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INTERNATIONAL LABOUR OFFICE
INDIA BRANCH

Industrial and Labour Developments in January 1957.

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

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CHAPTER 1. INTERNATIONAL LABOUR ORGANISATION.

INDIA - JANUARY 1957.

11. Political Situation and Administrative Action.

Second General Elections to be held in February - March 1957: Manifestoes of Political Parties: Congress Emphasises Socialism through Peaceful Means.

According to notifications issued by the President of India and the Governors of States on 18 January 1957, the Second General Elections for the Parliament and the State legislatures will be held between 24 February 1957 and 14 March 1957.

A brief review of the election manifestoes issued by the major political parties is given in the following paragraphs.

Indian National Congress: Socialism through peaceful means.- The Indian National Congress, the ruling party, in its election manifesto, approved by its annual session at Indore (vide pp. 24-27 of this report) has reiterated its objective of establishment of "a full socialist order or society" "through democratic and peaceful means".

The manifesto refers to the role of the Congress and its achievements in the struggle for freedom and in the solution of the manifold problems that the country faced after the attainment of freedom, including the rehabilitation of displaced persons, the integration of princely States and States' reorganisation, the enactment of the Constitution, the laying down of five year plans and change in the objective of the Congress to that of a "socialistic pattern of society".

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It states: "The basic objectives of the Congress, it must be repeated, are democracy and socialism and the methods have to be peaceful. We have to adhere to peaceful methods not only because they are in tune with India's thinking, from the time of our ancient sages and Ashoka to Gandhi, but also because only thus can we maintain the unity and integrity of India, and not waste our substance in internecine conflicts. Only thus can we achieve socialism through the democratic method, which we value as ensuring the freedom of the individual". Adherence to this objective will mean discarding of caste and privileges based on birth, class or office.

"In economic relations there should be no exploitation and no monopolies, and disparities in income should be progressively lessened. A national minimum in the general standard of living should be aimed at, so that everyone has the necessaries of life and the opportunity for education, for maintaining his health and for productive work".

To reduce regional disparities in economic development, special attention will be paid to backward areas.

In pursuance of the restated objective of Congress of a "Socialistic Co-operative Commonwealth", the "co-operative element should enter into every aspect of life, and more particularly, in industry and agriculture. In industry, the co-operative principle should lead to industrial democracy with the progressive participation of workers in industry; in rural areas the community should be based on co-operative management of villagers".

The manifesto states that the "Second Five-Year Plan was prepared after full consultation and discussion. It represents therefore the combined wisdom of the country and it has to be given effect to by the joint effort of all our people. This Plan represents broadly the approach to the problems of India in the various fields of national activity. It is a flexible Plan and it will have to be adjusted from time to time as circumstances demand and as the resources of the country permit. Already certain important changes are being made in regard to resources and the target for food production as well as other matters. The experience of other countries has shown how difficult it is to keep a proper balance between industry and agriculture and between heavy, light and small-scale industries. We have to profit by this experience and aim at a balance and at the same time, rapid growth. The growth of heavy industry is essential if we are to industrialise our country and not be dependent on others. But this has to be balanced by small-scale and cottage industries. A large measure of centralisation has become inevitable in modern life. But we have also at the same time to decentralise in so far as this is possible.

"The major problem of India is to fight poverty and unemployment and to raise the standards of our people. All planning has this for its objective. This necessitates greatly increased production and equitable distribution. Production in the world has grown rapidly ever since higher techniques were employed. Such higher techniques must, therefore, be encouraged in industry and agriculture, as without them production will continue to be at a low level. In introducing higher techniques, however, the human element, the utilisation of India's abundant man-power, and the question of employment must always be kept in view, so that any change-over in methods of production does not lead to unemployment and unhappiness.

"The pace of progress depends upon the resources that are available or that can be raised. While help from any friendly source must be welcomed, the principal burden of finding resources must inevitably fall on the people of the country. This burden has to be borne. But, it should be spread out in such a way as to fall chiefly on those who are in a better position to shoulder it. The structure of taxation is being reconstructed with this object in view. This process will also help in reducing disparities in income and wealth.

"The Congress welcomes the nationalisation of the State Bank as well as of life insurance. This is another step towards a socialist pattern and it gives a greater measure of strategic control for planning and other purposes of the State. The resolution on industrial policy of the Government of India defines the areas reserved for the public and private sectors. It is not intended to nationalise the existing private industries; except where such is considered necessary in terms of planning or where they occupy a strategic position in the economy of the country. Private enterprise will be encouraged, but always in the context of the Plan.

"It is of the highest importance to keep prices at reasonable levels and to prevent inflation. To some extent inflation is almost inevitable in a developing economy, but this should be kept fully in check and all necessary steps should be taken to that end.

"In order to add to the resources of the country and also to check inflation, saving is of great importance. The Congress, therefore, commends to the people that every effort should be made to save and to invest in the various saving schemes or in productive enterprises."

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On land, the manifesto advocates progressive removal of all intermediaries, so that land is owned by the cultivator himself. The principle of ceilings on land has been accepted and should be progressively introduced, so as to bring about a better distribution of land. Mechanised agriculture may be useful in some areas, but, in view of the man-power available and often not fully used, it is desirable to encourage intensified methods of cultivation on a co-operative basis. It is of the highest importance from every point of view that production should increase. This is the surest way of adding to the country's resources and of combating inflation. The Planning Commission has increased the target of additional food production during the Plan period to about 30 per cent. It is essential that this target should be achieved. For this purpose, various steps have already been taken to add to our irrigation by a large number of minor works, by the construction of field embankments and contour bunds, by the soil conservation, and by the introduction of dry farming methods in the semi-arid regions of Bombay, Madras, Hyderabad and Uttar Pradesh. But, the greatest need of all is to have comprehensive village planning and the organisation of the co-operative movement for agricultural production.

"Landless labour constitutes an important element in the rural population of the country, and the effective action should be taken to improve its economic position and social status. To this end there should be expansion of work opportunities, fixation of minimum wages, allotment of house sites and resettlement schemes."

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The manifesto states that unemployment "is not only bad for the individual concerned but is a disorder injurious to social health. Planning has, therefore, to aim at the progressive lessening of unemployment and its final elimination. This will chiefly take place by the growth of industry and, more especially, small-scale and village industries. Higher techniques appear to increase unemployment, but ultimately lead to far greater employment. Our youth should be trained especially from the point of view of fitting them into the scheme of the Plan and being utilised for greater production in land and small and cottage industries. With a view to introduce higher techniques in agriculture and to help production, trained cadres for agricultural work should be organised."

x

5

On education it is in favour of basic education. As for the educated unemployed, apart from absorbing them in such vocations as may be suitable, an attempt should be made to give them some additional technical or specialised training so as to enable them to find suitable work more easily. The Second Five-Year Plan has made provision for a number of schemes for reducing unemployment among the educated classes. Among these is the establishment of industrial estates.

As all these activities in industry and agriculture or in social services require a combined effort in peaceful conditions, it is necessary to have industrial peace as well as peace in educational establishments which are training people to shoulder the burdens of the nation. Strikes and lock-outs are peculiarly harmful when the main purpose is to add to production. Where ~~they~~ any problems or controversies arise, they should be solved by peaceful and co-operative methods without stopping or slowing down the great machine of production which is so essential to the march of the nation to the next great stage in its journey to a socialist commonwealth.

In the sphere of foreign affairs, the manifesto reiterates India's policy of peace and friendship with all nations.

Praja Socialist Party.- The Praja Socialist Party's election manifesto calls for a complete overhaul of the administration, particularly at the lower levels and for enlarging vastly the powers and resources of local bodies, entrusting them with responsibilities of administration, development and the welfare of the people. The oppressive burden of the present Administration, its costliness, wastefulness, topheaviness and lack of live contact with the people, the party believed, were the direct consequences of the refusal to decentralise power.

Stating that under the rule of the Congress, "the will of the Government, not the wishes of the people, becomes law of the land", the manifesto adds that democracy in the country and the liberties of the people will not be safe unless a strong and alert opposition confronts the Government.

To the peasants, the manifesto advocates comprehensive and integrated land reforms that will make the tiller of the soil its owner. "There will be redistribution of land with a ceiling on holdings and facilities for personal cultivation to small holders. It will make the village panchayat the key agency for implementing the land reforms. It will foster co-operative marketing, credit and development societies and endow panchayat co-operatives with the authority and the resources needed to provide extension services to every part of the country, provide housing sites and building facilities to the rural areas and introduce crop insurance and similar measures to safeguard peasants against the hazards of their occupation."

Through co-operative warehousing and a policy of price support the party would ensure a fair and steady return to peasants. By fostering village craft and encouraging inter-village exchange of commodities, varied occupations and a balanced economy could be brought to the village.

For the workers, it assures full enjoyment of the rights of association and collective bargaining with option to strike. Every assistance will be ~~appra-~~ provided to build up strong, independent and democratic trade unions; and they will be entrusted with the responsibilities of operating and extending social security and other schemes of welfare, and educational and technical improvement of the workers. Housing for workers shall be an obligatory responsibility of industry, whether public or private. Workers' participation in management will be widely introduced and the trade unions and factory committees will be invited to become leading organs of planning, production and development. Equal attention will be paid to increase in production as to increase in employment. Through production bonus and profit-sharing workers' earnings will be raised to living wage. Wages of agricultural workers will be fixed, housing and other amenities provided to them and they shall be helped to settle on land as far as possible.

The manifesto sympathises with the lot of the middle classes and advocates provision of housing and social security for them.

The party believes that in the interests of planned economic development banks, mines and mineral oils should be nationalised. It is opposed to the monopolist expansion of a few business houses at the expense of small and medium entrepreneurs.

The manifesto adds that the move for the extension of State ownership is not socialism, which should give a new status to workers, onlist ~~the~~ co-operation in management to step up production efficiency and business integrity.

The party regrets neglect of the people under Congress rule and believes that the responsibility of finding gainful employment to the educated was on the State. The party proposes to put youth at the helm of the nation's affairs.

Dealing with tax payers, the party holds that the quintessence of socialism lay in economic equality. Embedded inequalities of society would be corrected as there was need for a graduated annual tax on wealth besides the capital gains, tax and excess profit tax. It demands the abolition of princes' privy purses.

The party is committed to the realisation of unilingual States wherever desired and State assistance would be given for the development and enrichment of language groups.

7

Communist Party: Modification of Second Five-Year Plan.
The Communist Party of India, in its election manifesto, pledges "a determined struggle" for the modification of the second Five-Year Plan "in accordance with national interests".

It states that though the declared aims and objectives of the Plan were laudable and some of the proposals beneficial, the major proposals and measures "are not such as would enable the realization of these aims and objectives".

The Communist Party, the manifesto says stands for priority of development to heavy and basic industries, which should be in the State sector. Location of industries must be such as to take into account the special needs of the economically backward areas so as to ensure their development.

"Pending the development of heavy and basic industries, the demand for more consumer goods should be met, as far as possible, by the maximum utilization of capacities of the existing industries and by encouragement of and aid to small-scale and cottage industries.

"The Communist Party recognises that in the present stage of our development, patriotic-minded Indian capitalists can make important contribution towards the economic development of our country. The party desires that Indian industries should be protected against foreign competition, that all legitimate rights of the capitalists should be ensured and that their active co-operation should be secured for implementation of the plan of national reconstruction".

