay Town Planning Act, 1915, had revealed several defects in its provisions. It was therefore amended from time to time. However certain difficulties are still experienced in its working. In order to overcome the same, and to make it more effective, it is proposed to amend and consolidate it, mainly for the following reasons:

1. It has been made obligatory on the local authority to carry out the survey of the area within its jurisdiction and to prepare and publish within four years from the date on which this Act comes into force a development plan for the entire area for the sanction of Government. A ready-made development plan will be useful whenever the local authority concerned desires to take up a town planning scheme for a particular area as the plan will indicate the manner in which the development and improvement of the entire area within the jurisdiction of the local authority are to be carried out and regulated.

2. The provision existing under section 9 of the Bombay Town Planning Act, 1915, regarding sanction of Government for the making by a local authority of a town planning scheme has been done away with, with a view to expediting preparation of a draft scheme.

3. Under section 30 of the Act of 1915, no time-limit has been fixed for the Arbitrator appointed under section 29 to finalise the scheme. Clause 33 of the Bill prescribes a time-limit of twelve months for the town planning officer to decide all matters referred to in the clause. This limit will expedite finalisation of Town Planning Schemes.

4. It has been revealed, that generally the plot-owners in a scheme area, do not observe regulations of the scheme; and it becomes difficult for a local authority to enforce the scheme. Penalties have therefore been prescribed in clause 79 of this Bill with a view to help the local authority concerned to enforce the scheme.

5. Clause 86 of the Bill specifies the officers who can exercise the powers of a local authority.

6. No remarks have been made in the statement of objects and reasons in respect of the existing provisions of the Act which are repeated in the Bill or other minor changes. It may be pointed out that the arbitrator is now called the town planning officer and the tribunal of arbitration is called the Board of Appeal.

(The Bombay Government Gazette,
Part V, 19 July 1954, pp.204-232).

39. International Economic Relations.

India - August 1954

Fall in Coal Exports; Inquiry Committee set up.

The Ministry of Production, Government of India, has set up a seven member committee to investigate into the causes of the drop in India's export of coal and to recommend measures to step up export of coal from the country.

Mr. R.K. Ramdhani, Coal Commissioner, is the Chairman of the Committee which includes members representing the trade, shippers and officials of the Ministries of Commerce and Industry and Production.

The committee has been asked to submit its report to Government by the end of September, 1954.

Fall in export: There was a steep fall in the export of Indian Coal during 1953. The total coal exported in 1953 was about 1.99 million tons as against 3.30 million tons in 1952.

The decline in the demand is ascribed to increased production of coal in Europe, competition from South Africa and the emergence of Australia (hitherto an importer), China and Formosa as competitors in the foreign markets. In order to encourage exports the Government of India abolished the additional charge of coal export with effect from 11 May, 1953.

The trend of export in the first half of the year shows that India is able to have her traditional markets only namely, Malaya, Singapore, Hong Kong, Ceylon, Burma and Pakistan. There was some shipment to East Africa.

Import by United Kingdom: Owing to shortage of coal in the United Kingdom it is expected that the U.K. may place substantial orders for Indian domestic coal for the coming winter. In 1952, the U.K. actually imported 36,954 tons of Indian coal.

The offtake of Indian coal by almost all countries was considerably less in 1953 as compared with that of 1952. Australia which took 205,846 tons in 1952 imported no coal from India.

The other countries which did not at all import coal from India included the United Kingdom, Madagascar, Aden, Finland, Indonesia, East Africa and Mauritius, while Japan halved her offtake in 1953 as compared with her receipt of 765,767 tons in 1952.

The normal annual supply of Indian coal to Burma is about 200,000 tons, to Pakistan about one million tons, Hong Kong about 214,000 tons and Singapore about 120,000 tons and Ceylon about 200,000 tons.

The Committee is expected not only to examine the causes for the decline in India's export of coal but suggest measures to consolidate her traditional export markets and explore new fields.

(The Hindustan Times, 4.8.1954).

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CHAPTER 4. PROBLEMS PECULIAR TO CERTAIN BRANCHES OF THE

NATIONAL ECONOMY

INDIA - AUGUST 1954.

41. AGRICULTURE.

Progress of Land Reforms in States: Planning Commission's Review

The Planning Commission's review of the land reforms measures taken in the various States, released on 29.7.1954, states that although legislative measures have been undertaken or proposed in most of the States, "the progress of implementation has been on the whole slow". The total estimated amount of compensation payable by the State Governments, where the law for abolition of intermediaries has been enacted comes to about 3704 million rupees.

The reform measures undertaken in the various States fall generally into three broad classes; (1) the abolition of intermediaries; (2) tenancy reforms designed to scale down the rents to 1/4th or 1/5th of the produce, to ensure permanent rights to tenants, subject to the landlord's right to resume a minimum holding for his personal cultivation within a limited time, and to permit tenants to acquire ownership of their lands, on payment of moderate compensation to the landlord, spread over a period of years, and (3) reorganisation of agriculture.

According to the review, abolition of intermediaries has been fully implemented in five states including Madhya Pradesh, Punjab, Hyderabad, PEPFU, and Bhopal, and substantially implemented in Bombay, Madras (including Andhra), Uttar Pradesh, Madhya Bharat, and Saurashtra, and partially implemented in four other States, such as Bihar, Orissa, Rajasthan and Vindhya Pradesh. The intermediaries have not yet been abolished in five States including Assam, West Bengal, Mysore, Delhi and Himachal Pradesh; legislative measures have yet to be undertaken in the other states.

Intermediaries, the review notes, are being abolished in all the states with the exception of Jammu and Kashmir, on payment of compensation prescribed by law. The total estimated amount of compensation payable by the State Government (in cases where the law has already been enacted) - comes to about 3704 million rupees, besides rehabilitation grants amounting to 799 million rupees. Bihar and U.P. are the two principal States which carry the highest liability and their combined share comes to nearly 70 per cent. of the whole amount. Though there will be a net additional increase in State revenue as a result of the abolition of intermediaries due to the difference between the rental assets and the present land revenues, the payment of compensation will put a strain on the State finances in some of the States during the period in which instalments of compensation would be payable.

Tenancy Reform: As regards tenancy reform, radical measures have been adopted in Uttar Pradesh to enable all persons in cultivating possession to retain their lands and to acquire

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ownership. Similar provisions are contained in the Delhi Land Reforms Bill. The Rajasthan Government has also accepted this principle. In Saurashtra practically all the tenants in cultivating possession will become occupants with permanent, heritable and transferable rights. In Madhya Bharat all tenants and subtenants in Jagirdari areas have been given the right to acquire ownership.

With a number of variations in each State, the recommendations of the plan regarding the landlord's right to resume a limited area for his personal cultivation, the conferment of security of tenure upon tenants in non-resumable areas and the right to purchase ownership have been adopted in Bombay, Hyderabad, PEPSU, Himachal Pradesh and Kutch.

The right to purchase has been given only to those tenants in Punjab who held the land continuously for 12 years. The right of purchase has not been conferred in Madhya Pradesh, Madras and Mysore.

In fourteen States, the recommendations in the plan in respect of tenants-at-will have not been adopted. The position in regard to the rent payable by tenants to landlords has not improved much. The rate of rent in only five States, including the U.P., Rajasthan, Hyderabad, Ajmer, Himachal Pradesh and Delhi is in agreement with the recommendation of the Planning Commission.

As regards the ceiling on the existing holdings there was no improvement whatsoever in any of the States. In six States, some provision has been made as regards future acquisition. The limit varies between 50 to 30 acres.

With the exception of Hyderabad, no State has so far made provisions for regulating the standards of cultivation and management of land and assumption of land in case of failure to maintain those standards.

(The Hindu 30.7.1954).

Andhra Tenants Protection Bill, 1954.

The Government of Andhra State published in a Gazette Extraordinary on 6 August 1954 a Bill to provide for the temporary protection of certain classes of tenants in Andhra.

The Statement of Objects and Reasons attached to the Bill state that under Section 3(2) (d) of the Madras Estates Land Act, 1908, an estate includes an Inam village of which the grant has been made, confirmed or recognised by the Government, notwithstanding that subsequent to the grant, that village has been partitioned among grantees. In recent years, courts have held that where the Inam lands granted do not form a whole village they do not constitute an "Estate" within the meaning of Section 3(2) (d) aforesaid. As a result, landholders of such Inam lands have been resorting to large-scale evictions of their tenants. The Government has under consideration separately a proposal to secure the rights

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and privileges of tenants in such Inam lands which have been declared by Courts to be not estates. Pending such legislation the Government considers it necessary to provide for temporary protection against eviction of tenants in Inam lands subject to the conditions that the tenants pay to the landholders concerned, or deposit in court for such payment, the arrear rents due for two falis (years) and also pay the rent regularly in future as and when it accrues due. The Bill seeks to achieve this object and is largely based on the provisions of the Madras Tenants and Ryots Protection Act, 1949 (Madras Act XXIV of 1949).

(The Hindu, 7.8.1954).

Family Land Holdings in Hyderabad; Ceilings Fixed for Various Classes.

The Hyderabad Government has passed orders published in a Gazette Extraordinary issued on 4 August 1954 fixing the extent of family holdings for various areas and classes of soil in the State. This is based on the recommendations of the Hyderabad Land Commission set up under the Hyderabad Tenancy and Agricultural Lands Act, for delimitation of local areas and determination of the extent of family holdings.

The Gazette notification states that the Government has accepted the Commission's recommendations. The family holding for all classes of single crop wet land has been fixed at various figures ranging from seven acres to nine acres. The areas stipulated for all classes of chalka soil vary from 30 acres to 60 while that for all classes of black cotton or laterite soils ranges from 21 to 36 acres.

An exception has, however, been made in the case of all lands irrigated under the river valley projects which number 21 in respect of which the family holding for single crop wet land is fixed at six acres. The Government has accepted the recommendation of the Commission to treat all lands irrigated exclusively under wells or bhurkies situated within or outside the ayacut and used for bagat and paddy crops as dry land. Also lands irrigated under private kuntas constructed with the permission of the Government and assessed at dry rates will be classified as dry. Only such lands will be treated as single crop or double crop wet lands or lands under light irrigation as have been irrigated as such during the period from 1944 to 1953. In the case of new irrigation sources, only such lands will be treated as single crop or double crop wet lands or lands under light irrigation, as have been irrigated as such for not less than 60 per cent. of crop seasons occurring after the construction of the said sources of irrigation.