Criticising the second Five-Year Plan, the manifesto says the Plan did not propose to take any step to dislodge British capital from its powerful position in vital sectors of India's economy. The proposals of India for extension of the public sector were timid and half-hearted. Heavy concessions had been made to big business due to which the private sector would continue to predominate in the country's industrial life.

The allocation to heavy and machine-building industries was extremely inadequate, while large-scale consumer goods industries had been favoured with heavy allocations. A big part of this allocation would go for rationalisation, intensifying the unemployment problem. The sound idea formulated in the Plan-frame that the needs of consumer goods should be met as far as possible through better utilisation of the existing industries and through development of small and cottage industries on which millions of people depended for livelihood, had been virtually abandoned.

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"The approach of the Government", the manifesto adds, "to the vital problem of land continues to be powerfully influenced by landlord interests. The basic demand that land must belong to the tiller, a demand accepted by the Congress Agrarian Reforms Committee in 1949, has not guided the planners". If the Plan was not radically modified in important respects, its declared objectives would not be realized, the manifesto said.

The Communist, would, however, fight for the implementation of those proposals of the Plan which were beneficial for the country and would combat all attempts at sabotaging these proposals for by the "vested interests, Government authorities and bureaucrats".

The Communist Party, the manifesto said, demanded the breaking of the grip of British capital over important sectors of India's economy; the curbing of monopolists; the rapid development of the public sector, sweeping away of landlordism, transfer of land to the peasants, reduction of disparities of income, removal of unemployment, speedy advance in the sphere of health, housing and culture and radical changes in the taxation system so that the burden fell primarily on the wealthier sections of the community and demanded the extension of democracy to ensure popular co-operation and the unleashing of popular initiative at all levels.

The manifesto said a ceiling should be imposed on export of profits and on profits of all big industries and commercial concerns. The excess should be taken over as compulsory loans. These, together with the reserves of large companies, should form a national development pool, to be invested in the State and private sectors in accordance with national needs.

The State should have a monopoly of foreign trade in the principal commodities, which would give it large profits, besides making it possible to diversify the country's trade and develop it on the basis of mutual advantage with other countries. State trading should be developed inside the country also.

Heavier taxation, the manifesto said, should be imposed on corporate profits and capital gains. There must be a ceiling on personal and family incomes, and tax on personal wealth.

The payment of compensation to big landlords should be postponed. The privy purses paid to princes should be stopped and their hoarded wealth requisitioned as compulsory loan.

For the working classes the Communist Party promised to demand fixation of a national minimum wage. Pending such fixation, an immediate increase of 25 per cent should be granted to workers on the basis of already increased productivity of labour.

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The party would oppose Government's "policy of imposing official-backed unions on workers" and advocate measures which help the workers in each industry to unite in one single trade union "on the basis of trade union democracy".

The manifesto said the party would fight for the expansion of employment and other opportunities to the middle-class "so that the economic distress of this class is relieved and its talent and potentialities are fully tapped for the rejuvenation of the country".

In the field of the agriculture and the peasantry, the party demanded that the slogan of land to the tiller should be implemented without any further procrastination or delay. Further, there must be substantial reduction of the burden of rents and taxes. Ceilings should not exceed three times a family holding and all land in excess of the ceiling should be distributed among agricultural workers and peasants without payment.

All Government-owned cultivable wasteland, the manifesto said, should be distributed among the poor peasants and agricultural labourers, and State aid given to bring them under cultivation. Land should be restored to peasants evicted by landlords in the recent years and all mala fide transfers declared null and void.

The peasants must be guaranteed fair price for their produce and agricultural worker must be assured a minimum wage. Irrigation works should be expanded by undertaking, in addition to major projects, a large number of smaller projects and water rates should be brought down substantially.

The Communist Party would advocate equal rights for women in every sphere and advocate policies and measures which would enable women to improve their social, economic and educational position so that those rights could be exercised.

The Party would demand equal pay for equal work, removal of restrictions in respect of employment on married women and full right of women to inheritance, including land.

For the "extension of democracy" the Party would demand abolition of Upper Houses in the legislatures, wider powers for the States, especially in the sphere of finance, separation of the judiciary from the executive and introduction of proportional representation in all elections.

In the sphere of foreign policy, the Party is in favour of withdrawal from the Commonwealth.

Bharatiya Jan Sangh.- Amendment of the Constitution to provide for a unitary State, the establishment of an economic democracy with equal opportunities for development, decentralisation of power to the lowest levels of administration, revolutionary changes in the system of education and liquidation of unemployment among the educated classes are some of the promises held out by the Bharatiya Jana Sangh, in its election manifesto.

According to the manifesto, the party would give top priority to national defence and its programme in this connection would include compulsory military training to all young men, and immediate establishment of defence industries.

The manifesto declared that the Jana Sangh would develop a new economic order in which economic power shall not be allowed to be centralised in a few hands nor the State be given unlimited powers. "We have to evolve an order free from both types of capitalism - the individual and the State", it said.

The immediate aim of the Jana Sangh's economic programme would be two-fold: (a) to solve the problems of food, clothing, housing, unemployment and inequality, (b) to make the country self-sufficient in defence, producer and consumer goods.

The Sangh promises to take strong measures to reduce Government expenditure, which, according to it, has ^{risen up} in recent years.

The manifesto guarantees a minimum standard of life. With a view to removing inequalities of income, the party, if returned to power, would fix the maximum salary at 2,000 rupees a month and the minimum at 100 rupees a month. Efforts would be made to bring the ratio to 1:10 in the near future.

In foreign affairs, the aim of the Jana Sangh would be the "enlightened self-interest" of India.

Hindu Mahasabha.- The main plank of the Hindu Mahasabha election manifesto is its demand for secession from the British Commonwealth and a mild criticism of panchashila or co-existence with a "totalitarian power out to crush the freedom movement in Hungary". Dealing with the economic programme of the Mahasabha, the manifesto says that the party stands for a progressive and dynamic economic policy. In its view, the State should undertake as its first responsibility the complete liquidation of unemployment and every able-bodied person should be guaranteed employment and in default of providing such employment, the State should undertake the responsibility of affording minimum sustenance to the citizen. The Mahasabha also is for co-operative large-scale farming and the elimination of uneconomic holdings.

11

Socialist Party of India.— Some of the highlights of the manifesto of the Socialist Party of India, a splinter group of the Praja Socialist Party, are total prohibition, elimination of English from all Governmental and public use, creation of a "four-pillar" State by dividing power at the village district, State and Central level, abolition of death penalty and electorates' right of recall.

On the economic front, the Party is determined to destroy poverty. The Socialist Party believes that the attempt at levelling up can be successful only through a simultaneous lowering of the peaks and raising of the depth, for otherwise the vicious circle will persist. The Party will formulate policies and take measures to narrow down existing differences of income, aiming at a ratio of 1 : 10. This ratio will progressively decrease with the increase of production and national wealth. The taxation policy will be so revised as to meet this end. Indirect taxation will be discouraged and all unjust and irksome taxes burdening the poor, such as taxes on bullock carts, multi-point Sales Tax, and Professional Tax on people of the Low Income Groups will be abolished. Privy purses of the Princes will be discontinued and the rich will be heavily taxed.

In the field of agriculture, private ownership of land, about three times the size of the minimum holding, that is a holding which a family of five can cultivate without employing hired labour or heavy mechanisation will be permitted. All lands in excess of these will be distributed among poor peasants and landless labourers. Common lands which have been usurped into private ownership will be returned to the village. Land tax on profitless agriculture and uneconomic holding will be abolished. More land will be brought under cultivation with the help of a food army. This will relieve the pressure on agricultural land. All intermediaries who share the yield but do not contribute their labour will be eliminated. Land will be provided for housing, pastures and other common purposes. Disparity in agricultural and industrial prices will be removed. Agricultural labourers will have a guaranteed fair wage. Ejectments will be banned. Co-operatives for farming and marketing will be promoted. Adequate aid, financial or otherwise, will be made available to needy cultivators. Rural indebtedness will be liquidated, and easy credit facilities provided. Small irrigation projects will be undertaken.

Believing, as it does that production of wealth in the country should be sought through the maximum possible utilisation of labour, the Socialist Party will lay emphasis on small-unit machines. Production of luxury goods will be suspended, and large-scale industries will be utilised for the production of steel, iron, chemicals, cement and the like, as also other necessary consumer goods for the villages, towns and cities.

The Socialist Party believes that all means of production that hire labour should be owned by the society. This ideal will be accomplished in a phased programme. The Socialist Government, to begin with, will nationalise all main industries like iron and steel, engineering, sugar, textiles, cement, mines, electric power and chemicals. All foreign capital in the country shall be nationalised. Plantations and all industries and establishments owned by foreigners will be taken over.

The Socialist Party rejects the concept of property compensation and accepts instead the concept of rehabilitation and compensation.

To labour, it promises that the industrial and agricultural workers will occupy a position of pride and dignity in a socialist society. In the nationalised sector, workers will have adequate and effective representation in the State corporations and their advice and co-operation will be sought in the planning of production through works councils and production committees.

In the private sector too, representation will be provided in management. The participation of workers' representatives in management, both in the private and public sectors, will not in any way affect the right to strike or other activities of collective bargaining. The Socialist Party will fight for the removal of all restrictions on the right of strike and peaceful picketing. The Socialist Party supports the right of workers to an adequate share in the profits of industries in the private sector and to the surpluses of industries in the public sector. The Socialist Party will encourage and develop a free and independent Trade Union Movement on democratic lines.

The Socialist Party will fight for "a fair day's wage for a fair day's work". The artificial division of wages into a basic wage and dearness allowance should be abolished through a merger of dearness allowance. The Socialist Party will agitate for the appointment of a National Wage Commission to determine the fair wages to various categories of workers and to narrow the differences in the earnings of workers prevailing in different regions. The Socialist Party will strive for the removal of the difference in the earnings of the State and Central services.

The Socialist Party will fight for the amendment of the Employeas' State Insurance Scheme to remove all its bureaucratic features, to provide safeguards and benefits against the risks of unemployment, old age and death, and to cover the families of the insured. In the over-crowded urban areas, the Socialist Party will obligate big industrial employers to undertake clearing up of slums and building of houses for the Low Income Groups.

The Socialist Party will fight vigorously against any attempt on the part of any employer in the name of rationalisation to intensify work-loads or to introduce costly labour-saving devices which may tend to reduce employment potentials. It will also agitate for statutory schemes of decasualisation in seasonal or intermittent industries.

The First Five-Year Plan has done nothing to ease the problem of unemployment in our country, and now it is admitted that even after the Second Five-Year Plan, the position will be no better. It will be the first task of the Socialist Government to meet this challenge adequately, and until then the Socialist Party will agitate for the payment of reasonable unemployment relief to the unemployed.

The Socialist Party is committed to the principle of equal irrelevance of Capitalism and Communism for promoting a new human civilisation. It wishes to build a third camp that keeps away from the Atlantic and Soviet systems and does not prefer one to the other, and would strive to create a civilisation of free men in an equal world. Such a world can be built on the basis of the doctrine that men are equal not only within the Nation, but also among nations.