In the case of double crop wet lands, one acre of double crop wet land shall be treated as one and half acres of single crop wet land of the local area concerned. In the case of light irrigation under flow, one acre of land under wet irrigation shall be treated as equal to two acres of dry land of the area concerned.

The limits of family holding have been so fixed as to ensure that the value of the produce after deducting fifty per cent. therefrom as cost of cultivation is 300 rupees.

(The Hindu, 6 August 1954).

Madras Plantations Agricultural Income-Tax Bill, 1954.

The Government of Madras published on 28 July, 1954, the text of a Bill to provide for the levy of a tax on agricultural income from plantations in the State of Madras. The Bill will cover agricultural incomes from coffee, tea, rubber, cinchona and cardamon plantations. The Government has decided to levy the tax with effect from 1 April 1954.

The Statement of Objects and Reasons of the Bill declares that the question of levying a tax on agricultural incomes has been under the consideration of the Government for a considerable time. The Land Revenue Reforms Committee recommended, among other reforms, the levy of an agricultural income-tax over and above the land revenue assessment, the levy being applied in the first instance to plantation areas and extended gradually to other areas when there is a general progress in the standard of education of the farmers.

The tax will be levied on every person whose total agricultural income is not less than 3,000 rupees and in the case of joint families, not less than 6,000 rupees. A super-tax will also be levied on incomes exceeding 25,000 rupees. In calculating the total agricultural income, cultivation expenses, amounts paid as land revenue or rent, to a landlord and the like will be excluded.

Rates of income-tax.- The following is the rates of agricultural income-tax:-

- | | |
|---|--|
| (1) On the first 1,500 rupees of total agricultural income. | Nil. |
| (2) On the next 3,500 rupees of total agricultural income. | Nine pies in the rupee. |
| (3) On the next 5,000 rupees of total agricultural income. | One anna and six pies in the rupee. |
| (4) On the next 5,000 rupees of total agricultural income. | Two annas and six pies in the rupee. |
| (5) On the next 5,000 rupees of total agricultural income. | Three annas and six pies in the rupee. |
| (6) On the balance of total agricultural income. | Four annas in the rupee. |

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Provided that no agricultural income-tax shall be payable on a total agricultural income which is less than three thousand rupees.

The limit referred to in the above proviso shall be 6,000 rupees in the case of every Hindu undivided family or an Aliyasantana family or branch or a Marumakkattayam tarwad or tavazhi including a Nambudiri family or any other class governed by the law applicable to Nambudiris, which satisfies as at the end of the previous year the condition that it consists of at least five members.

Provided further that -

(1) the agricultural income-tax payable shall in no case exceed one-half of the amount by which the total agricultural income exceeds three thousand rupees or six thousand rupees, as the case may be;

(2) in the case of every company agricultural income-tax shall be charged at the maximum rate on the whole of the total agricultural income.

Rates of super-tax.- A. In the case of every individual Hindu undivided family, an aliyasanthana family or branch, undivided Marumakkattayam tarwad or tavazhi, unregistered firm and other associations of persons, not being a case to which paragraph B applies.

A. 1. On the first 25,000 rupees of total agricultural income.	Nil
2. On the next 15,000 rupees.	One anna six pies in the rupee.
3. On the next 15,000 rupees.	Two annas in the rupee.
4. On the next 15,000 rupees.	Three annas in the rupee.
5. On the next 15,000 rupees.	Four annas in the rupee.
6. On the next 15,000 rupees.	Five annas in the rupee.
7. On the balance of total agricultural income.	Six annas in the rupee.
B. In the case of every company-	
On the whole of the total agricultural income.	One annas six pies in the rupee.

(Fort St. George Gazette, Extraordinary,
Part IVA, 28 July 1954, pp.221-262).

Agrarian Reforms in Travancore-Cochin State: Six Bills introduced in Assembly.

Mr. P.S. Nataraja Pillai, Minister for Finance and Land

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Revenue, introduced in the Travancore-Cochin Assembly on 7 August 1954 a series of Bills relating to land reforms in the State. These measures - a batch of six Bills - which are interconnected and have a structural unity in the whole land legislation are designed, among other things, to grant fixity of tenure to the tenants who are lessees, to provide for the payment of fair rent and to prescribe a ceiling on the extent of land that a person may own or have in his possession.

The Bills introduced were (1) The Kanam Tenancy Bill, (2) The Restriction on Possession and Ownership of Land Bill, (3) The Travancore-Cochin Prevention of Eviction of Kudikidappukars Bill, (4) Special Rights in Lands Abolition Bill, (5) The Travancore-Cochin Verumpattandars Bill, and (6) The Travancore-Cochin Compensation for Tenants Improvements Bill.

Important among these Bills are the Restriction on Possession and Ownership of Land Bill, the Travancore-Cochin Verumpattandars Bill and the Special Rights in Lands Abolition Bill.

Limits proposed. - The Restriction on Possession and Ownership of Land Bill seeks to put an upper limit on future acquisition as also on present possession. An upper limit on existing ownership is not contemplated, but the right of possession is restricted.

The limits proposed under the Bill are 15 acres of double crop wet lands or 15 acres of coconut gardens or 22 1/2 acres of single crop nilam (land) or 30 acres of other lands. Where a person holds more than one category of land they will be computed on the basis that one acre of double crop wet land or coconut garden is equal to one-and-a-half acres of single crop wet lands or two acres of lands other than wet lands or coconut gardens.

The upper limit specified in the Bill is for a family of five members. Where the family exceeds five, each additional member can have additional land to the extent of one acre of double crop land or its equivalent. It should not, however, exceed 25 acres of double crop wet lands or its equivalent in the case of any family whatever its number.

Land Tribunal. - The Bill makes provision for the constitution of a land tribunal which will be entrusted with the working of the scheme and the distribution of the excess land that will be released for such distribution.

A period of six months is proposed to be given to persons possessing or owning excess land for its disposal, failing which such land will be made available to landless persons on lease. The person who is deprived of the possession or ownership of the excess land will be given fair rent or capitalized value of the fair rent as the case may be.

The Special Rights in Lands Abolition Bill, provides for the purchase by the State of the proprietary rights in the properties of certain "chiefs" of Travancore on payment of compensation calculated at 16 and two thirds the rent they now receive. Of this amount, one-third is to be paid in cash immediately and the balance in bonds carrying four per cent. interest redeemable in 16 years. Basic tax is to be imposed on these lands and the State is to recoup the compensation amount from the tenant in 17 annual instalments.

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The main advantages of the scheme will be that the proprietors will get compensation and the tenants will get full proprietorship of the land at the end of 16 years and their liability is only to pay the rent they are now paying for 17 years more. So far as the Government is concerned, for the liability it undertakes for paying the compensation in advance, it gets the basic tax after 17 years, which it is not getting now.

The Travancore-Cochin Verumpattandars Bill confers fixity of tenure on all verumpattandars (lessee or sub-lessee) and provides for the fixation of fair rent in respect of Varumpattam holdings. Fixity of tenure is confined on all verumpattandars who were holding continuously for a period of three years prior to the commencement of the Travancore Holdings (Stay of Execution Proceedings) Act, 1124 M.E. The verumpattandars who had already acquired fixity under the Cochin Verumpattandars Act will continue to enjoy the same. Persons to whom leases are granted in future will also get fixity. In cases where there are intermediate landlords, a verumpattandar will have the right to purchase the rights of the intermediate landlord on payment of 8 1/3 times the margin of profits he gets. The cultivating verumpattandar is also given the first option to purchase the rights of the jenmi over the lands leased to him.

The Kanam Tenancy Bill seeks to confer full proprietary rights on Kanam tenants in the Cochin area subject only to payment of jenmikaram (rent) and to provide for the settlement, collection and payment of rent and for matters incidental thereto.

The Travancore-Cochin Prevention of Eviction of Kudikidappu ukars Bill confers permanent occupancy rights in respect of small holdings where on poor persons have been licensed to erect small homesteads.

The Travancore-Cochin Compensation for Tenants Improvements Bill provides for the assessment and payment of value of improvements to tenants on eviction.

(The Travancore-Cochin Gazette, Extraordinary, No. 35, dated 26 July 1954; The Hindustan Times, 9 August 1954).

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42. Co-operation

India - August 1954.

Activities of the Co-operative Movement in India during 1951-52.

Considerable expansion in the activities of the co-operative movement in India was recorded during 1951-52, according to statistics released by the Reserve Bank of India on 10 August 1954.

At the end of 1951-52, there were 1,85,650 co-operative societies of all types in the country with a membership of 13.8 million and an aggregate working capital of 3063.4 million rupees. This compared favourably with 181,189 societies having a membership of 13.7 million and a working capital of 2758.5 million rupees in the previous year.

According to the survey the rise in the total working capital of all types of societies was probably due to increasing financial assistance from Governments and the Reserve Bank of India.

Credit Societies.- Although there was a perceptible increase in the number of non-credit societies, the credit side of the movement continued to be predominant - credit societies constituting 68.7 per cent. of the total number of all types of primary societies and 76.9 per cent. of the total number of agricultural societies.

Taking the average family as five, the survey roughly estimated that 68.9 million, or 18.8 per cent. of the population, had been brought within the fold of the co-operative movement that year.

It was primarily in the sphere of short-term credit structure that the co-operative movement had recorded the most substantial success. In the year, there were 16 apex banks, which advanced loans to the extent of 553 million rupees as against their total deposits of 212 million rupees. Central Banks, which numbered 509, had a working capital of 601.1 million rupees and loan transactions to the extent of 1056.4 million rupees.

The non-agricultural credit societies also recorded a rise in their number, membership and financial operations. Considerable progress was also recorded in the non-credit structure. Provincial non-credit organisations, which numbered 35 at the end of 1951-52, had a business turnover of 278.4 million rupees.

(The Hindustan Times, 11.8.1954).

CHAPTER 5. WORKING CONDITIONS AND LIVING STANDARDS

India - August 1954

50. General.

Salaries of Bank Employees; Central Government modifies Award of the Labour Appellate Tribunal.

The Central Government by an order dated 24 August 1954 under the Industrial Disputes Act, 1947, has modified certain provisions of the decision of the Labour Appellate Tribunal (vide pages 31-33 of the report of this office for April 1954). On the appeals against the award of the All-India Industrial Tribunal (Bank Disputes) popularly known as the Sastry Tribunal (vide pages 27-30 of the Report of this Office for April 1953). The order, among other things, reduces the emoluments of bank employees given under the award of the Labour Appellate Tribunal. Another important change is that instead of the three areas into which the country was divided under the original Sen Award, declared void by the Supreme Court, and the subsequent Sastri Awards and the Labour Appellate Tribunal Awards, a Class 4 area has now been created. The following is a summary of the principal features of the order.

Main features. Instead of the classification of the country into 3 areas as adopted in the Sastry Award, it will be divided into 4 areas. While the Class I and Class 2 areas remain the same, Class 3 areas will consist of cities and towns not falling within Classes I and 2 but having a population of more than 50,000. Class 4 areas will include all areas having a population of less than 30,000.

Exemptions. Banks in towns and cities with a population of less than 30,000 and situated in the Part B States and the Part C States other than Delhi, Ajmer and Coorg are exempted from the scope of the Award altogether.

The Government Order prescribes a new scale of pay for various classes of banks in the Class 4 areas, other than in areas specifically exempted above. For Class A banks the scale will start from 66 rupees, going up to rupees 227; for Class B banks from 57 rupees to 200 rupees; for Class C banks from rupees 54 to rupees 191. In respect of Class D banks, the scales will be the same for both Areas 3 and 4.

Dearness allowance: The Labour Appellate Tribunal had fixed 50% for the first rupees/100, 40 per cent. for the second 100 rupees and 30 per cent. thereafter; for Class 2 Areas the slabs were respectively 45 per cent., 35 per cent., and 30 per cent., while for Class 3 Areas & slabs were 40 per cent., 30 per cent., and 25 per cent. The minima for the three areas were fixed at rupees 50, rupees 45 and rupees 40.

Under the modifications now, the dearness allowance will be at the uniform rate of 33-1/3 per cent. with a minimum of 35 rupees and a maximum of 70 rupees in Class 1 Areas, a minimum of 30 rupees and a maximum of 60 rupees in Class 2 Areas and a minimum of twentyfive rupees and a maximum of forty rupees in Class 3 and 4 Areas.

Emoluments: The Government's Order also makes a provision in respect of emoluments of employees if their present emoluments

are less than that given under the modified Award.

When the Sen Award was declared void by the Supreme Court, the Government froze the emoluments of the employees at the level they were getting under the Sen Award. Both the Sastri Tribunal and the Labour Appellate Tribunals, which generally fixed the emoluments of employees at levels lower than that under the Sen Award, however, provided that in any event the emoluments of an employee should not be less than the total emoluments drawn by that employee on January 31, 1950.

Under the Government's Order now, if an employee's emoluments are less than what he is entitled to under the Award as modified, then the emoluments would be reduced but over a period of three years from the date of enforcement of the Award. One-third of such excess would be reduced on the completion of 12 months from that date, two-thirds on the completion of two years and the full excess on the completion of three years.

The reliefs in increased dearness allowance given to Class 4 staff of banks by the Appellate Tribunal have also been negatived and the award of the Sastri Tribunal has been restored. For Class A banks the dearness allowance will now be 25 rupees in Area 3, 30 rupees in Area 2 and 35 rupees in Area 1. For Class B banks it will be 20 rupees in Area 3, 22.5 rupees in Area 2 and 25 rupees in Area 1. For Class C banks it will be 10 rupees in Area 3, 12 rupees in Area 2 and 15 rupees in Area 1.

The Government's Order would thus reduce the dearness allowance of the Class 4 employees given by the Appellate Tribunal by amounts ranging from 7 1/2 rupees in respect of Class A banks in Area 1 to 22 1/2 rupees for Class C banks in all areas.

The Government's Order also exempts the United Bank of India - set up by amalgamating four smaller units four years ago - altogether from the Award. The contention of this bank for such exemption was rejected by the Appellate Tribunal.

The Sastri Tribunal's decision of a maximum weightage of four annual increments is retained and the slightly increased weightage of the Appellate Tribunal has been rejected by the modified Order.

The banks have been given till December 1, 1954, to bring into force the new Award.

(The Statesman 25.8.1954).

Labour Conditions in Mica Factories.

Marked absence of housing and welfare facilities and pension or provident fund schemes in mica factories have been revealed in an inquiry conducted by the Labour Bureau into the conditions of work in the mica industry. The information given below on the subject taken from an article published in the June issue of the Indian Labour Gazette.

The inquiry was a follow-up of the preliminary inquiry held in 1944-45. A questionnaire was issued in September 1952 to 104 mica factories selected on a random sampling basis in Bihar, Madras and Andhra. The response to the questionnaire was, however, "very unsatisfactory" and even the few replies received were "not quite satisfactory". On-the-spot inquiries were, therefore, conducted in the major centres of the industry in Bihar and Andhra.

Employment.- Mica factories registered under the Indian Factories Act, 1948, employed about 15,000 workers in 1952. Compared to 1951 there was a decline in the number of units as well as the number of workers employed, as may be seen from the following figures:

State	Employment in Mica factories in Bihar and Andhra.					
	1950		1951		1952	
	No. of units.	No. of persons employed	No. of units.	No. of persons employed.	No. of units.	No. of persons employed
Bihar ..	147	18,934	147	16,661	149	13,295
Andhra ..	-	-	128	2,198	56	1,597
Total	147	18,934	275	18,859	205	14,892

Source: Statistics of Factories.

Of the 13,295 workers employed in the mica factories in Bihar in 1952, 2,399 or 18 per cent. were women; in Andhra, of the 1,597 workers employed, 1,117 or about 70 per cent. of the total were women. Thus while women constitute the bulk of the labour force in the industry in Andhra, in Bihar they form a relatively small proportion of the total number of workers employed. Children constitute about 16 per cent. of the total number of workers employed in Bihar. In Andhra, however, very few children are employed.

Recruitment.- Both in Bihar and Andhra recruitment is done by the employers directly as and when they require the services of workers and there is no regular system of any kind. It is reported that the employers find no difficulty whatsoever in recruiting the required number of hands at any time. All labour is employed and paid directly by the employers and no labour is employed through contractors.

Absenteeism. The percentage of absenteeism varied from 18 per cent. to 21.2 per cent. in Andhra and from 20 per cent. to about 27 per cent. in Bihar. In Bihar the percentage of absenteeism

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was considerably higher in Kodarma and Jhumri Talaiya than in Giridih. This may be due to the prevailing practice of workers in Kodarma and Jhumri Talaiya resorting to subsidiary occupations (like rickshaw pulling or work on land as agricultural labourers) which often enable them to earn a little more than work in the mica factories.

Working conditions: Hours of work.- All the factories both in Bihar and Andhra work one day-shift only. The weekly hours of work are 48 and daily hours 8 with a spreadover of 8 1/2 to 10 hours. The factories generally work from 7-30 or 8 a.m. to 11-30 or 12 noon; and again from 1-30 p.m. or 2 p.m. to 5.30 p.m. or 6 p.m.

Holidays and leave.- Sunday has been declared the regular weekly closed day although it is reported that during times of rush work, workers are required to work even on closed days. Apart from a few festival holidays (varying from 4 - 8 days in a year) the workers are not entitled to any casual or privilege leave. The festival holidays are with pay in the case of the monthly paid employees and without pay in the case of the daily rated workers.

Wages.- The system of payment by time rates predominates in Andhra and Bihar and the piece rates system is not much in evidence. In Andhra, daily rate men-workers are paid an all-inclusive wage ranging from 1 rupee to 1 rupee 6 annas per day, while the wages of women workers vary from 12 annas to 1 rupee 4 annas per day. In Bihar the basic wage rates were fixed by an industrial tribunal in 1951 at 8 annas per day for adults and 6 annas per day for adolescents. In addition, dearness allowance is paid at 12 1/2 annas and 9 annas per day respectively.

Minimum Wages.- Employment in mica works is one of the employments scheduled under the Minimum Wages Act 1948. Under the provisions of the Act, the Governments of Bihar and Andhra have fixed minimum wages for workers employed in mica factories. The rates fixed are 1 rupee 4 annas and 6 pies per day in Bihar and 1 rupee 4 annas per day in Andhra.

Bonus.- Bihar. The award of 1948, granted to the daily rated and piece rated workers an attendance bonus at 15 per cent. of the consolidated wages on 21 days' ~~wage~~ attendance in a month and a quarterly bonus of 13 days' wages. The monthly rated employees were granted half month's basic wages as quarterly bonus. By the award of 1951, the bonus for daily rated and piece rated workers was increased. Attendance bonus was granted at 20 per cent. of the consolidated wages on 20 days' attendance in a month and quarterly bonus was increased to 15 days' wages instead of 13 days' wages. This award also deals with the question of retrenchment relief payable to workers in the event of their discharge or retrenchment.

Andhra.- Most of the units have been paying, since 1950, annual profit bonus to their workers equivalent to 1 to 2 months' wages. Generally speaking the larger units have been paying 2 months' wages as bonus, while the smaller ones have been paying 1 to 1 1/2 months' wages as bonus.

Other allowances.- Neither in Bihar nor in Andhra does the system of giving concessions in kind to the workers obtain. However, in Andhra some of the employers distribute saries and dhoties to their employees at the time of Diwali, during prosperous years. But this is not a regular feature and depends entirely on the discretion of the employer.

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Maternity benefit.- During the year 1952, in the mica factories in Andhra maternity benefit was paid in 62 cases. The total amount paid was 1,415 rupees 15 annas and 6 pies and the average amount paid in each case was 22 rupees 13 annas and 5 pies. In Bihar (Giridih) an amount of 2,565 rupees and 3 annas was paid as maternity benefit in 44 cases. The ~~an~~ average amount paid per case was about 58 rupees 5 annas.

Housing and Welfare.- The inquiry revealed marked absence of housing or welfare amenities in the mica factories both in Andhra and Bihar. None of the units, big or small, have made any provision for housing of workers nor is there any provision in them ~~from~~ such amenities as canteens, creches and rest-shelters. Even units which employed women in large numbers, did not provide creches. It had been reported that two big units which were employing more than 100 workers each, evaded the issue by splitting themselves in each case into smaller establishments.

While the bigger units have made arrangements for drinking water and sanitary arrangements, most of the smaller units do not have even these facilities. Except for a small first-aid box in each factory, no medical facilities exist in any of the units.

Gratuity scheme.- None of the units in Bihar or Andhra had started any provident fund or pay pension for its workers. In Bihar there was a system of paying gratuity on retirement or death after long years of continuous service of at least 15 years in case of death and 20 years in cases of retirements.

Industrial relations.- Industrial Relations in the industry seem on the whole to be cordial. There are 2 trade unions of mica workers in Gudur (Andhra) but their membership is mainly made up of workers from mica mines and only a relatively small number of factory workers are reported to be members of these unions. In Giridih area also there are two registered trade unions but the figures of their membership were not available.