(The Economic Review (Published by the Indian National Congress), Vol. VIII, No.18, January 15, 1957, pp.19-21;
 The Janata (published by the Praja Socialist Party) Vol. XI, No.49, 6 January 1957;
 The Hindustan Times, 24 December 1956 and 1, 4, 14 and 17 January 1957).

Thirteenth Session of Labour Ministers' Conference,
New Delhi, 27 - 28 December 1956: Special Meeting
to consider Labour Participation in Industry:
Schemes for Workers' Education and Wage Boards
approved: Employees' Provident Fund contributions
to be raised to 8 1/3 per cent.

The thirteenth session of the Labour Ministers' Conference was held at New Delhi on 27 and 28 December 1956, Shri Khandubhai K. Desai, Union Labour Minister presiding.

The following were the agenda before the Conference:-

- (1) Statement of action taken on the conclusions reached at the last session of the Labour Ministers' Conference;
- (2) Accidents in factories;
- (3) The Central Labour Institute and the Regional Centres and the part they can play in the general programme of workers' education;
- (4) Enhancement of the rate of provident fund contributions from 6 1/4 per cent to 8 1/3 per cent;
- (5) Workers' participation in management;
- (6) Workers' Education;
- (7) Central legislation in respect of working conditions in motor transport industry;
- (8) General discussion of the ways and means to achieve the objectives of the labour policy laid down in the Second Five Year Plan with particular reference to:-
 - (a) Revision of Trade Union legislation;
 - (b) Setting up of Wage Boards, their constitution, scope, functions, etc.;
 - (c) Labour exchanges;
 - (d) Training centres;
- (9) Proposal to establish permanent Labour Courts under the Industrial Disputes Act, 1947 (as amended) and to empower them to hear all cases under the different labour laws;
- (10) Speedy disposal of industrial disputes;
- (11) Mode of publication of awards; and
- (12) Bonus in the Public Sector.

Shri Desai's address: Need for Industrial Democracy. -
 Inaugurating the conference, Shri Desai stated that it was necessary to evolve in India what was called industrial democracy by making workers feel the sensation of participation in the management.

He said workers must also have the feeling that they were not only wage earners but were part and parcel of the industrial production and that they were as important in stature and status as the management itself.

Shri Desai said he had no doubt that "given the proper will on our part and proper understanding on the part of employers and trade union organisations, we can make our industrial democracy a real success and an example even for others to follow".

Industrial peace. - Stressing on the need for peace in industry he said any industrial disturbance or dislocation was suicidal. The second Five-Year Plan must be built on the basis of comparative peace among the various factors engaged in production. It was with this end in view that a suggestion had been made for the establishment of wage boards in various industries so that any wage structure for the Plan period should be such that it was rational, practical and realistic and the workers would not have always to quarrel and fight with the employers and management in getting an enhancement of their wages.

Shri Desai announced that the Central Cabinet had decided that medical aid should also be made available to the members of the families of workers insured under the Employees' State Insurance Scheme.

He added that the Provident Fund Scheme had fairly progressed and it had given satisfaction to most employees. There was a proposal in the second Plan of raising contributions by workers as well as employers from 6 1/4 per cent to 8 1/3 per cent.

Shri Desai said that for the solution of industrial disputes States would have to evolve their machinery in such a way that disputes as far as possible did not go to industrial courts or labour courts but were settled at the management level and at the trade union level.

A suggestion had been mooted, he said, whether they might not be able to make courts which were to be established under the new Industrial Disputes Act, a court, more or less, to judge and give decision on all matters arising out of labour legislation. "At the State level we can give those courts powers to deal with everything arising out of labour laws. Today some of our cases go to the sessions court, district courts and magistrates and first class magistrates. Now all those persons whom we will be recruiting for labour courts may be recruited in such a way that they can deal with the cases which today go to various miscellaneous courts."

Referring to the controversy over public and private sectors, Shri Desai said that as far as the Government were concerned there was no public sector or private sector. "There is, as we all know, a national sector and these are the two strong arms of national production and national wealth and they have to be treated entirely on a common basis", he said and added: "The distinction that is sought to be created by interested parties in both the fields is out of date. I think the sooner everybody forgets about it the better."

Trade unions.- Shri Desai said the trade union organisation in India was in a slightly weaker position than in the countries of the West. However, there was an urge to develop the trade union movement purposefully and helpfully.

He said: "If we want workers to participate in the management and take up responsibility of looking to the production side, etc., they must be trained in two ways; they must be trained in the trade union organisation as well as by giving them some basic knowledge about the industry in which they are working. For that purpose, the second Plan has allocated 5 million rupees for helping workers to get themselves fully equipped for the responsibility which is cast upon them."

Decisions.- According to an official press communique issued on 28 December 1956, the following were the important decisions reached:-

Labour participation in industry.- "The principle of associating workers in the management of industry as envisaged in the Second Five-Year Plan was considered. It was agreed that a special conference of Labour Ministers be convened at an early date to examine the report that would shortly be submitted by the tripartite study team which recently visited several European countries (vide page 73 of the report of this Office for September 1956) and draw up plans for implementing the scheme."

Workers' Education.- The allied question of educating the workers both in the fundamentals of labour problems and labour legislation as well as in the principles and philosophy of sound trade-unionism was discussed. It was agreed that a committee of experts should be set up to work out details with the assistance of experts to be provided by the Ford Foundation.*

Wage Boards.- The proposal to set up wage boards for selected industries of national importance was accepted by the State Labour Ministers.

Labour Courts.- The Conference recognised the importance of measures for expediting the settlement of industrial disputes. It was also agreed that permanent labour courts to be set up in pursuance of the recent amendment of the Industrial Disputes Act, 1947, might be empowered to hear all cases under the various labour laws.

There was general agreement ^{with} the proposal that judgments of Labour Tribunals might be delivered in the open court replacing the present practice whereby awards are first published in the gazettes.

Employees' Provident Fund.- On the question of Employees' Provident Fund, the opinion of the conference was that provident fund contributions should be increased from 6 1/4 per cent to 8 1/3 per cent.**

Employment Service.- The Conference endorsed the recommendations made by the Secretaries' Conference held on 26 December in respect of certain problems arising out of the expansion of the activities of the Employment Service Organisation during the Second Five Year Plan period and of the transfer of the administration of exchanges to the States.**

Accidents.- The conference discussed proposals relating to reduction of accidents in factories and came to the conclusion that State Governments should appoint committees consisting of representatives of employers, employees and experts to evolve suitable techniques for improving safety in factories.

Legislation for Transport workers.- The need for Central legislation for regulating conditions of work in the motor transport industry was accepted by the Conference.

(The Statesman, 28 and 29 December 1956).

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* This Committee of experts has been appointed (vide pp. 64-65 of this Report).

** For details of these recommendations, please see pp. 97-99 of this Report.

Meeting of Joint Consultative Board of Industry and Labour:
Setting up of Wage Boards approved.

The eighth meeting of the Joint Consultative Board of Industry and Labour was held at Bombay on 19 January 1957, Shri Khandubhai K. Desai, Union Labour Minister, presiding. The following representatives of employers' and workers' organisations constituted the Board attended the meeting: Employers' Federation of India: Shri Naval H. Tata and Shri W.H.S. Michelmore. All-India-Organisation of Industrial Employers: Shri Surettan P. Huthesing. Indian National Trade Union Congress: Shri S.R. Vasavada and Shri G.D. Ambekar. Hind Mazdoor Sabha: Shri Bagaram Tulpule and Shri R.C. Pradhan.

Shri Desai, addressing the meeting, conveyed his appreciation of the way shown by the J.C.B. for the negotiation of disputes. The agreements on wages and bonus recently arrived in Ahmedabad and Bombay had the impress of the spirit of the J.C.B. He felt that if the Joint Consultation machinery established itself the agreed decisions would be more helpful to the parties concerned than those of the tribunals and the necessity of going on appeal to High Courts and Supreme Court as, for instance, in the case of the Plantation Award would not arise.

Wage policy.- While reviewing the development in the field of industrial relations, Shri Naval H. Tata emphasised that the recent demand for a general increase in wages voiced by the workers' representatives had to a considerable extent damaged the confidence and atmosphere created hitherto by the Board. In fact the employers' organisations strongly felt that unless the Board was taken seriously its continuance would not serve any useful purpose. They regretted that while the J.C.B. was seized of the question of the rationalisation of the wage structure, the workers' organisations had gone to other forums to agitate for wage increase and the textile workers in Bombay and Ahmedabad had even filed cases with the Tribunals. Shri Huthesing fully endorsed the views expressed by Shri Tata and said that steps should be taken to remove the impression among employers that the J.C.B. was leaning more on the side of labour.

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Shri S.R. Vasavada of the INTUC said that there seemed to be some misunderstanding among the employers' group because of the recent demand for wage increase voiced by labour representatives. He urged that such action should not be interpreted as a lack of faith in the J.C.B. and said that so far as the INTUC was concerned the spirit of the J.C.B. was an article of faith with it. At the same time he felt that the Board had to be strengthened and its voice made dominant in the field of industrial relations and until that was done workers had no other alternative but to resort to other constitutional channels. Their doing so should neither be denied nor misunderstood. He further explained that by putting forth their demand for an increase in wages etc., they were trying to educate and not agitate public opinion. The demand for wage increase did not necessarily mean that they were going to get it. It was merely a plea to refer the case to an impartial body for verdict. Shri Bagaram Tulpule expressed himself similarly.

It was agreed that on both the employers' and workers' side a devoted attempt should be made to intensify the work of the Joint Consultation machinery.

In connection with the demand for wage increase the Board took note of the proposal under consideration of Government to constitute Wage Boards for different industries. It was felt that even in respect of wage claims filed with the Industrial Tribunals the Wage Boards when set up would provide a more appropriate machinery. It was agreed by the Board that this would be applicable also to the demand for wage increase currently made before the Tribunals by the Bombay and Ahmedabad textile workers. The Board unanimously resolved to urge upon Government to constitute forthwith a Wage Board for the textile industry and on such constitution transfer all the pending disputes to the Wage Board. It was further decided that Government should be approached to set up wage boards for other major industries as soon as possible. There was also agreement on the point that these boards should have certain guiding principles so as to obviate confusion and undue complications which happened in the working of Tribunals.

The Union Labour Minister said that Government were committed to implementing the wage policy as outlined in the Second Five-Year Plan and in the light of the unanimous recommendations of the Fair Wages Committee. The terms of reference of the wage boards would be so drawn up as to achieve these objectives. The Labour Minister hoped that though in view of the personnel difficulties the setting up of the different Wage Boards would have to be staggered, they would bring about a rational wage structure in most of the important industries by the middle of the Second Five-Year Plan at the latest.

Acknowledging the importance of the agreements and decisions at the meetings of the J.C.B. the Union Labour Minister stated that he would henceforward for his own guidance bring before the J.C.B. forum proposed amendments to labour legislation. It would be appreciated, he said, that the recommendations of the J.C.B. would not, however, be binding on Government. In this connection, he said, that Government ~~under~~ had under consideration amendments of the Workmen's Compensation Act, the Payment of Wages Act, the Minimum Wages Act and the Coal-mines Welfare Act and these would be brought before the Board.

Judgment on retrenchment compensation.- The Chairman then referred to the judgment of the Supreme Court in the case of the Barsi Light Railway Company (vide pp.96-97 of the report of this Office for December 1956) and observed how consequently Government had to consider amendment to the Industrial Disputes Act to clarify the position as regards the payment of compensation to employees who were retrenched on account of the closure of establishments. He suggested that the Employers' and Workers' organisations may submit their views on the subject of retrenchment compensation to the J.C.B. by the end of February. He emphasised that both the parties should endeavour to put forth suggestions which were concrete and practicable. He also wanted them to take into account the need of giving protection to construction workers and the difficulties in the process before making their formula on retrenchment compensation.

Seminar on Labour-Management relations.- The J.C.B. ^{on the} ~~approved~~ ^{recommendations} ~~of~~ ^{of the} ~~proposal~~ ^{of the} ~~of the~~ ^{Union Labour} ~~Ministry~~ ^{Ministry} to organise a Seminar on Labour-Management Co-operation on the same lines as the recent Duke of Edinburgh's Study Conference at Oxford. The Board recommended that the Seminar be held in November this year to serve as a prelude to the I.L.O. Asian Regional Labour Conference which was expected to be held by the end of this year. It was felt that the closing session of the Seminar should synchronise with the opening of the Asian Regional Conference. This Seminar might, however, be confined to the middle management group and the junior executives of the trade union organisations in India. It was ~~also~~ felt that a Seminar of this type would be an effective instrument in highlighting and popularising the idea of joint consultation.

(Report on the Eighth Meeting of the Joint Consultative Board of Industry and Labour held at Bombay on Saturday, the 19th January 1957; received in this Office)

12. Activities of External Services.

India - January 1957.

Visits

Among the important visitors to the Office during the period covered by this report was Shri R. Rao, Assistant Director-General of the I.L.O.

Other visitors included Mr. Wynne-Roberts and Mr. C.B. Kumar of the Headquarters, and Mr. Nance, I.L.O. Expert in Thailand and Mr. W.J. Hull, ILO Expert in Indonesia.

Missions

Shri V.K.R. Menon, Director of this Office accompanied Shri Rao on his visits to various development projects and factories in India. These included, the Bhakra Dam Project, the Hirakud Dam Project, Hindustan Steel Factory at Rourkela, Collieries at Dhanbad, the Chittaranjan Locomotive Works, the Sindri Fertilizer Factory, and the Jay Engineering Works.

While at Calcutta, Shri Rao and Shri Menon also visited the I.C.F.T.U's Asian Trade Union College.

They also paid a visit to the I.L.O. productivity project at the Delhi Transport Service Workshop in Delhi and the ILO project at the Central Training Institute at Koni, Bilaspur.

Chapter 2. International and National Organisations

24. Non-Governmental Organisations (International, Regional and National) Other than Employers' and Workers' Trade Organisations.

India - January 1957.

14th International Tuberculosis Conference, New Delhi, 7 - 11 January 1957: Problem in Underdeveloped Countries to the Fore.

The 14th International Tuberculosis Conference was held at New Delhi from 7 - 11 January 1957. The Conference, which was formally opened by the President, was organised by the International Union Against Tuberculosis, a non-official federation of national tuberculosis organisations concerned with the clinical, laboratory and social aspects of T.B. It was attended by over 870 delegates from 64 countries including the People's Republic of China.

The Conference discussed subjects connected with the treatment, prevention and control of the disease, particularly in under-developed countries, and the social and economic rehabilitation of its victims.

Dr. Rajendra Prasad in his address said that although there had been a considerable change in outlook in recent years towards the dreaded disease owing to increased knowledge about TB and improved methods of treatment and control, they must not be complacent "as there is still need for a concerted drive in making use of this knowledge by the people at large".

This was specially the case, he added, in the so-called underdeveloped countries. But they now had the advantage of being able to draw upon the experience of countries where the disease had been controlled.

He expressed the hope that the conference would further strengthen the hands of those engaged in the war against tuberculosis, not only in India, but in other countries of the world similarly situated.

Summing up the achievements of the Conference, Dr. P.V. Benjamin, President of the International Union Against Tuberculosis and T.B. Adviser to the Government of India, told a gathering of newspapermen that the main achievement of the Conference had been to concentrate the attention of the experts and workers in the field on the problem of TB in underdeveloped countries.

From India's point of view, Dr. Benjamin said the Conference had given a great stimulus to the anti-tuberculosis movement in the country.

He also outlined briefly the results of the discussions at the scientific sessions of the conference. The subjects discussed at those sessions were the use of the new antibiotic drugs, possibility of adopting ambulatory chemotherapy in the treatment of TB patients and tuberculosis problems and its control in underdeveloped countries.

With regard to the use of anti-biotic drugs, Dr. Benjamin felt the consensus of opinion among experts was that the new wonder drug, Isoniazid, should be used along with one of the other two anti-bacterial drugs, streptomycin or PAS. The experts accepted that even if used in isolation, Isoniazid could be quite effective, but they felt greater good could be achieved by a combination with at least one of the two other drugs.

On the second question the view generally held was that with the extensive use of antibiotic drugs in the treatment of TB, ambulatory therapy could be adopted with advantage but with due care for proper and regular medical attention. The type of treatment should be decided upon on the merits of the case by the individual doctor attending on the patient.

The discussion of the third question was in the nature of focussing the attention of experts from all over the world on the stupendous TB problem of underdeveloped countries where both morbidity and mortality rates were very high with very limited resources to fight the scourge.

(The Statesman, 8 and 12 January 1957)

Sixty-Second Session of Indian National Congress,
Indore, 5 - 8 January 1957: Congress to strive
for Socialist Co-operative Commonwealth: Election
Manifesto adopted.

The sixty-second session of the Indian National Congress was held at Indore from 5 - 8 January 1957. Shri U.N. Dhebar, President of the Congress, presided. The meeting was attended by delegates from all over India including most of the Union and State Ministers.

Besides adopting the party's election manifesto, reviewed at pages 1-2 of this report, the session adopted a resolution amending the constitution of the Congress. The amendment defines the objective of the Congress as the 'establishment of a Socialist Co-operative Commonwealth.' Other resolutions adopted related to election matters and international affairs.

Socialism on Sarvodaya Lines: Shri Dhebar's address.- Delivering the presidential address, Shri U.N. Dhebar declared that socialism in India should lean more on the side of Gandhiji's conception of sarvodaya, even if they could not fully reach up to Gandhiji's conception of a new socio-economic order. "The richest treasure or inheritance that we have received from the Father of the Nation", he said, "is the gospel of pure means to attain pure ends, or Satyagraha, as he used to call it. It is at once a purpose and a programme in our national life".

Referring to the forthcoming elections, the Congress President said that the Congress looked upon them as something more than a vehicle for changing or forming legislatures or Governments. "To the Congress, the elections are also a medium of mass education", he said. "It is a medium for canalising the thinking of the people and giving a direction to their urges and aspirations". He appealed to the people to see that they co-operated in this task in a manner worthy of their tradition and culture.

Elimination of poverty.- Reviewing the achievement of the Congress Shri Dhebar said that one of the most material question that was agitating the people's mind was how the Congress propose to eliminate poverty and unemployment. How it propose to redress inequalities or disparities, personal as well as regional. These were difficult questions to answer. But difficult as they happened to be, the answer was sought to be given in the Second Five-Year Plan as well as in the draft Congress election manifesto. India, at the moment, largely subsisted upon land. But the land was so inadequate. What was needed was alternative and supplementary avocations for the people through which the people's needs and wants could be supplied along with what they produced from the land. Simultaneously, we must work for a solid and strong economic base that could sustain the burdens of a growing population and increase the level of living. It was possible to so manage a country's resources, both human and material, so utilise a country's credit, so manage country's affairs that stage by stage a country could throw off the yoke of poverty and ignorance. Similarly, it was possible by resorting to particular channels and by other means to eliminate regional as well as individual disparities to a great extent.

The picture and pattern of India's economy was still evolving. It would take some time before it became distinct and clear for everybody to see. But there were certain indications of the direction in which the party was going. Ever since 1931 the Congress had been thinking in terms of nationalised heavy and basic industries. The economic policy resolution to which the Congress gave its general approval in the Amritsar Session (vide pages 15-19 of the report of this Office for January 1956) formed the basis of the industrial pattern of the country. The production of steel on a substantial scale and the availability of properly qualified personnel in the fields of science, technology and engineering, would be the starting points of a new current in the country's industrial life. Continuing, Shri Dhebar said: "We shall then have the basis wherewithal for producing machines which will produce machines and we shall become less and less dependent for our industrial and consumption needs upon other countries. A stage will be reached when with agriculture as still a substantial occupation for our people, there will simultaneously be an industrialised sector to provide work to our surplus manpower and fulfil the country's needs in most of the spheres of its life."

"Simultaneously will grow the village and small industries sector. Cottage and village industries cost little and are effective in supplying the immediate supplementary occupation to the people. I do not conceive of a stage when India can do without the assistance of cottage and village industries situated as we are and spread out as we are. Congress is, therefore, keen on seeing that an expanding industrial economy does not pave the way for a disparate economic development of industrialised urban areas and the agricultural, rural areas. As the time passes, this aspect of our country's economy will become more and more clear and we shall be able to take steps to prevent the growth of disparities in the development of economy. Khadi and Village Industries Board and the Commission that is intended to be set up will have a wide field for fundamental service to our masses who look forward to a dignified existence and reasonable opportunities for creative contribution. Everyone will wish success to their efforts in fulfilling their ambar charkha programme. One can hope that increased attention will be paid to the utilisation of the decentralised sector in other directions also. This will help the local initiative and also assist in reducing the strain upon our transport and communications. Community projects and national extension services can do a lot in this direction."

Shri Dhebar said considerable effort would have to be directed towards the questions of land reform, prohibition, basic education, reform of administrative machinery and removal of regional and individual disparities. There must also be an intensive effort on the part of the Government and the people to discourage people's wealth flowing down the drain of unproductive consumption or wasteful expenditure in order to assure a larger availability of funds for productive purposes.

One of the most urgent needs in Shri Dhebar's view was to reform the co-operative department. "If India is to evolve into a co-operative socialist Commonwealth", he said. "This limb of the State machinery must not only be better equipped but must be placed on the footing of a missionary organisation."

Resolutions: Election manifesto adopted.— The Congress adopted the election manifesto. The manifesto has been reviewed at pages 15 of this report.

Amendment to Constitution.— The Congress adopted a resolution amending its constitution and declaring that the aim of the Congress was the establishment of a socialist co-operative Commonwealth. The amendment reads: "Object: The object of the Indian National Congress is the well-being and advancement of the people of India and the establishment in India, by peaceful and legitimate means, of a socialist co-operative commonwealth based on equality of opportunity and of political, economic and social rights and aiming at world peace and fellowship".

International affairs.— The resolution on international affairs inter alia referred to events in Hungary and Egypt and re-affirmed the party's policy of "non-alignment and friendship with all nations" and expressed its "conviction again that international affairs should be governed by the principles of Panchsheel".

(The Statesman, 6 January 1957;
'Economic Review', issued by the
All-India Congress Committee, dated
15 January 1957).

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25. Wage-Earners' Organisations.

India - January 1957.

Working of the Indian Trade Unions Act, 1926, during
1951-1952 and 1952-1953*.