(The Indian Labour Gazette, Vol. XI, No.12, June 1954, pp.1127-1137).

Draft Bihar Shops and Establishments Rules, 1954.-

The Government of Bihar published on 18 August 1954, the draft Bihar Shops and Establishments Rules, 1954, proposed to be made under the Bihar Shops and Establishments Act, 1953 (vide page 42 ~~of~~ of the report of this Office for March 1954). The rules provide inter alia for the registration of establishments and the amount and manner of payment of fees, the registers to be maintained in an establishment, the list of acts which may be termed as misconduct of an employee for which his services may be dispensed with without notice, procedure for hearing claims arising out of deductions from wages or delay in payment of wages, and for hearing appeals against directions of the prescribed authority, power of the inspecting staff, and the maintenance of records and registers and display of notices. The rules will be taken into consideration by the Government after 18 September 1954.

(The Bihar Gazette, Part II, 18 August 1954, pp. 2193-2212).

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57. Family Budgets Including Nutrition.

India - August 1954.

More than Fifty Per Cent. Below Poverty Line:

Kanpur Survey of Working Class Facilities

Fifty two point three per cent. of Kanpur's working class families fall below the poverty line and 41.7 per cent. are just on the poverty line, according to survey of 900 such families carried out by Lucknow University's Institute of Sociology and Human Relations.

The poverty line was fixed on the basis of a provision of 2,600 to 3,000 calories per adult per day for balanced diet, 40 yards of cloth per adult per annum, 80 sq. ft. floor area per person and other normal requisites of ordinary life.

According to the survey the factors responsible for the appalling poverty of the workers include low earnings, closures, casual employment and lack of skill.

The average income per capita works out at 25 rupees 5 annas and 10 pies per month while the average income per family and per earner works out respectively at 85 rupees 3 annas and 10 pies and 74 rupees 9 annas and 10 pies.

Indebtedness.- Sixty-two point two per cent. of the families are under debt and the average amount of indebtedness works out at 133 rupees 14 annas per indebted family. Sixty per cent. of the loans have been contracted in recent years owing to the steep rise in the cost of living, closures, and consequent unemployment. Nearly half the loans were incurred for meeting the daily expenditure.

Eighty-one point seven per cent. of the families occupy single-room tenements, 15.8 per cent. two-room tenements and 2.5 per cent. three or four-room tenements. More than 90 per cent. have to depend upon the use of public and common latrines. The condition of ventilation and sanitation is extremely deplorable in 40 per cent. of the dwellings, the survey adds.

(The Statesman, 1 August 1954).

58. Social Conditions.

India - August 1954.

Social Welfare in India: Central Board's Plans.

The Central Social Welfare Board constituted by the Government of India in August, 1953, in the course of its report on the working of the Board for the year 1953-54 states that the Board proposes to utilise the entire amount of 40 million rupees for the period covered by the remainder of the first Five-Year Plan.

Under the present provision of 40 million rupees only three to four thousand institutions will be covered and it will not be possible to give aid to another 5,000 institutions in the country.

This expenditure of 40 million rupees is distributed as under: Director grant-in-aid to voluntary social welfare organisations to maintain proper standards and to expand their programme of work, including grants to private training institutions for welfare workers, 24.5 million rupees; Welfare Extension projects, 10 million rupees; Grants to bigger voluntary institutions for mobile vans and other equipment, 2.5 million rupees; Central training scheme, 1 million rupees; Administration, 800,000 rupees; and Publicity, including unforeseen charges 1.2 million rupees, making a total of 40 million rupees.

Aid to Institutions: The report says that it was now for the Planning Commission to consider what provision should be made in the next Five-Year Plan to cover the balance of 5,000 institutions, and also to cover the uncovered districts in various States in the programme of the Welfare Extension Projects. On the basis of the working in these two directions during the course of the last eleven months, a provision of 150 million rupees would be required and the present grant of 40 million rupees is proposed to be spent in a period of two and half years.

The report further states that during the first year, the Board distributed grants to 879 institutions, out of the 1,500 that applied for financial assistance. The aggregate of the grants for the first year so made by the Board was 2.7 million rupees. This had given great relief and had resulted in "spontaneous enthusiasm that has ensured the rapid development of well-thought out new programmes of work."

Family Welfare Service: A recent survey of the Board's work, following the completion of the first survey of nearly 600 institutions had led to the winding up the original three Panels for Child and Women's Welfare and the Panel for the Delinquent and the Handicapped. The Family Welfare Panel had been retained as an Advisory Committee to supervise the Delhi Match Factory, a pilot project, which is to be run with help of the Delhi State Government and the Central Ministry of Commerce and Industry. The factory is expected, in three month's time, to give employment to 500 lower middle class housewives. In addition the whole scheme of the work of the Family Welfare Service Centre there, which will include health guidance, medical aid, family counselling and the care of children, will be in the hands of the Advisory Committee.

Scheme of Village Projects: The Central Welfare Board has

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recently outlined a scheme of 300 village projects, each comprising 20 villages allocated State-wise throughout the country. This is intended to extend social services to women and children in the villages through voluntary welfare agencies.

Twelve State Welfare Advisory Boards in Andhra, Madras, Hyderabad, Travancore-Cochin, Bombay, Assam, Madhya Pradesh, Delhi, West Bengal, Orissa, Vindhya Pradesh and PEPFU had been formed to ensure effective implementation of the Social Welfare Scheme. In the other States, the Ministers had agreed to set up similar Boards. The coming into existence of Boards at the States level would decentralise the administration a great deal. The Board is expecting to provide employment in the village centres to 6,000 women and girls all over India.

(The Hindu, 23 July 1954).

Appalling Living Conditions; Survey of Student Life in Calcutta.

Of the total number of 43,000 students studying in Calcutta colleges about 15,000 or 31 per cent. come from families with a per capita expense of 50 rupees or less per month; 22,800 (53 per cent.) belong to the expenditure groups of 30 rupees to 50 rupees and 50 rupees to 75 rupees per capita; 3,900 (8 per cent.) come from families with a per capita expense of 75-100 rupees and 5,000 (7 per cent.) from families belonging to the expenditure groups of 100 rupees or above per head.

This is revealed in a survey of conditions under which undergraduate male students in Calcutta live and work, undertaken by the Anthropology and Statistics Department of Calcutta University, at the instance of the Vice-Chancellor, Dr. J.C. Ghosh.

"The mass of the student population", states the report, "lives in modest brick-built houses, a small proportion in better type structures, and also in hostels, and not an insignificant number in bustees (slums), in huts with floors of beaten earth, including hostels and messes it is found that 33,100 students (77 per cent.) live in brick-built houses with cemented floors and pucca roofs. Another 5,600 students (13 per cent.) stay in houses with tiled or tinshed roofs. The remaining 4,300 students live in kutcha huts.

"Living conditions in the pucca structures are not, however, always satisfactory. The average floor space per capita (leaving out kitchen and bathroom) in the households of 23,600 students (55 per cent.) is about 24 sq. ft. excluding verandahs, if any. It is just sufficient for a cot or charpoy of good size. Another 7,700 students live in households with a floor space of 55 sq. feet per capita, which is the minimum needed for one person in a combined study and living room.

"With this distribution of the per capita floor space, it is not surprising to find that 29,200 students (68 per cent.) share a bedroom with more than one person and that only 7,700 boys (18 per cent.) have a bedroom of their own. A slightly smaller number, 64,000 (55 per cent.) have a study of their own, which may in most cases be the bedroom, while 8,600 students share it with others.

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"As many as 27,500 students (64 per cent.) read in rooms used also for other purposes. If it is an outer room of the house, hut or flat, it serves as the room for visitors and also, generally, as a bedroom at night, besides being the common study of those who read in schools or colleges. As inner room when used as bedroom and study is also used by the women of the house for various domestic duties.

"Text-books shortage also affects study. Nearly 18,500 students (43 per cent.) are able to buy the essential text-books. But as many as 14,800 students (34 per cent.) have to supplement purchase by borrowing books. As many as 4,700 students (11 per cent.) have to depend on books sent by libraries and fellow students, while all these sources of supply proved inadequate for 5,200 students (12 per cent.)."

Subsistence level diet.- "The subsistence level diet is the diet of 55 per cent. or one in every two of the families surveyed and caters for the daily needs of 22,790 students. The striking features of this diet, are a complete absence of butter and fresh fruits and reduction of fish and milk to a negligibly low level. This diet lacks the materials necessary for body-building and for preserving the health of the students. The approximate cost of this diet is 1 rupee per head per day.

"The below-subsistence-level diet forms the diet of another 31 per cent. or one in three of the families surveyed and provides for the daily needs of 13,300 students. It is mainly composed of cereals, i.e., rice, wheat and dal. The body-building food-stuffs, i.e., milk and fish, have been reduced to almost a vanishing point and the health protecting foodstuffs - butter and fruit - have completely disappeared from the diet. The approximate cost of this diet is 12 annas per head per day."

Profession preferred.- Among professions preferred, engineering stands first, probably owing to the incentive supplied by river valley projects and industrial development schemes.

Only eight per cent. aim at securing Government jobs in contrast with the popular impression that young men hanker after Government employment.

Time In a foreword to the report of the survey Dr. Ghosh observes: "it is ~~the~~ representatives of the university, and the Government set together, resolved not to leave the conference room until a plan is evolved for mitigating these conditions."

Dr. Ghosh suggests that Calcutta requires eight additional colleges for men alone and two additional colleges for women.

He says that the least the Government can do is to make an annual contribution of 100 rupees per student to colleges which agree to reduce their strength and to improve teaching arrangements in accordance with a plan to be approved by the University and the Government.

Dr. Ghosh feels that each college requires an annual capital grant of 500,000 rupees to bring accommodation and equipment up to desirable standards.

(The Statesman, 19 July 1954; The Times of India, 30 July 1954.).

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CHAPTER 6. GENERAL RIGHTS OF WORKERS.

INDIA - AUGUST 1954.

64. Wage Production and Labour Clauses in Employment
Contracts with the Public Authorities.

Payment of Wages (Bombay Amendment) Bill, 1954.

The Government of Bombay published on 31 ~~May~~ July 1954, the text of a Bill to amend the Payment of Wages Act, 1936, in its application to the State of Bombay, proposed to be introduced in the Legislative Assembly of the State.

Section 15(5) of the Payment of Wages Act, 1936, empowers an authority who is a Magistrate to recover any amount directed to be paid in claims under the section, as if it were a fine imposed by him as Magistrate and if the authority is not a Magistrate, the amount may be recovered by any Magistrate to whom the authority makes application, as if it were a fine imposed by such Magistrate.

Experience has shown that the recovery of the amount directed to be paid under section 15 is not expeditious in cases where the Payment of Wages Authorities are not themselves Magistrates. It is accordingly proposed to amend sub-section (5) of section 15 empowering the Authority to recover the amount in all cases as an arrear of land revenue on the lines of section 31 of the Workmen's Compensation Act, 1923.

Section 15A, which was inserted by the Payment of Wages ~~Act~~ (Bombay Amendment) Act, 1953, exempts the employee from payment of court fees and enables Government to recover court fees in successful applications from the employer instead of the employee only in respect of proceedings under section 15. Similar provision does not, however, exist in respect of appeal proceedings under section 17. It is, therefore, proposed to make a provision on the lines of section 15A in respect of appeal proceedings under section 17 also. However, since the employed person at the time of appeal will already have had the benefit of the judgment of one court, it is proposed that he should be required to pay court-fees of an amount of five rupees which will be refunded to him in the event of his succeeding in the appeal.

(The Bombay Government Gazette, Part V,
31 July 1954, pp. 249-250).

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

In exercise of the powers conferred under the Payment of Wages Act, 1936, and by a notification dated 21 July 1954, the Government of Orissa has given notice of its intention to extend the provisions of the said Act to the payment of wages to all classes of persons employed in the bamboo forest work establishments in the State of Orissa. The proposal will be taken into consideration by the Government after 26 October 1954.

(The Orissa Gazette, Part III,
23 July 1954, page 663).

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66. Strike and Lockout Rights.

India - August 1954.

West Bengal: Inland Water Transport Industry
declared a Public Utility Service.

In exercise of the powers conferred under the Industrial Disputes Act, 1947, and by a notification dated 4 August 1954, the Government of West Bengal has declared the inland water transport industry in the State to be a public utility service for the purposes of the said Act for a period of six months with effect from 20 August 1954.

(Notification No. 3826 Bis/D/3A-4/54,
dated 4 August 1954; the Calcutta
Gazette, Part I, 12 August 1954,
page 2697).

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67. Conciliation and Arbitration.

India - August 1954.

Industrial Disputes in India during 1953:
Decrease in number of disputes but Increase
in Mandays lost.

All-India statistics of industrial disputes are compiled by the Labour Bureau on the basis of the reports received from 10 Part A (including Andhra) and 2 Part C States. The statistics are collected through voluntary submission of returns by the employers but official agencies are also utilised to trace the occurrence of disputes and to collect fuller details relating to them. The statistics relate to industrial disputes (both strikes and lockouts) resulting in work-stoppages involving 10 or more workers in all sectors of employment including mines, plantations, trade, transport, municipal services, etc. The final statistics for the year 1953 show a decrease in the number of disputes resulting in work-stoppages from 963 in 1952 to 772 in 1953. The number of workers involved in the disputes was also appreciably less being 466,607 during the year under review as compared to 809,242 in 1952. The number of man-days lost, however, was slightly higher, being 3,382,608 as compared to 3,336,961 in 1952. The average duration of disputes, which was 4.1 days in 1952, increased to 7.2 days in 1953.

There was no nation-wide or industry-wide work-stoppage during the year although the months of August, September recorded a significant rise of time-loss due to a lockout in the Indian Iron and Steel Co. Ltd., Burnpur, following a slow-down on the part of the workers.

Disputes classified State-wise.- The following table shows the disputes classified according to States:-

CLASSIFICATION OF INDUSTRIAL DISPUTES BY STATES

States	No. of Disputes	No. of workers involved	No. of Man-days lost.
Andhra	5	2,227	2,293
Assam	9	6,211	14,483*
Bihar	69	26,518**	449,868***
Bombay	176	140,017	611,071
Madhya Pradesh	37	45,890	117,621
Madras	122	54,734*	312,342*
Orissa	6	10,938****	25,898****
Punjab	44	1,921	27,556
Uttar Pradesh	69	14,123&#	65,324&&
West Bengal	223	162,814&#	1,753,888&#
Ajmer	1	588	1,176
Delhi	11	626&#	1,088&#
	772	466,607	3,382,608

Note: The above figures include disputes in Central Sphere Undertakings.

* Not known in 1 case. ** Not known in 7 cases.
 *** Not known in 8 cases. **** Not known in 2 cases.
 && Not known in 10 cases. &# Not known in 3 cases.

The table shows that West Bengal alone accounted for over 51 per cent of the total time-loss during the year. Compared to the previous year the labour situation in the State deteriorated considerably. Bombay, however, showed an improvement in the situation with a marked fall in the number of disputes, workers involved and man-days lost during the year under review. Madras recorded fewer disputes and workers involved therein but higher time-loss. Bihar witnessed a significant rise in the time-loss whereas all the other States showed lower time-losses as compared to the previous year.

Of these disputes lockout, at some stage or other, were declared in 56 cases, the number of workers involved being 64,920 while, 1,266,159 mandays were lost. Of the number of lockout, West Bengal alone accounted for 36 lockouts; the figures for number of workers involved and man-days lost were 45,692 and 839,554 respectively.

Classification according to industries.- A classification of disputes according to industries is given in the table below:-

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CLASSIFICATION OF INDUSTRIAL DISPUTES BY INDUSTRIES

Industry	No. of disputes	No. of workers involved.	No. of Man-days lost
Textiles -			
Cotton	121	106,801	574,821
Jute	31	44,838*	350,907*
Others	54	21,140*	55,972*
Engineering			
Minerals and Metals -	79	73,899**	333,278**
Iron and Steel	16	35,788	449,545
Others	34	6,228	194,659
Food, Drink and Tobacco			
Chemicals and Dyes	55	20,018	130,177*
Wood, Stone and Glass	15	3,791*	10,729*
Paper and Printing	32	4,850***	48,885***
Skins and Hides	35	13,117&	310,818&
Gins and Presses	5	334	4,296
	1	27	Not Known*
Mines -			
Coal	44	22,949&	252,222&
Others	17	12,840&&	65,636&&&
Transport -			
Railways	20	5,873	6,660
Others	13	4,981*	76,206*
Docks and Ports			
Plantations	22	20,568	100,243
Municipalities	22	12,078	80,816
Miscellaneous	25	3,617*	10,121*
	131	52,870&&&	326,617&*
Total	772	466,607	3,382,608

*Not Known in 1 case. **Not known in 2 cases. ***Not known in 3 cases.
 &Not known in 4 cases. && Not known in 5 cases. &&& Not known in 6 cases.
 &*& Not known in 7 cases.

Cotton textiles accounted for the largest number of man-days lost during 1953 though as compared to 1952, the time-loss in this industry was much less. The jute mill industry, engineering, minerals and metals, paper and printing and ports, however, showed a considerable rise in time-loss. On the other hand, chemical and dyes, wood, stone and glass, skins and hides, mines, transport, plantations, municipalities and miscellaneous industries experienced less time-loss as compared to the previous year.

Classification according to causes and results.-
 The following table shows the classification of disputes according to causes:-

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Cause	No. of disputes*	Percentage of Total	
		1953	1952
Wages and allowances	201	27.5	30.3
Bonus	76	10.4	10.1
Personnel	276	37.8	35.0
Leave and Hours of Work	35	4.8	7.7
Others	142	19.5	16.9

* Causes not known in 42 cases.

As compared to the previous year, the percentage of disputes relating to personnel increased with a corresponding decline in the percentage of disputes relating to wages and allowances. Wages, allowances, bonus and personnel accounted for nearly ~~three~~ three fourths of the number of the disputes during the year under review.

The following table shows the distribution of disputes according to results:-

Result	No. of disputes*	Percentage to Total	
		1953	1952
Successful	122	17.8	23.1
Partially successful	96	14.0	13.7
Unsuccessful	286	41.6	44.5
Indefinite	183	21.6	18.7

* Twenty-two disputes were in progress at the end of the year and results are not known in 63 cases.

Over 41 per cent of the disputes which ended during the year and of which results were known were unsuccessful from the point of view of workers. This figure was slightly lower than the corresponding figure of last year.

Analysis of disputes according to duration shows that as in the previous year about 70 percent of the disputes which ended during the year and of which duration was known, lasted for 5 days or less. Only 7.2 per cent of the disputes lasted for more than a month. The average duration of disputes during the year was only 7.2 days.

(The review of industrial disputes during 1952 was given at pages 69-72 of the report of this Office for July 1952).

(Indian Labour Gazette, Vol. XI, No. 12, June 1953).

68. Labour Courts.

India - August 1954.

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

The Government of Bombay published on 31 July 1954 the text of a Bill to amend the Industrial Disputes (Appellate Tribunal) Act, 1950, in its application to the State of Bombay, proposed to be introduced in the Legislative Assembly of the State. The Statement of Objects and Reasons appended to the Bill declares that detailed provisions have been made in Chapter V of the Bombay Industrial Relations Act, 1946, regarding the representation of parties and the appearance on their behalf before the Labour Courts and the Industrial Courts set up under that Act. It is proposed that the same provisions should apply to the proceedings before the Appellate Tribunal in appeals against any awards or decisions given by these Courts. Accordingly a new sub clause (2A) to section 33 of the Industrial Disputes (Appellate Tribunal) Act, 1950, is proposed to be added providing for the application of the provisions of Chapter V of the Bombay Industrial Relations Act, 1946, to the representatives of parties in proceedings under the former Act.

(The Bombay Government Gazette, Part V,
31 July 1954, pp. 283-284).

Bombay: Work of Industrial Court and Tribunals
during 1953.

During the year 1953, 1,171 cases were decided by the Industrial Court and Tribunals in Bombay State as against 1,200 cases in the preceding year.

Decisions during 1953 included 587 arbitration cases, 150 adjudications and 434 applications under sections 33 and 33A of the Industrial Disputes Act 1947, while the total number of cases filed before the Court and the Tribunals during the year under review consisted of 474 cases for arbitration, 154 for adjudication and 303 applications under sections 33 and 33A of the Industrial Disputes Act, 1947.

The Industrial Court.- The Industrial Court, on 1 January 1953 had 376 cases pending before it, while during the year 1953, 474 more cases were referred to it. Out of this total of 850 cases, decisions were given in respect of 587 cases during the year under review.