Coverage.- Prior to 1 April 1951, the Indian ^{Trade} Unions Act, 1926, was applicable to the nine Part A States and certain Part C States, while the major Part B States had their own legislation for the registration of trade unions. With the enactment of the Part B States (Laws) Act, 1951, the Indian Trade Unions Act, 1926, became applicable to the whole of India except the State of Jammu and Kashmir with effect from 1 April 1951. The data contained in the present review are for the entire Indian Union. As regards coverage, it may be stated that there is no major omission, except that of Rajasthan in 1951-1952. Though the coverage in respect of Part C States is not identical in both the years, it does not make any significant difference, as far as the over-all trends are concerned.

As the registration of unions is voluntary under the Indian Trade Unions Act, 1926, it is very likely that some unions remain unregistered. In the absence of any data regarding such unions, it is difficult to say how far the registered unions, by themselves, represent the actual state of affairs, specially when only about half the number of registered unions submitted the returns. The following table ~~gives data relating~~ shows the number of registered unions which submitted returns:-

Year	No. of registered trade unions.	No. of unions submitting returns.	Percentage of (3) to (2)
(1)	(2)	(3)	(4)
1951-1952 -----	4,623	2,556	55.3
1952-1953 -----	4,934	2,718	55.1

* Review of the Working of the Indian Trade Unions Act, 1926, during 1951-1952 and 1952-1953 (Labour Bureau, Ministry of Labour, Government of India). Price Rs. 9/12/- or 15sh. 6d. pp. 127.

Number and size of registered unions.- The following table gives data relating to the number of registered trade unions submitting returns and their membership:-

Year	Number of registered trade unions.	Unions furnishing information.	Membership of unions submitting returns			Average membership per union (6 ÷ 3)	Percentage of women to total membership.
			Men	Women	Total		
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
1937-1942 ---	625	425	461,398	16,354	477,752	1,124	3.4
1942-1947 ---	1,048	642	873,025	37,304	910,329	1,418	4.1
1947-1948 ---	2,766	1,620	1,560,630	102,299	1,662,929	1,026	6.2
1948-1949 ---	3,150	1,848	1,831,514	119,355	1,960,107	1,061	6.1
1949-1950 ---	3,522	1,919	1,688,887	119,565	1,821,132	949	6.6
1950-1951 ---	3,766	2,002	1,648,966	106,424	1,756,971	877	6.1
1951-1952 ---	4,623	2,556	1,846,992	136,257	1,996,311	781	6.8
1952-1953 ---	4,934	2,718	1,936,233	156,567	2,099,003	772	7.5

- NOTE- (i) Figures prior to 1947-1948 are quinquennial averages and relate to undivided India; from 1947-1948 and onwards up to 1950-1951, they relate to Part A States and a few Part C States and from 1951-1952 to the entire Indian Union, except Jammu and Kashmir.
- (ii) Classification of members of sex is not available in some cases and hence the figures in columns 4 and 5 do not always add up to the ones shown in Column 6.

While the number of registered unions increased by 311, between 1951-1952 and 1952-1953, the number of those submitting returns increased by 162. The average membership in 1951-1952 was 781 and in 1952-1953, 772. There has been a continuous decline in the average membership since 1949-1950. Important among the factors responsible for this decline are the growth of smaller trade unions and the inclusion of data relating to Part B States, where generally the unions are of smaller size.

The number of registered trade unions in the Part A States increased by 397, between 1951-1952 and 1952-1953. In the Part C States there was a small decrease during the same period. The data relating to the Part B States are not strictly comparable on account of the fact that figures of Hyderabad do not have the same basis. Among the Part A States increases are noticeable in West Bengal (237), Bombay (150), Uttar Pradesh (47), Madras (40), Punjab (40) and Assam (29). In West Bengal, the increase has been attributed to the fact that workers are gradually becoming more and more trade union-minded; similar is the case in Bombay where the increase is stated to be mainly due to 'greater consciousness among the workers to organise themselves' and to the efforts of central trade union organisations.

In Uttar Pradesh the increase in the number of newly registered unions has been stated to be largely due to the trade depression that prevailed, bad employment situation and the changes occurring in the country since Independence. Decreases in the number of unions are noticeable only in Bihar (101) and Orissa (52).

A study of the data on the frequency distribution of the 2,718 unions according to membership in 1952-1953 showed that the largest number of unions was, as in the previous years, in the group with a membership between 100 to 299. This group accounted for nearly 30 per cent of all the unions and 6.9 per cent of the total membership. Unions with a membership of below 300 accounted for 64.9 per cent of the total. The small-sized unions not only predominated, but also showed a tendency to grow.

Membership.- The total membership of unions submitting returns increased from 1,996,311 in 1951-1952 to 2,099,003 in 1952-1953 or by about 5 per cent. It will be observed from the statement given earlier that the average membership of trade unions was the highest viz., 1,418 during the period 1942-1947. Since then it has been gradually decreasing. Though the over-all average membership was 781 and 772 in 1951-1952 and 1952-53, respectively there were wide variations amongst the Part A, B and C States as shown below:-

	Average membership	
	1951-1952	1952-1953
Part A States -----	797	745
Part B States -----	543	594
Part C States -----	1,025	1,591

Considering the workers' State unions in Part A and B States which are by far the most important ones, it would appear that the average membership increased between 1951-52 and 1952-53 in the States of Bombay, Madhya Pradesh, Orissa, Punjab, Hyderabad, Mysore and Travancore-Cochin; decreases were noticeable in the States of Assam, Madras and West Bengal. In the remaining Part A and B States, the average membership figures do not show any appreciable variation. The percentage of women trade unionists to total in 1952-53 was 7.5 per cent which is none too unfavourable when compared with United Kingdom where it was about 18.6 per cent in 1953. The increase in the proportion of women in recent years is mainly due to the merger of data of Part B States, where the proportion of women is higher. For instance, in 1952-53 the percentage of women to total in Part A, B and C States was 7.9, 11.5 and 1.2 respectively.

The following table, gives a break-up of trade unions and their membership according to workers' and employers' organisations during 1951-52 and 1952-53:-

Year	No. of unions submitting returns.		Membership at the end of the year.	
	Workers.	Employers.	Workers.	Employers.
1951-1952 ---	2,509	47	1,988,120	8,191
1952-1953 ---	2,690	28	2,094,035	4,968

In the case of workers' unions, the number of unions (submitting returns) and their membership increased by about seven per cent and 5 per cent respectively in 1952-53 as compared with the previous year. In the Central unions of workers the average membership was 5,176 in 1951-52 and 5,937 in 1952-53. The corresponding averages for the State unions were 635 and 641.

Distribution of membership.- The total number of registered Central unions was 128 in 1952-53 (as against 133 in 1951-52) of which 4 were employers' organisations. The regional distribution of 124 workers' Central unions was: West Bengal - 38, Bombay - 37, Madras - 14, Uttar Pradesh - 12, Punjab - 8, Madhya Pradesh - 1, Hydenabad - 4, Saurashtra - 1, and Delhi - 9. There were 4,880 workers' State unions in 1952-53. Only five States, namely, West Bengal, Madras, Bombay, Uttar Pradesh and Travancore-Cochin had more than 500 unions each. From the point of view of membership only the States of Assam, Bihar, Bombay, Madras, Uttar Pradesh and West Bengal stand out prominently each with a membership of over 100,000. The total number of women trade unionists in 1952-53 in the workers' State unions was 154,835. Of these 127,207 were in the States of Bihar, Bombay, Madras, Assam, West Bengal and Madhya Pradesh.

Industry-wise distribution of workers' unions and their membership is shown below:-

Industry Groups.	Part A States			
	No. of Unions submit- ting returns.		Total Membership	
	1951-52	1952-53	1951-52	1952-53
I. Agriculture and allied activities. ---	59	56	118,020	161,352
II. Mining and Quarrying. ---	81	78	132,691	134,871
III. Manufacturing. ---	900	1,012	706,657	773,746
IV. Construction. ---	33	29	8,015	6,247
V. Electricity, gas, water and sanitary services. ---	157	185	28,591	38,480
VI. Commerce. ---	342	350	86,369	76,811
VII. Transport, storage and communications. ---	250	234	558,574	425,832
VIII. Services. ---	183	198	43,954	49,813
IX. Miscellaneous. ---	142	163	44,614	59,418
Total.	2,148	2,303	1,727,485	1,726,570

Part B States 1952-1953

Industry Groups.	No. of Unions submitting returns.	Total membership.
I. Agriculture and allied activities.	10	5,172
II. Mining and Quarrying.	7	11,872
III. Manufacturing.	147	94,050
IV. Construction.	1	209
V. Electricity, gas, water and sanitary services.	32	7,689
VI. Commerce.	16	3,561
VII. Transport, storage and communications.	27	29,003
VIII. Services.	9	3,075
IX. Miscellaneous.	12	1,493
TOTAL.	<u>261</u>	<u>156,134</u>

Part C States 1952-1953

I. Agriculture and allied activities.	4	2,698
II. Mining and quarrying.	-	-
III. Manufacturing.	36	17,778
IV. Construction.	6	11,440
V. Electricity, gas, water and sanitary services.	6	2,785
VI. Commerce.	21	2,948
VII. Transport, storage and communications.	3	165,509
VIII. Services.	11	4,735
IX. Miscellaneous.	11	3,438
Total.	<u>126</u>	<u>211,331</u>

A comparison of the trade union membership figures in different industrial sectors with that of average daily employment in 1953 reveals that trade unionism is stronger in certain sectors as shown below:-

Industry group.	Percentage of trade unions members to daily average employment.
1. Basic metal industries.	54.1
2. Textiles.	39.8
Cotton textiles.	42.2
Jute.	29.3
3. Non-metallic mineral-Products (except products of petroleum and coal).	24.2
Cement.	66.3
4. Chemicals and chemical products.	43.0
5. Railways.	39.4
6. Paper and paper products.	27.9
7. Coal.	25.7
8. Food, beverage and tobacco.	27.9
9. Plantations.	13.4
10. Printing, publishing and allied trades.	34.5

Of the total of nearly ^a 2.09 million trade union members of workers' unions in 1952-53, 1.63 millions (or 87.6 per cent), were in four of the nine main industry groups: (i) Manufacturing - 0.89 millions (or 42.3 per cent), (ii) Transport, Storage and Communications - 0.62 millions (or 29.6 per cent), (iii) Agriculture and allied activities - 0.17 millions (or 8.1 per cent), and (iv) Mining and Quarrying - 0.15 millions (or 7.1 per cent). All the remaining five groups together accounted for only about 0.26 million members.

The average membership figures of workers' trade unions in 1952-53 in certain sectors are given below:-

Industry group.	Average membership 1952-1953.
(i) Post and Telegraphs.	9,088
(ii) Railways.	6,543
(iii) Plantations.	3,503
(iv) Seamen.	2,854
(v) Docks and ports.	2,051
(vi) Cotton Textiles.	1,847
(vii) Jute.	1,563
(viii) Coal.	1,517
(ix) Iron and Steel.	782

Agricultural unions.- Trade unions of agricultural workers were reported to be in existence in the States of Bombay, Madras and West Bengal. Bombay State had nine unions of workers engaged in sugar plantations, as well as in sugar factories in 1952-53. The total membership of eight of the nine unions was, at the end of the year, 9,290. Information furnished by five out of nine unions shows that 4,634 out of 7,471 or 62 per cent were workers engaged in purely agricultural operations. Sex classification of 4,634 agricultural workers of five unions, for which information is available shows that women formed about 12 per cent of the total members. In the State of Madras there were seven agricultural unions. The total membership of three of these unions was 542; of these 184 were women. One union of agricultural workers was registered in West Bengal during 1952-53.

Trade Unions of Government and semi-Government employees.— Separate statistics in respect of trade unions of employees in Government and semi-Government agencies such as municipalities are not available except in the States of Bihar and Punjab. In Bihar there were 26 trade unions of Government servants registered up to 31 March 1953; of these 21 were unions of State Government servants and the remaining five of Central Government (Railways) servants. The report from Bihar says: "The whole range of relationship of trade unions of Government servants with the appropriate departments of Government is under the active consideration of the State Government and it is expected that they will formulate some definite policy in this respect shortly". In the Punjab, there were at the close of the year 1952-53, 21 trade unions of Government servants and 55 of employees of Local Bodies (including sweepers' unions) out of a total of 147 trade unions in the States.

Finances: General Funds.— The table given below gives the position regarding income, expenditure and closing balance of trade unions submitting returns for the years 1950-51, 1951-52 and 1952-53:—

Year	Income during the year*.	Expenditure during the year.	Balance at the end of the year.
	Rs.	Rs.	Rs.
1950-51	7,019,008	6,464,651	7,043,380
1951-52	7,957,270	7,515,606	7,597,659
1952-53	8,859,922	7,418,008	8,439,938

* Excludes the opening balance.

Note: Figures from 1951-52 to the entire Indian Union except Jammu and Kashmir.

Between 1951-52 and 1952-53 the total income and closing balance increased by about 0.9 million rupees and 0.84 million rupees respectively which is obviously due to the increase in the number of unions submitting returns. The total expenditure of the unions, however, decreased by about 0.1 million rupees.

The average income and expenditure in 1952-53 for all unions were 3,260 rupees and 2,729 rupees respectively; the averages for 1951-52 being 3,113 rupees and 2,940 rupees. The effect of increased income and decreased expenditure in 1952-53 is seen in the average closing balance per union which increased from 2,972 rupees in 1951-52 to 3,105 rupees in 1952-53. As in the previous years, the employers' unions though few in number, namely 28 out of a total of 2,718 accounted for 41.2 per cent of the total income and 38.7 per cent of the total expenditure in 1952-53. Their average income and expenditure were 150,525 rupees and 102,669 rupees respectively. The corresponding averages in respect of 2,690 workers' unions were 1,955 rupees and 1,689 rupees. It may be interesting to note here that the Indian Jute Mills' Association, West Bengal alone had an income and expenditure of 2,421,278 rupees and 1,803,793 rupees respectively during 1952-53.

The major source of income was contribution from members (70.1 per cent). A substantial proportion of expenditure was incurred on 'salaries, allowances, etc., of officials' (14.8 per cent) and on 'establishment' (32.9 per cent). The next two important items of expenditure were 'legal expenses' (5.3 per cent) and 'trade disputes' (3 per cent). Expenditure on items of an ameliorative nature and on educational benefits etc., continued to be very small, except in the case of workers' central unions. In these unions about one-eighth of the total expenditure was on publication of periodicals.

The total income and expenditure of 70 workers' central unions in 1952-53 were 649,175 rupees and 572,622 rupees respectively. Their average income and expenditure were: income - 9,274 rupees (8,905 rupees)*, expenditure - 8,180 rupees (8,282 rupees). The total income and expenditure of 2,620 workers' unions were 4,556,025 rupees and 3,970,627 rupees respectively. The average income per union was 1,739 rupees (1,779 rupees) and expenditure 1,515 rupees (1,573 rupees). Judged by the average income and expenditure, the finances of State unions appear to have worsened during the year 1952-53, when compared with the previous year. This may be partly due to the increase in the smaller unions. The average income and expenditure of workers' unions in Part A, B and C States in 1952-53 were: Part A - 1,747 rupees and 1,520 rupees; Part B - 1,963 rupees and 1,701 rupees; Part C - 1,103 rupees and 1,022 rupees.

* Figures in brackets relate to the year 1951-1952.

The total income of workers' unions in 1951-52 and 1952-53 was 5.08 million rupees and 5.21 million rupees respectively. The break up of the income of 5.21 million rupees in 1952-53 was: Part A States - 4.39 million rupees, Part B States - 0.53 million rupees and Part C States - 0.29 million rupees. The distribution was more or less similar in 1951-52. Of the total income of 5.21 million rupees in 1952-53, 2.41 million rupees was from the unions in 'Manufacturing' and 1.29 million rupees from 'Transport, Storage and Communications' group. The income of unions in 'Commerce' and 'Plantations' groups was 0.43 million rupees and 0.30 million rupees respectively. The distribution of expenditure also followed more or less the same pattern.

The income and expenditure of unions in some of the important industry groups, in 1952-53 are shown below:-

Industry group.	No. of unions submitting returns.	Income	Expenditure
		(In million rupees)	
1. Agriculture and allied activities.	70	0.31	0.31
2. Manufacturing.	1,195	2.41	2.17
3. Commerce.	387	0.43	0.31
4. Transport, storage and communications.	292	1.29	1.05
5. Services.	218	0.12	0.10

As similar information for 1951-52 is available only for Part A and C States, comparison will be misleading.

The average income and expenditure per union and per member, in some of the important industry groups are given in the following table:-

Industry	Average per union (in rupees)		Average per member (in rupees)	
	Income	Expenditure	Income	Expenditure
I(a) Plantations.	6,331.3	6,334.4	1.8	1.8
II(a) Coal.	2,419.6	2,251.0	1.6	1.5
III(b) Textiles.	4,439.5	4,046.1	2.6	2.5
(i) Cotton Textile.	8,877.6	5,556.4	4.8	3.1
(ii) Jute textile.	1,614.2	1,654.6	1.0	1.6
III(i) Chemical and chemical products.	1,278.9	1,096.7	3.0	2.7
III(j)(i) Cement.	2,016.6	1,788.4	3.2	2.8
III(k)(i) Iron and Steel.	1,856.5	1,868.9	2.4	2.1
VI(b) Banking and Insurance.	1,103.4	833.7	6.5	4.9
VII(a) Railways.	8,701.4	7,650.5	1.4	1.2
(c) Motor Transport.	1,504.4	1,275.5	5.9	5.4
(d) Seamen.	13,689.3	7,190.4	4.8	2.5
(e) Docks and Ports.	5,329.3	4,246.7	2.6	2.1
(f) Posts and Telegraphs.	8,018.4	7,877.4	0.9	0.9

Though the income from contributions from members was 79.2 per cent of the total, the proportion varied slightly among the unions in different industry groups. For instance, among the unions in Part A States, the proportion was over 90 per cent in the unions in Jute, basic metal industries, machinery, Railways, and Posts and Telegraphs. Donations formed more than one-fifth of the total income in unions in Paper and paper products, Printing, publishing and allied trades, Rubber products, non-metallic mineral products, Transport equipment, Construction, and Commerce in Part A States. The high proportion of income from donations, viz., 26.9 per cent in commerce group, particularly in banking and insurance where it was 31.4 is significant. The unions in Part B States obtained 25.8 per cent of their income through donations, as against 12.2 per cent in Part A States and 12.1 per cent in Part C States. Income from other sources was insignificant except in the case of unions in Banking and Insurance and Posts and Telegraphs in Part C States. The unions in these two groups received as much as 24.4 and 19.6 per cent respectively of their income from sale of periodicals etc.

Though the over-all expenditure pattern is more or less the same, there are some variations between the unions in industry groups which are briefly referred to here. Though the expenditure on salaries, allowances and expenses of office bearers and establishment charges was on the whole of the order of about 50 per cent, it was over 60 per cent in the case of unions belonging to several industry groups such as Plantations - 60.7 per cent, Textiles - 64.0 per cent (cotton textiles - 67.4 per cent), Transport, Storage and Communications - 62.1 per cent (Railways - 69.1 per cent) and Seamen - 72.4 per cent in Part A States.

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While the expenses in connection with trade disputes and legal expenses formed on the whole 8.3 per cent of total expenses, unions in certain industry groups spent more on these two items - the more important among them in Part A States being Food, Beverage and Tobacco group 15.6 per cent, textiles - jute 14.5 per cent, Rubber products - 24.8 per cent, Chemical and Chemical products - 17.4 per cent, Metal products - 15.4 per cent, Electricity, gas, water and sanitary services - 12.5 per cent and Commerce - 23.7 per cent, (Banking and Insurance - 33.9 per cent). To some extent these figures reflect the employer-employee relationship in these industries. It is also significant that in Railway group, the expenditure on these two items was only 0.2 per cent of the total. The proportion of expenditure on account of compensation to members for loss arising out of trade disputes was 1.1 per cent on the whole - but, again in some groups in Part A States such as Mining and Quarrying - 8.1 per cent (with 11.3 per cent in Coal), the expenditure on this item was higher. Large variations are not noticeable between different industries, in regard to expenditure on funeral, old age, sickness and educational and social benefits except in the case of textiles, metal products, machinery and a few others. The position is more or less similar in regard to expenditure on publications, where only minor variations exist.

Assets and Liabilities.- The figures of total assets and liabilities do not tally on account of the differences in the data furnished by some States. The total assets of 1,388 unions submitting information in this respect was of the order of 4.4 million rupees. Of this 3.83 million rupees were from unions in Part A States, 0.26 million rupees from Part B States and 0.32 million rupees from Part C States. The average asset per union in Part A, B and C States was: Part A - 3,605 rupees, Part B - 1,248 rupees, and Part C - 2,679 rupees. Of the total assets of 4.4 million rupees, 2.73 million rupees (62.1 per cent) was in the form of cash and securities - cash amounting to 58.8 per cent. Unpaid subscriptions formed 11.4 per cent of the total. As between the Part A, B and C States, some differences are noticeable regarding the composition of assets. For instance cash and securities together formed about 64.2 per cent of the total in Part A States, 40.3 per cent in Part B States and 52.8 per cent in Part C States. The proportion of unpaid subscriptions to total assets was the highest in Part A States, namely 12.6 per cent, the percentages in the Part B and C States being 6.7 and 0.7 respectively. The high proportion of unpaid subscriptions in Part A States is largely due to the unions in Bombay State where it formed nearly one-fifth of the total assets. Of the total liabilities, 85.1 per cent was in the form of general funds and 14.9 per cent in other liabilities.

Activities.- Besides their normal activities of promoting the demands of their members in regard to labour conditions and participation in industrial disputes, some trade unions were also engaged in ameliorative, educative and constructive activities. In Bombay, for instance, the Rashtriya Mill Mazdoor Sangh organised 100 classes for educating workers.

Federations of Trade Unions.- There were 53 federations of trade unions on registers in 1952-53 as against 27 in 1951-52. Of the 53 federations in 1952-53, 3 were (2 in Bombay and one in West Bengal) Central federations and 30 State federations. Regional distribution of these 30 federations was as follows: West Bengal - 8, Punjab - 6, Bihar - 5, Madhya Pradesh - 4, Uttar Pradesh and Madhya Bharat - 2 each, Assam, Bombay and Saurashtra - 1 each. Of the 53 federations, 29 furnished information regarding membership, income and expenditure. The total number of unions affiliated to 24 out of the 29 federations submitting returns was 390.