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These 850 cases comprised of 363 references from Government and other parties under sections 73 and 73A of the Bombay Industrial ~~Disputes~~ Relations Act, 1946; 14 submissions, 421 appeals and 52 miscellaneous applications. Geographical distribution of 182 references filed during the year 1953, reveals that 40 per cent of them were accounted for by Ahmedabad and other centres in Gujarat while Bombay City ranked next with 32 per cent of the total references. Analysed according to industry, 82 per cent of them were from textile industry. Details according to industries are given in the following table:-

Industry	Number of reference filed	
	1952	1953
Textile	229	150
Sugar	6	14
Banking	1	-
B.E.S. & T.	2	15
Electricity	1	3
Total	239	182

Disputes regarding bonus and other demands figured prominently among the causes leading to the references and accounted for 26.2 per cent and 24.2 per cent respectively of the total number of disputes. The table given below gives details regarding the nature of demands:-

Demands	Number of references filed	
	1952	1953
Wages and dearness allowance	28	31
Bonus	103	43
Leave	3	2
Provident Fund and gratuity	-	2
Retrenchment and reinstatement	47	31
Holidays	13	29
Closure	1	-
Others	44	44
Total	239	182

Industrial Tribunals.- At the beginning of the year the industrial tribunals had pending 97 adjudication cases from the previous year, while 154 cases were referred to them during the year under review. Decisions during the year numbered 150 as against 169 in the preceding year. There were 101 adjudication cases pending before the Tribunals at the end of the year under review. Of the 154 adjudication cases filed during the year, 25 per cent of the total were from the engineering industry, while the chemicals industry accounted for 20 per cent of the total. The table below sets out the details according to industries for the years 1952 and 1953:-

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Industry	1952	1953
Engineering	45	39
Metals	12	6
Chemicals	30	31
Paper and Printing	13	10
Food, Drink and Tobacco	3	12
Wood, Stone and Glass	3	5
Commerce, Finance and Trade	9	12
Public Administration	9	9
Transport	6	9
Leather	1	-
Miscellaneous	27	21
Total	158	154

Classified according to districts, Bombay City alone accounted for about 69 per cent of the total adjudication cases filed during the year under review.

Classified according to issues involved, about 41 per cent of the cases arose over demands relating to bonus, while demands for increased wages and dearness allowance ranked next accounting for about 28 per cent of the total cases. Details for 1952 and 1953 are set out in the table below:-

Nature of demand	1952	1953
Wages and Dearness Allowance	54	43
Bonus	57	63
Leave and Hours of Work	11	5
Provident Fund and Gratuity	9	9
Retrenchment and Reinstatement	11	16
Miscellaneous	16	18
Total	158	154

(Labour Gazette (Bombay), Vol. XXXIII, No. 9, May 1954, pages 959-962).

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CHAPTER 7. PROBLEMS PECULIAR TO CERTAIN
CATEGORIES OF WORKERS.

INDIA - AUGUST 1954.

71. Employees and Salaried Intellectual Workers.

Delhi's Domestic Servants demand 48-hour Week:
Union's Memorandum to Chief Minister.

A 48-hour week has been demanded for domestic servants by the Gharelu Karamchari Union, Delhi. In a memorandum to the State's Chief Minister, the Union has submitted that whereas attention has been paid to the working conditions of peons, clerks and mill labourers, nothing has been done to improve the lot of domestic servants. According to the Union, domestic servants are made to work 16 to 20 hours a day without the benefit of medical attention.

Among the demands put forward by the Union are the compulsory registration of all domestic servants, fixation of minimum wages at 40 rupees a month and the grant of one "off-day" a week.

Mr. Daljit Singh, M.L.A., who is taking the initiative in this matter, has approached Mr. Nehru to use his influence to better the lot of domestic servants. Mr. Nehru had expressed the view that it was "certainly most objectionable for boys or indeed for grown up men to have to work 16 to 18 hours a day with no holidays".

(The Statesman, 10 August 1954).

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CHAPTER 8. MANPOWER PROBLEMS

INDIA - AUGUST 1954.

81. Employment Situation.

Technical Staff for River Projects: Inquiry
Committee set up.

The Government of India has appointed a Committee to report on the equipment of technical personnel for the river valley projects now under execution and to be executed during the next 15 years.

The Committee will first assess the requirements of the technical personnel since it is realised that no realistic programme of irrigation and power projects can be drawn up for incorporation in the Second Five Year Plan. The Central Government has requested all State Governments, from whom the basic information in connection with the inquiry is to be obtained, to extend their co-operation to the committee.

The Committee consists of Mr. W.X. Mascarenhas, Chief Engineer, National Defence Academy Project, Poona (Chairman); Mr. B.N. Datar, an officer of the Planning Commission; Mr. Chandiraman of the Central Ministry of Education (Members); and Mr. Ripudaman Singh of the Central Water and Power Commission (Member-Secretary).

The Committee has to make recommendations on: (1) The Strength of (a) technical personnel of categories required for the planning and execution of all river valley projects proposed to be undertaken in the country during the next 15 years; and (b) the operational personnel required after their completion.

(2) The steps that must be taken in order that the theoretical and practical talent necessary to meet the requirements under (1) above is available in the country and the higher planning staff, capable in due course of assuming position of the highest trust and responsibility, is progressively trained for the purpose.

(3) The means of securing the co-operation of universities and professional institutions and service organisations, for example, the Corps of Army Engineers, in the training of personnel for the projects.

(4) The extent to which the assistance of foreign experts and technicians will be necessary and the agencies through whom such assistance should be secured.

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(5) The procedure to be followed in securing liaison and co-ordination between the States inter so and between the States and the Central Government in the employment of available personnel in the best interests of the country.

The Committee has been empowered to co-opt experts and appoint sub-committees. It will visit river valley projects now under construction and study the requirements of technical personnel in consultation with the State Governments and other authorities concerned. The Committee is to submit its report by 31 December 1954.

(The Statesman, 28 July 1954).

Employment Exchanges: Working during June 1954.

According to the review of work done by the Directorate General of Resettlement and Employment for the month of June 1954, there was an increase of nearly 32,000 in the number of registrations at employment exchanges during the month. This startling rise was chiefly due to the announcement of university examination results and the entry into the employment market of freshers from schools and colleges. The total number of registered unemployed at the end of the month was the highest on record, being nearly, 550,000. To offset this, there was no increase in the number of vacancies notified to the exchanges, though a slight rise in placements was effected. The employment situation in general was unsatisfactory.

A general shortage of stenographers, draughtsmen, overseers and trained teachers continued to persist. A large number of exchange areas continued to experience a shortage of nurses, compounders, midwives and turners. Persons fresh from schools and colleges, applicants for clerical jobs, unskilled office workers and unskilled labourers continued to form the bulk of surplus categories at most of the exchanges. Untrained teachers, carpenters, motor drivers were also in excess of demand in many exchange areas.

Registration and placings.- The following table shows the registrations for employment and placings during June 1954 as compared to May 1954:-

		<u>June</u> <u>1954</u>	<u>May</u> <u>1954</u>
Registrations	-----	143,384	112,113
Placements	-----	14,687	14,384

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Registrations recorded an increase of 31,271 as compared to the previous month. Employment exchanges in all the States except Assam, Himachal Pradesh and Patiala and East Punjab States Union showed an increase in registrations. Notable increase was recorded in the States of Madras (6,831), Uttar Pradesh (3,487), Delhi (3,474), Bombay (2,955) and Andhra (2,834).

Of the total placings effected 8,971 were with private employers and 10,716 in Central and State Government establishments.

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

<u>Wage groups</u>		<u>Number placed</u>
101 rupees and above	--	1,636
61 rupees to 100 rupees	--	7,316
30 rupees to 60 rupees	--	5,445
Below 30 rupees	--	290

Vacancies notified and submission.- The number of employers who used the exchanges during the month was 4,681 as against 4,851 during May 1954. The number of vacancies notified by them was 20,396 as against 22,633 during the previous month, i.e., a fall of 2,237. Of the vacancies notified, 14,028 were under Central and State Governments and 6,368 in private establishments. Of the total decline in the number of vacancies, 2,027 were in the Government sector and 210 in the private sector.

The number of persons submitted to employers during June 1954 was 74,692 as against 74,287 during the previous month.

Register of unemployed.- The number of persons seeking employment assistance through the employment exchanges on the last day of June 1954 was 548,394 which was 15,469 more than the corresponding figure as at the end of May 1954. Of those on the ~~list~~ live register, 2,467 were known to be employed persons who desired further employment assistance.

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

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Occupation		Number on live register as on 30 June 1954
Industrial supervisory	--	5,471
Skilled and semi-skilled	--	49,273
Clerical	--	164,753
Educational	--	19,591
Domestic service	--	19,622
Unskilled	--	250,925
Others	--	38,759
Total	--	<u>548,394</u>

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

Category	Total No. of registrations.	Total No. of placements.	Total No. on the Live register
1. Displaced persons	10,131	1,399	48,395
2. Ex-servicemen	6,763	1,282	27,161
3. Scheduled caste	15,354	2,746	49,900
4. Scheduled tribe applicants	1,157	189	3,758
5. Surplus and discharged Government employees	2,018	971	9,609
6. Highly qualified applicants	1,581	99	5,458
7. Women	6,155	622	21,880

(Review of work done by the Directorate General of Resettlement and Employment for the Month of June 1954; Ministry of Labour, Government of India).

83. Vocational Training.

India - August 1954.

Management Studies: Training Centres Planned.

As the first step in implementing the plan for organising facilities for management studies in various parts of the country in the form of a net work, the Ministry of Education, Government of India, has sanctioned an advance grant of 150,000 rupees to the Institute of Social Welfare and Business Administration, Calcutta.

The plan has been evolved on the recommendations of the Joint Committee of the All-India Council for Technical Education and the Board of Management Studies.

The plan envisages the provision of facilities for studies in industrial engineering (production engineering and production management), industrial administration and business management. Courses in industrial engineering and industrial administration are to be provided under this plan at the Indian Institute of Technology, Kharagpur, the Indian Institute of Science, Bangalore and the Victoria Jubilee Technical Institute, Bombay. Courses in business management will be organised by the Institute of Social Welfare and Business School of Sociology and Economics, Bombay, University and the Department of Economics, Madras University. In all, grants amounting to 0.89 million rupees non-recurring have been recommended to the institutions concerned for organising these courses.