The total income and expenditure of 29 federations submitting returns were 563,683 rupees and 355,001 rupees respectively in 1952-53. The percentage distribution of income and expenditure is given below:-

Income	Per cent.	Expenditure	Per cent
1. Contributions from member unions.--	79.0	1. Salaries, allowances and of office-bearers. ---	4.8
2. Donations. ---	11.5	2. Establishment Charges. ---	32.3
3. Sale of periodicals etc. ---	0.2	3. Auditors' fees. ---	0.2
4. Interest on investments. ---	3.8	4. Legal expenses. ---	2.5
5. Miscellaneous sources. ---	5.5	5. Expenses for conducting trade disputes. ---	3.0
		6. Funeral, old age benefits etc. ---	9.1
		7. Educational and social benefits. ---	27.4
		8. Publication of periodicals.-	8.2
		9. Other expenses. ---	12.5

NOTE:- The percentages given in the table do not include the two federations in Madhya Bharat in respect of which detailed analysis of income and expenditure is not available.

Of the total income of 29 Federations submitting information, namely, 0.36 million rupees, the Textile Labour Association, Ahmedabad alone accounted for 0.26 million rupees; the rest of the Federations accounting for the remaining 0.10 million rupees. The same pattern holds good in the case of expenditure also. The Textile Labour Association of Ahmedabad accounted for 0.26 million rupees out of a total of 0.35 million rupees. The important items of expenditure of this Association were:

	---	Rs.
(i) Salaries and establishment charges.	---	99,220
(ii) Educational, social and religious benefits.	---	85,925
(iii) Funeral, old age, sickness and unemployment benefits.	---	28,188
(iv) Publication of periodicals.	---	24,979
(v) Trade disputes.	---	7,681

Of the total assets of 1.89 million rupees of these unions as much as 1.87 million rupees (or 98.4 per cent), belonged to two federations namely, the Ahmedabad Textile Labour Association and the Indore Mill Mazdoor Sangh. These two federations had a sum of 0.58 million rupees in cash (or 30.77 per cent of total assets); only the Ahmedabad Textile Labour Association had securities worth 0.35 million rupees.

29. International Co-operation.

India - January 1957.

Technical Assistance to India: Offers from Many Countries.

Several countries had agreed to give India technical assistance to develop her industries during the second Plan, the Minister for Heavy Industries, Shri M.H. Shah, said in Lok Sabha on 21 December 1956.

In a written reply, Shri Shah said that the countries included the U.S.A., the Soviet Union, the U.K., Canada, West Germany, East Germany, Japan, Sweden and Italy.

Shri Shah said the nature of the assistance offered ranged from training facilities in the country concerned to the supply of experts, technical equipment and "know-how".

(The Statesman, 22 December 1956).

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Chapter 3. Economic Questions.

32. Public Finance and Fiscal Policy.

India - January 1957.

Finance (No.2) Act, 1956, Finance (No.3) Act, 1956
(No. 76 and No. 77 of 1956).

The two Finance Bills (vide pages 33-38 of the report of this Office for December 1956) as passed by Parliament received the assent of the President and have been gazetted as Act No. 76 and Act No.77 of 1956. The Finance (No.2) Act increases the rates of duty on certain goods imported into India and imposes duties of excise on certain goods produced or manufactured in India and increases the stamp duty on bills of exchange.

The Finance (No.3) Act, 1956, amends the Indian Income-tax Act, 1922, for the purpose of imposing a tax on capital gains and for certain other purposes and prescribes the rate of super-tax on companies for the financial year 1957-58.

(The Gazette of India, Extraordinary,
Part II, Section 1, 22 December 1956,
pp. 1178-1193).

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Central Excises and Salt (Second Amendment) Act, 1956
(No. 81 of 1956).

The Central Excises and Salt (Second Amendment) Bill (vide page 39 of the report of this Office for December 1956) as passed by Parliament received the assent of the President on 22 December 1956 and has been gazetted as Central Act No. 81 of 1956. The amendment Act introduces a new section 3A to the Act of 1944 giving the Central Government emergency power to increase duties of excise up to a maximum of fifty per cent of the duty of excise fixed by an Act of Parliament.

(The Gazette of India, Extraordinary,
Part II, Section 1, -24 December 1956,
pp. 1234-1235).

34. Economic Planning, Control and Development.

India - January 1957.

Development Council set up for Scheduled Industry engaged in Manufacture and Production of Non-ferrous Metals.

In exercise of the powers conferred under the Industries (Development and Regulation) Act, 1951, the Central Government has established a Development Council for the scheduled industry engaged in the manufacture and production of non-ferrous metals including alloys (and semi manufactures thereof). The Central Government has assigned the following functions to the Development Council:-

Recommending targets for production, co-ordinating, production programmes and reviewing progress from time to time. Suggesting norms of efficiency with a view to eliminating waste, obtaining maximum production, improving quality and reducing costs. Recommending measures for securing the fuller utilisation of the installed capacity and for improving the working of the industry, particularly of the less efficient units. Promoting arrangements for better marketing and helping in the devising of system of distribution and sale of the produce of the industry which would be satisfactory to the consumer. Promoting standardisation of products. Promoting or undertaking the collection and formulation of statistics. Promoting the adoption of measures for increasing the productivity of labour, including measures for securing safer and better working conditions and provision and improvement of amenities and incentives for workers.

(Notification SRO. 79/1 DRA/6/3 dated 5 January 1957; the Gazette of India, Extraordinary, Part II, Section 3, 5 January 1957, pp. 59-61).

Development Council set up for Machines Tools Industry.

In exercise of the powers conferred under the Industries (Development and Regulation) Act, 1951, the Central Government has established a development council for the scheduled industry engaged in the manufacture of machine tools. The following functions are assigned to the Council:-

- (1) Recommending targets for production, co-ordinating production ~~programmes~~ programmes and reviewing progress from time to time;
- (2) suggesting norms of efficiency with a view to eliminating waste, obtaining maximum production, improving quality and reducing costs;
- (3) recommending measures for securing the fuller utilisation of the installed capacity and for improving the working of the industry, particularly of the less efficient units;
- (4) promoting arrangements for better marketing and helping in the devising of a system of distribution and sale of the produce of the industry which would be satisfactory to the consumer;
- (5) promoting or standardisation of products;
- (6) promoting or undertaking inquiry as to materials and equipment and as to methods of production, management and labour utilisation, including the discovery and development of new materials, equipment and methods and of improvements in those already in use, the assessment of the advantages of different alternatives and the conduct of experimental establishments and of tests on a commercial scale;
- (7) promoting the training of persons engaged or proposing engagement in the industry and their education in technical or artistic subjects relevant thereto;
- (8) promoting or undertaking the collection and formulation of statistics;
- (9) promoting the adoption of measures for increasing the productivity of labour, including measures for securing safer and better working conditions and the provision and ~~improvement~~ improvement of amenities and incentives for workers;
- (10) advising on any matters relating to industry (other than remuneration and conditions of employment) as to which the Central Government may request the Development Council to advise and undertaking inquiries for the purpose of enabling the Development Council so to advise; and
- (11) undertaking arrangements for making available to the industry information obtained and for advising on matters with which the Development Councils are concerned in the exercise of any of their functions.

(Notification SRO 150-1DRA/64 dated 11 January 1957; the Gazette of India, Extraordinary, Part II, Section 3, 11 January 1957, pp. 85-87)

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Prime Minister inaugurates Hirakud Dam: Irrigation for
1.87 Million Acres and 125,000 K.W. of Electricity.

Shri Jawaharlal Nehru, Prime Minister, inaugurated on 13 January 1957, the first stage of the 1,000 Million rupees Hirakud dam and hydro-electric project.

Sixteen miles from end to end, Hirakud across the Mahanadi is the longest main dam in the world and the first of the series of dams which will harness the waters of the "great river" to revitalize the State's economic life.

Behind this gigantic project, on which up to March 1956, 540 million rupees had been spent, lie the efforts of thousands of skilled and unskilled workers drawn from all parts of India whose total labour contribution has now exceeded 57.7 million man-days.

A feature of the project is that it has been built entirely by Indian engineers who have successfully solved various complicated engineering problems.

With a main power house of four generating units now ready for operation, Orissa's power potential will increase 25-fold from the existing capacity of 4,845 k.w. to 123,000 k.w. When the project is complete in 1960, it will contribute a total installed capacity of 232,500 k.w.

The second stage of the project envisages subsidiary power development at Chiplimi, 17 miles below the dam, at an estimated cost of 143.2 million rupees. Advantage will be taken of a natural fall in the river between Hirakud and Chiplimi to develop more power. Work on this scheme has started recently.

Started in 1948, work on the main Hirakud dam and the dykes has now been completed. Water from the Bargarh canal on the right side of the dam began to flow for irrigation purposes in September last.

The Project provides for perennial irrigation of the land of Orissa for the first time in its agricultural history. In the first instance, it will bring water to about 672,000 acres.

As part of the first stage, the Government has undertaken the Mahanadi delta irrigation scheme to remodel the existing canals and to construct a weir across the river at an estimated cost of 150 million rupees. This is expected to irrigate 1.87 million acres more ~~the~~ in the delta area.

Thus, when the whole project is completed, the enormous water wealth of the 533-mile-long Mahanadi which was running waste in the past - it is estimated that the river in an average year carried 74 million acre feet of water to the sea - will bring new life to 2.5 million acres of land and generate electricity that will cater to the manufacture of iron and steel, aluminium, textile and cement and to other large-scale industries. Additional agricultural production is estimated at 400,000 tons valued at 120 million rupees per annum.

Stretching three miles across the river-bed, the main composite dam of earth, masonry and concrete is flanked by 13 miles of dykes on the right and left sides. The dam together with the dyke, with hillocks in between, forms a 22-mile bund across the Mahanadi.

(The Statesman, 12 and 13 January 1957)

22 New Paper Mills to be set up: Minister's
Announcement.

Shri Manubhai Shah, Union Minister for Heavy Industries, disclosed at New Delhi on 18 January 1957, that the Government of India had given permission for setting up 22 new paper mills in the country. This, together with substantial expansion of existing 21 paper factories, would raise the country's present capacity for the production of paper and paper boards from 0.21 million tons per year to 0.54 million tons per year by the end of the second Plan.

The Minister, who was inaugurating the first meeting of the panel for paper and pulp industries, set up by the Government of India, said that schemes for increasing the capacity further by 0.14 million tons per year were under consideration.

(The Statesman, 19 January 1957).

World Bank Assistance to India: 20 Million Dollar
Loan to Steel Plant.

On 19 December 1956, the World Bank signed an agreement at Washington with the Indian Iron and Steel Company to give it a loan of 20 million dollars.

The loan is meant for the extension, expansion and modernization of the production facilities at the Burnpur plant so as to increase the steel capacity from seven to eight hundred million tons per year and for the provision of several additional mill generators and auxiliary installations. This amount is only to cover substantially the foreign exchange element of the whole project which approximately costs 150 million rupees.

The loan carries interest at the rate of 5 per cent per annum and is repayable in a seven-and-a-half year period from 15 April 1960.

This is the second loan given to the Indian Iron and Steel Company; the first one was made in 1952, and was for an amount totalling 31,500,000 dollars. The modernization project is included in the second Five-Year Plan. As required, the loan is guaranteed by the Government of India.