Part-Time Courses.- Immediately, the intention is to organise part-time courses so that personnel already employed in industry can benefit from the facilities. The Indian Institute of Technology, Kharagpur, will, however, proceed with the organisation of full-time courses in industrial engineering and industrial administration, as the Institute has facilities for the purpose and the experience gained here in the matter of full-time courses will be valuable for other institutions.

The overall plan also provides for organising training facilities for the foreman. The Board has set up an Expert Committee, ~~with~~ which will, in consultation with the Regional Committees of the All-India Council for Technical Education, draw up a plan for providing training facilities in important industrial centres, leading to the award of Certificates of Foremanship and Supervision.

(The Hindustan Times, 11 August 1954).

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

According to the review of work done by the Directorate General of Resettlement and Employment for the month of June 1954, the number of trainees on the rolls of various training institutes and centres on 30 June 1954, was 1,592. There were 1,586 trainees in the vocational trades and the remaining in technical trades receiving training in production and professional work.

Training of displaced persons.- The total number of displaced trainees on the rolls, at the end of June 1954, was 346; of them 52 were in technical trades. The remaining were undergoing training in vocational trades.

Apprenticeship training for displaced persons.- A total of 640 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 361 women were undergoing training at the end of the month under report at the three women's training institutes in New Delhi, Dehra Dun and Madras. In addition 55 women at industrial training institute, Almora, four women at industrial training centre, poor cottage industry, Cuttack, and 15 women at industrial training institute, Kakinada were undergoing training along with the men.

Training of supervisors and instructors.- In the 13th session of which commenced from 15 May 1954, 109 instructors and supervisors were receiving training at the end of the month under report.

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

85. Migration and Colonisation.

India - August 1954.

Ceylon to repatriate 25,000 Indians.

According to an official communique issued on 16 July 1954, the Government of Ceylon has decided to repatriate 25,000 Indian nationals whose temporary residence permits have expired. These Indian nationals will be repatriated to India on a staggered basis in batches of 5,000, the first batch leaving by the end of October.

The communique did not indicate any deadline for the repatriation of all the 25,000 Indians whose residence permits have expired, but a ministerial source estimated that it would be completed in two years.

Most of the 25,000 Indians have applied for renewal of their residence permits. If their applications are rejected, they will be given a maximum of three months "to wind up their business in Ceylon and arrange for their departure", the communique said.

Domestic servants, car drivers, shop assistants and petty traders will be among the first to be affected by this move. The repatriation drive is not likely to touch quasi-government employees, teachers engaged by the Education Department and technicians on Government contracts. It also will not affect about 10,000 Indian scavengers employed by town councils in the Island.

Business men will be given reasonable time and facilities for transfer of their assets to India.

(The Hindu, 18 July 1954).

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CHAPTER 9. INCOME SECURITY.

INDIA - AUGUST 1954.

92. Legislation.

Draft Hyderabad Employees' Insurance Courts Rules,
1954.

The Government of Hyderabad published on 12 August 1954, the draft of the Hyderabad Employees' Insurance Courts Rules, 1954, proposed to be made under the Employees' State Insurance Act, 1948. The rules deal, inter alia, with the constitution of employees' Insurance courts, the conditions of service of judges of the courts, the procedure to be followed in proceedings before the courts and the execution of orders ~~by~~ made by such courts and fees and costs of proceedings. The draft rules will be taken into consideration by the Government after 22 September 1954.

(Hyderabad Government Gazette, Part IB,
12 August 1954, pp. 37-57).

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94. Application.

India - August 1954.

Ceylon: Administration Report of the Director
of Social Services for 1953.

The Administrative Report of the Director of Social Services, reviewing the activities of the Department of Social Services for the year 1953, has recently ~~not~~ been published*. Among other matters the report deals with public assistance, casual relief, aid to agencies running charitable and welfare institutions, State home for the aged and infirm, social insurance services ~~and the workmen's~~ and the workmen's compensation.

General.- During the year under review the functions of the department, which were previously assigned to the Ministry of Labour, were transferred to the Ministry of Housing and Social Services.

During the year the activities of the department were confined mainly to the continuance of existing services as there was little room for the extension or any large-scale improvement in these services in view of the economy measures applied by Government to all but the most essential of Governmental activities.

During the year certain officials of the department were sent to the United Kingdom and Australia for training in social services on fellowships awarded by the United Nations Technical Assistance Administration and the Government of Australia. The department continued to act as liaison between the Training Division of the United Nations Technical Assistance Administration and the various departments of the Government of Ceylon. During the period under review, courses of observation and training of various officials from Indonesia, Pakistan and Java were arranged by the department in collaboration with other departments.

Social insurance scheme.- The national provident fund scheme drawn up by the department in place of the national insurance scheme was still under consideration.

Legislation: Poor Law Ordinance.- The repeal of the Poor Law Ordinance, No.30 of 1939, and the assumption of responsibility by the Central Government for all public assistance including institutional relief and the relief of distress throughout the Island was receiving the consideration of Government.

*Ceylon: Part I-Civil(Q): Administration Report of the Director of Social Services for 1953. May 1954. To be purchased at the Government Publications Bureau, Colombo. Price Re.1/-, Postage 35 cents. pp.28.

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The draft Charity Regulation Bill and the draft of an Ordinance to amend the Workmen's Compensation Ordinance were submitted to Government and were under consideration.

Social Survey.- The money provided for Social Surveys in the 1952-53 estimates was not utilised as it was decided not to carry out any special surveys during the year, in view of the Government's economy measures.

Public assistance.- The system of payment of monthly allowances to the needy through Revenue Officers continued without any change in the rules and regulations. The revenue officers were assisted by district public assistance advisory committees formed for each district. The question of abolishing these committees in view of the recent formation of district co-ordinating committees which will consist of local representatives of all Government departments is receiving attention. In view of the financial stringency in the country it was decided not to take on any new cases for assistance from September 1953.

The following table shows the number of persons in receipt of monthly allowances in January and December 1953, the number of persons assisted during the financial year 1952-53 and the total amount paid as allowances during the financial year.

No. of persons in receipt of monthly allowance		No. of persons assisted during 1952-1953	Total amount paid as allowances during 1952-1953	
In January 1953	In December 1953		Rs.	P.
78,293	73,767	85,688	8031,717	62

The total expenditure during the financial year 1952-53 increased by 104,259.77 rupees over the previous financial year.

Casual relief up to a maximum of 300 rupees is given for the repair or reconstruction of houses and for the replacement of implements of trade damaged by fire, cyclone, rain, storm, sea erosion or other similar causes in cases where destitution is likely to occur if Government assistance is not given. The suggestion made during the previous year to grant immediate assistance up to a maximum of 50 rupees per family in the case of complete loss of personal belongings under similar circumstances was dropped in view of the additional expenditure involved. Compared with the previous year there was a decrease of approximately 17.5 per cent in the number of cases assisted and about 27.7 per cent in the expenditure.

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Financial assistance to tuberculosis patients.-
The scheme of financial assistance to indigent tuberculosis patients and their dependants, which was prepared in 1952, was put into operation during 1953. The scheme commenced in January, and priority in the grant of assistance was given to 333 patients discharged from Welfare Chest Hospital and to 250 persons who had hitherto been assisted by the C.N.A.P.T. Applications were thereafter considered from both out-patients and in-patients under treatment, as well as from patients discharged from Chest Hospitals. The scheme is at present confined only to the most deserving types of patients, i.e., to the bread-winner or head of the family who is afflicted with the disease and who has to cease working in order to follow medical treatment. It does not include assistance to T.B. patients in a family who are not bread-winners. In such a family, though the head of family earns, he often does not earn enough to provide the patients with the nourishment they need. Proposals to extend the scope of the scheme to provide assistance to all these cases are under consideration. This will enable assistance to be granted to all T.B. victims in a family, provided the financial circumstances of that family warrant it.

The total number of cases taken on for assistance for the month of December 1953, was 2,419, and the total expenditure incurred during the Financial Year 1952-53 was 316,425.82 rupees. The heaviest areas from the point of view of applications were the Colombo District and the Colombo Municipality, followed by Kalutara, Galle, and Jaffna. This is probably due to the concentration of population and consequent over-crowding in these areas.

Relief of distress due to failure of crops, etc.- An amount of 2,016,577.39 rupees was spent on relief of widespread distress due to failure of crops, floods and other exceptional cases.

State home for the aged and infirm.- In pursuance of the Government policy to establish 10 State Homes for the Aged to cover the entire Island (two in the Western Province and one in each of the other provinces) providing accommodation for a minimum number of 240 aged persons of both sexes in each 'Home', two State Homes - one at Kogala and the other at Anuradhapura - have been established.

The number of residents in the two Homes, classified according to age groups at the end of December 1953, was as follows:-

	Kogala		~ Auradhapura	
	Males	Females	Males	Females
Under 60 years	4	10	3	6
Between 61-65 years	2	11	10	11
Between 66-70 years	20	14	16	12
Between 71-75 years	36	15	21	13
Between 76-80 years	39	21	18	20
Over 80 years	31	10	29	11
	<u>132</u>	<u>81</u>	<u>97</u>	<u>73</u>

Two Homes at Jaffna and Mirigana are under consideration. Each of these Homes are expected to provide accommodation to 240 persons of both sexes. The work of construction of other proposed Homes have been deferred.

Voluntary organisations: Homes for the aged.- A scheme of assistance towards the establishment and running of homes for the aged came into force during the course of the year. Under this scheme grants are given to voluntary organisations or local authorities for constructing homes for the aged, improvement or extensions to existing buildings, purchase of equipment or furniture, and for the maintenance of the inmates. A home for the aged to be assisted under this scheme should have accommodation for a minimum of 20 persons, as it is considered uneconomical to run homes for a lesser number of inmates.

In 1952-53 a sum of 350,000 rupees was available for assistance to homes for aged, and out of this a sum of 135,700 rupees was paid out as maintenance grants to 19 voluntary organisations running homes for the aged. A further sum of 200,078.93 rupees was paid as special grants towards buildings and equipment to 14 voluntary organisations. Two new homes for the aged, one at Negombo and the other at Balapitiya, were opened during the year.

Orphanages.- The administration of orphanages was taken over by this department from 1 October 1953, when the subject was transferred from the Ministry of Home Affairs.

Creches.- Under the scheme for assistance to creches, sixteen creches run by voluntary organisations were given grants for construction of buildings or improvements and extensions, purchase of equipment, and running costs. Fourteen of these creches have been functioning for some time, and the other two are new ones which are expected to be opened shortly.

Other voluntary institutions.- Voluntary agencies, providing institutional relief to the deaf and the blind, the mentally and physically infirm, and destitute children, were paid maintenance grants on a per capita basis in keeping with the policy of Government of aiding voluntary agencies. Voluntary agencies providing outdoor relief also received grants.

A sum of 267,175 rupees was provided for the purposes in the financial year 1952-53, and of this amount 266,715 rupees was paid to 84 voluntary organisations, as against 263,880 rupees paid to 62 such organisations in 1951-52.

Assistance to disabled persons: resettlement grants to disabled ex-servicemen.- Under this scheme grants up to a maximum of 500 rupees are payable to substantially disabled ex-Servicemen to set up in business. Five cases were assisted by way of grants amounting to 1,750 rupees during the financial year 1952-53. This scheme has since been wound up. The total number of cases assisted from the inception of the scheme was 63, and the amount spent was 27,475 rupees.

Vocational training of the orthopaedically disabled persons.- Under this scheme disabled persons are trained at the Orthopaedic Workshops, General Hospital, in various trades such as leather work, carpentry, surgical appliance making, spray paintings, and electro-plating, to enable them to undertake some form of productive work in society. An allowance up to a maximum of 2 rupees per diem is paid during the course of training. As the accommodation at the Orthopaedic Workshop is limited, only 8 persons are trained at a time. Two trainees were discontinued as their work and attendance were not satisfactory, and these vacancies were filled. The total number under training at the end of the year was 8. A sum of 2,939.50 rupees was spent on this item during the financial year 1952-53.

Sheltered workshops for the adult deaf and blind.- The Ceylon School for the Deaf and Blind continued to run the Sheltered Workshops for the Deaf and Blind at Seeduwa and Kandana for men and women respectively with the grant of 125,000 rupees paid by this department to meet the running costs of the workshops. At the end of the year the number of inmates at Seeduwa and Kandana was 50 and 70 respectively. Under the Home Workers' Scheme, 100 adult deaf and blind persons are being assisted to carry on their trades in their homes by supplying them with raw materials and selling their finished products. Work on the construction of new buildings at Seeduwa has been started by the Public Works Department.

Workmen's Compensation: Total number of accidents.- Nine thousand seven hundred and eighty-six accidents were reported during the year as against 9,937 in 1952. Of these, 194 were fatal as against 198 in 1952. According to the returns furnished by the employers the claims paid during the year totalled 693,189.28 rupees in respect of 7,779 cases. The figures for the last three years were:-

Year	Number of claims paid	Total Amount paid	
		Rs.	C.
1951	7,499	687,785	5
1952	7,437	765,081	86
1953	7,779	693,189	28

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The following table shows the number of accidents and amount of compensation paid during the year 1953:-

Establishments	Accidents resulting in			Compensation paid in respect of					
	Deaths	Perma- nent Disable- ment.	Tempo- rary Disable- ment.	Deaths	Permanent Disable- ment.	Temporary Disable- ment.			
Estates including estate				Rs.	C.	Rs.	C.	Rs.	C.
Factories (Adults)	29	152	3,603	56070	0	104390	23	80560	74
(Minors)	1	-	79	200	0	-	-	1733	21
Government Establishments including Railway	(Adults) 15	32	1,858	46600	0	48945	12	81907	3
(Minors)	-	-	-	-	-	-	-	-	-
Business Establishments	(Adults) 14	128	1,636	49100	0	152153	37	78995	57
(Minors)	-	-	5	-	-	-	-	398	94
Mines	(Adults) -	-	84	-	-	-	-	4054	11
(Minors)	-	-	-	-	-	-	-	-	-
Local Bodies	(Adults) -	-	122	-	-	-	-	3352	92
(Minors)	-	-	-	-	-	-	-	-	-
Miscellaneous	(Adults) 1	1	59	1800	0	1680	0	1248	4
(Minors)	-	-	-	-	-	-	-	-	-
	60	313	7,406	153770	0	287168	72	252250	56

Total number of claims 7,779
 Total compensation paid Rs. 693,189.28.

Deposits.- Compensation deposited with the Commissioner during the year was 492,585.08 rupees as against 457,048.08 rupees in 1952. The opening and closing balances were:-

	Rs.	C.
Opening balance 1 January 1953	80,558	10
Add Deposits made in 1953	492,585	8
	<u>573,143</u>	<u>18</u>
Deduct payments made during 1953	460,629	13
Amount Closing balance on 31 December 1953	<u>112,514</u>	<u>5</u>

Appeals.- Fifteen appeals to the Supreme Court under Section 48(I) of the Workmen's Compensation Ordinance were filed during the year. Eight cases were pending at the commencement of the year. Decisions in 13 cases were affirmed and the appeals dismissed. In one case the order of the Commissioner awarding compensation was set aside and in another the records were referred back to the Commissioner. Eight cases were pending at the close of the year.

Registration of agreements.- One thousand three hundred and sixty-four agreements were registered in 1953. Of these 400 were in respect of permanent disablement and the total amount of compensation paid in these cases was 431,890.11 rupees. The remaining 964 agreements related to cases of temporary disablement.

Industrial diseases.- One application for compensation in respect of industrial diseases was received during the year.

(The report for the year 1952 was reviewed at pages 95-97 of the report of this Office for July 1953).

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CHAPTER 11. INDUSTRIAL SAFETY.

INDIA - AUGUST 1954.

111. Prevention of Accidents.

Travancore-Cochin Boiler Rules, 1954,
Travancore-Cochin Boiler Attendants
Rules, 1954, and Travancore-Cochin
Economiser Rules, 1954.

The draft of the Travancore-Cochin Boiler Rules, 1954, Travancore-Cochin Boiler Attendants Rules, 1954, and the Travancore-Cochin Economiser Rules, 1954 (vide page 82 of the report of this Office for February 1954) have been approved and gazetted on 10 August 1954.

(Travancore-Cochin Gazette No.32, dated 10 August 1954, Part I, Sec.IV, pp. 1-23; Part I, pp. 1-18 and 1-13).

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RECORD OF PRINCIPAL DECISIONS ON LABOUR AND ALLIED
SUBJECTS.

INDIA - AUGUST 1954.

CHAPTER 1. INTERNATIONAL LABOUR ORGANISATION.

Fourteenth Session of Standing Labour Committee.¹

At the fourteenth session of the Standing Labour Committee held at Madras on 11 and 12 August 1954, it was decided that:

- (1) The ILO ^Conventions on Forced Labour, Creation of Minimum Wage-Fixing Machinery and Statistics of Wages and Hours of Work should be ratified.
- (2) The Convention on ^Employment Service should be ratified as soon as it was decided to place, the Employment Service on a permanent footing.
- (3) In the case of the Convention dealing with Fee-charging Employment Services, it was decided that detailed information about such agencies should first be collected.
- (4) As regards the Convention relating to equal remuneration for men and women for work of equal value, the Standing Labour Committee adopted the suggestion that in order to achieve gradual implementation of the Convention, a beginning should be made towards setting up of the necessary job-appraisal machinery by the States and the Centre designating a suitable officer to investigate appropriate cases with the necessary technical assistance. It was also decided that detailed information concerning the extent to which the principle of equal remuneration was already being applied should be collected.
- (5) In the case of the Convention concerning Hours of Work in Coal Mines, the Standing Labour Committee noted that the provisions in the Indian Law were quite adequate and it was only because of certain technical difficulties that India was not able to ratify the Convention. It was, therefore, decided that these facts should be brought to the notice of the I.L.O., who should be urged to revise the Convention.

¹ Government of India, Ministry of Labour, Note for circulation to the Indian Missions abroad for the Month ending 21 August 1954, pp. 3-6.

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- (6) In the case of the Convention concerning Annual Holidays with Pay, it was decided that the Central and State Governments should make efforts gradually to extend the scope of the existing legislation to additional employments, as the existing statutory provisions were quite adequate. In these cases, however, in which the existing provisions were below the level of the Convention, the Central and State Governments should try and raise these to that of the I.L.O. Convention.
- (7) While discussing the proposals of the Committee on Conventions relating to Labour Clauses in Public Contracts, the Standing Labour Committee felt that instead of recommending immediately the inclusion of a fair wage clause in all public contracts in the building and construction industry as suggested by the Conventions Committee, the matter may be examined in detail by the State Governments and brought up before the Indian Labour Conference.
- (8) In the case of the Convention concerning minimum age of admission to employment in industry, it was felt that the Convention should be examined further as there was prima facie a case for its ratification.

The Committee on Conventions proposed that the Mines Act should be amended to raise the minimum age limit from 15 to 16 in respect of persons working underground so that the I.L.O. Recommendation concerning minimum age of ~~admission~~ admission to work underground in coal mines could be adopted. This recommendation was also accepted by the Standing Labour Committee.

- (9) In regard to the Recommendation concerning protection of health of workers in places of employment, the Standing Labour Committee decided that tripartite Technical Committees should be set up in major industries to work out suitable standards of health and safety and that Government should take steps to enforce these standards by amending legislation, if necessary.
- (10) As regards conditions of work in the building industry, with particular reference to the need for a Fair Wage Clause in public contracts and its adequate enforcement, the Committee felt that as a detailed examination of the proposed by the concerned departments of the Central and State Governments was necessary, the matter should be brought before the next meeting of the Indian Labour Conference by which time the study should be completed.

- (11) The question of amending the Factories Act so as to enable State Governments to exempt daily-rated and piece-rated workers from the provisions relating to overtime and weekly holidays was dropped as it is against the principles laid down in the I.L.O. Convention ratified by India.
- (12) As regards the question of enacting legislation to set up Labour Welfare Funds from sources like fines, unclaimed dues of workers, etc., which at present remained with employers, the general opinion was that Central legislation would be desirable but it was noted that the legal and constitutional position in this regard was under challenge in certain appeals now before the Supreme Court. It was, therefore, decided that the matter should be considered further after those appeals were disposed of. In the meantime the State Governments should collect detailed information in respect of welfare facilities provided by employers. The subject should then be brought before the Indian Labour Conference. The representatives of employers, however, considered that it would be sufficient if efforts were directed to promote welfare activities on a voluntary basis.
- (13) In regard to the suggestion for the amendment of the Minimum Wages Act to exclude the jurisdiction of the machinery provided for under the Industrial Disputes Act, the Committee decided that such an amendment would not be justified, as the scope of the Industrial Disputes Act went beyond the fixation of merely minimum wages.
- (14) As regards the proposals for a study of conditions in the manganese mines, it was felt that as a Tribunal had already been appointed to deal with some of the problems, the object could be achieved by suitably extending the terms of reference of the Tribunal.
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