(The Hindustan Times, 22 December 1956).

36. Wages.

India - January 1957.

Higher Wages Awarded to Ahmedabad Textile Workers
in Rationalised Occupations.

Workers in rationalised occupations in the Ahmedabad textile industry have been awarded wage increase with effect from 1 October 1956.

Shri H.R. Meher, the umpire appointed by the Ahmedabad Textile Labour Association and the Ahmedabad Millowners' Association to resolve their dispute in respect of the labour demand for a rise in basic wages of workers in rationalised occupations in the textile Industry in Ahmedabad, has awarded a rise of about 35 per cent to workers working four looms in the weaving section and eight to ten per cent to workers running more than 200 spindles in the spinning section.

The implementation of the Meher award, to which both the parties are bound, would mean that a worker manning four looms instead of the normal two, would get about 87 1/2 per cent of his basic wage in addition to his normal wages. According to an agreement between the millowners and Textile Labour Association signed in 1952, the worker was receiving about 52 1/2 per cent of his basic wages as additional compensation for working four looms.

(The Times of India, 29 December 1956).

37. Salaries.

India - January 1957.

Mysore Government Employees to get more Pay:
Revised pay-scales announced.

On 1 January 1957, the Chief Minister of Mysore announced the Government's approval of the proposals for increasing the salaries of Government officials. The increased expenditure to Government on this account being 40 million rupees per annum. Pensioners getting 100 rupees and less will get the benefit of a little increase in their dearness allowance.

Under the revised scales of pay, the minimum monthly income of the lowest-paid Government servants, viz., peons, will be 50 rupees, all inclusive, in places where the population is 100,000 and more and in other places, 45 rupees in all including the dearness allowance. At present peons get three grades of salaries, viz., 14 rupees, 16 rupees and 18 rupees exclusive of dearness allowance. All of them will get a basic pay of 25 rupees per month and they will get a dearness allowance of 25 rupees in addition to the basic salary, in places where the population is 100,000 and above and 20 rupees in other places.

Dearness allowance ranging from 20 rupees to 65 rupees a month have been ordered for employees getting salaries ranging from 20 rupees to 800 rupees on a graded scale.

Out of the additional sum of 40 million rupees which the Government has to bear towards the increased salaries, the greatest beneficiaries will be the non-gazotted officers, who will get about 95 per cent of the benefits announced. The extra cost to Government on account of increase in their salaries and dearness allowance will come to 18.5 million rupees. A sum of 700,000 rupees will go to the benefit of the gazetted officers, and a sum of 1 million rupees towards increased dearness allowances to pensioners getting 10 rupees and less per month.

For the employees who have put in more than three years of service, weightage will be given, this being in the form of two annual increments, while those who have put in less than three years will get one increment.

Scales of pay of gazetted officers have also been revised keeping in view the general principle that the maximum pay should not generally exceed 30 times the minimum emoluments. The allowances have also been rationalised and kept at a minimum. As against the higher rates of special pay prevailing in other States, the same has been restricted to 100 rupees per month in the new State.

To avoid stagnation at the maximum of the scale, a rule has been evolved for the grant of a maximum of two increments in cases where the Government servant does not get promotion to the higher grade.

Eleven uniform scales have been evolved for gazetted officers as against the existing scales exceeding a hundred. The highest salary is fixed at 1,200-50-1,500 rupees for certain special posts and the last scale for a gazetted officer is 200-15-350 rupees.

Dearness Allowance for pensioners.- Dearness allowance to pensioners has been fixed as follows: For those drawing 20 rupees and below: 4 rupees; more than 20 rupees but less than 40 rupees: 5 rupees; more than 40 rupees but not more than 100 rupees: 6 rupees.

(The Hindu, 2 January 1957)

38. Housing.

India - January 1957.

Slum Areas (Improvement and Clearance) Act, 1956
(No. 96 of 1956).

The Government of India gazetted on 31 December 1956, the Slum Areas (Improvement and Clearance) Act, 1956, which received the assent of the President on 29 December 1956. The Act provides for the improvement and clearance of slum areas in certain Union territories and for the protection of tenants in such areas from eviction. Power is given to the competent authority to declare any area to be a slum area if the authority is satisfied that the buildings in that area are in any respect unfit for human habitation or detrimental to safety, health or morals.

Other provisions of the Act deal inter alia with power of competent authority to require improvement or to order demolition of buildings unfit for human habitation, power to declare any slum area to be a clearance area and to re-develop clearance area or any part thereof, power of Central Government to acquire land to carry out the purposes of the Act, and protection of tenants in slum areas from eviction.

(The Gazette of India, Extraordinary,
Part II, Section 1, 31 December 1956,
pp. 1205-1311).

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39. International Economic Relations.

India - January 1957.

Drastic Cut in Import Quotas: Government's Policy for
January - June 1957.

The Government of India's import policy for the first six months of the year 1957, announced on 29 December 1956, involves a drastic curtailment of what are described as "relatively less essential" imports.

Among the 509 items whose import quotas had been reduced are fruits; certain spices; liquors; hotel nuts; cigars and cigarettes; a number of toilet requisites; woollen, cotton and art-silk fabrics; cutlery; sheet and plate glass; cycles; patent and other medicines; items of stationery and certain types of machinery.

Besides, the liberal licensing scheme and licences to newcomers have been dropped, but it has been provided that importers in this category can take advantage of their imports during 1955-56 for getting their quotas fixed for the future.

Restrictions announced today are expected to result in a much-needed saving of 300 million rupees in foreign exchange during the first six months of next year.

It is emphasised that the major cuts in imports have been made over the range of items which can reasonably be expected to be supplied by indigenous industry.

Another important feature of the new policy is that the "discrimination" between the hard currency and soft currency areas has been further reduced by giving importers the facility to utilise 50 per cent of their licences on hard currency, should they so choose.

In the Press Note announcing the new import policy it is clearly acknowledged that the new policy would "affect adversely a large section of the trade". But it is pleaded that this sacrifice is necessary if the second Five-Year Plan is to succeed.

(The Statesman, 30 December 1956) .

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

INDIA - JANUARY 1957.

41. Agriculture.

Over 60 Per Cent of Rural Families in Debt:
Results of Reserve Bank Survey.

The survey report of the Committee of Direction of the All-India Rural Credit Survey appointed by the Reserve Bank of India says the level of debt at the time of the survey for all districts together was 283 rupees per rural family.

About 63 per cent of the rural families, the report says, were found to be in debt. The level of debt and the proportion of indebted families was higher among cultivators as compared to non-cultivators for all districts together. Among cultivators, 69 percent were indebted and the debt per family was 354 rupees, whereas, among non-cultivators, only 52 per cent were indebted and the debt per family averaged only 129 rupees. The level of debt was higher among cultivators of the upper strata as compared to those of the lower strata. The level of outstanding debt as well as the proportion of indebted families showed considerable variation from district to district.

According to the report, the districts with the lowest level of debt per indebted cultivating family were found to be concentrated to a marked extent in the regions with low-monetised subsistence economies. On the other hand, the districts with the highest level of debt per indebted cultivator generally belonged to the highly monetised economies with commercialised agriculture.

Pattern of distribution of Debt.— The pattern of distribution of debt, the report adds, in relation to cultivated holdings among the different classes of cultivators showed that the burden of debt was much higher on cultivators with smaller holdings as compared to cultivators with larger holdings. Although the level of debt was generally high, as related to the value of assets, the debt was, in average terms, moderate for all classes of cultivators in most areas. For the country as a whole, outstanding debt was only 5.1 per cent of the value of total assets for the upper strata of cultivators and 8.7 per cent of the value of total assets for the lower strata cultivators.

Trend of rural indebtedness.— The report sets out the data relating to indebtedness collected by the provincial banking enquiry committees and other earlier enquiries and information available from the reports on the working of the debt relief legislation enacted in the post-depression period. On the basis of these data, with due reservations as to the comparability of these with the rural credit survey data, an attempt has been made to study the trend in indebtedness since 1929-30. There appeared to be a persistent regional pattern in the levels of debt per family which has survived the last two decades. The three Eastern States, viz., West Bengal, Assam and Orissa, held low positions in the burden of debt per family in both 1929-30 and in 1951-52. At the other extreme, the States of Punjab and Bombay were seen to be high debt States in both the periods. The increase in debt, in monetary terms, during the period 1929-30 to 1951-52 was significantly large in Madras and Uttar Pradesh. Because of the large change in value of money, the real burden of debt in the survey year was substantially lower than in 1929-30.

The data indicate that a high level of debt was maintained throughout the thirties as compared to the level in 1929-30. Official measures to reduce debt were enforced in various States during the post-depression period. With the exception of three States, viz., the Punjab, Bengal and Madhya Pradesh, these measures failed to make any noticeable impression on the general level of indebtedness.

Causes of debts.— The data on the purpose of borrowing, showed that of the total borrowings during the year by rural families, about half was for family expenditure, slightly more than a quarter was for capital expenditure on farm and the balance for current expenditure on farm, non-farm business expenditure and other expenditure. As between cultivators and non-cultivators, the pattern of distribution of borrowings, according to the purposes, showed some difference. Among non-cultivators, family expenditure assumed greatly importance, accounting for nearly 70 per cent of the total, whereas capital and current expenditure in agriculture were of minor importance. Non-farm business expenditure accounted for nearly a fifth of the total borrowings of non-cultivators. In the case of cultivators, family expenditure accounted for nearly 47 per cent, and capital expenditure on farm for 32 per cent, of the total borrowings. The intensive enquiry data showed that loans which were borrowed and fully repaid during the year accounted for only less than one-fifth of the total borrowings during the year.

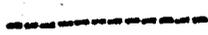
Grain loans.— Data on grain loans, also collected in the intensive enquiry, reveal that credit transactions in kind were important only in about 20 districts. These districts are generally situated in the northern, eastern and central regions of the country and are concentrated to a considerable extent, in the eastern regions of low monetised economies. Grain loans are essentially loans borrowed and fully repaid during the year. Cash loans borrowed and fully repaid during the year were found, to some extent, important in areas where grain loans also prevailed.

From the data collected in the survey, it was not possible to estimate net savings or even indicate the main directions of utilisation of net savings. The report, however, has estimated the gross savings and indicated the directions of canalisation of gross savings defined as the owned resources utilised for investment expenditure. The four main directions of utilisation of gross savings are capital expenditure in agriculture, excluding land and livestock purchase, repayment of old debts, construction and repairs of residential houses and other buildings and lending of funds. Each of these directions accounted for about 20 per cent of the total gross savings. The intensive enquiry data on gross savings show that although these four directions of utilisation remained dominant for cultivators in both the upper and the lower strata, there was a noticeable shift in emphasis among the lower strata from capital expenditure excluding land and livestock purchase to repayment of old debts.

Limitations on Co-operative Farming: Indian Co-operative Union's Study.

The achievements of co-operative farming wherever it had been tried in many countries of the world have been limited in nature and extent, and the practice had to encounter the universality and tenacity of peasant cultivation and its bearing on agricultural production. Indian experience in this regard, though still limited, is not different. This is the conclusion of a report on co-operative farming prepared by the Indian Co-operative Union, New Delhi.

For details, please see pp. 59-61 of this report.



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42. Co-operation.

India - January 1957.

Limitations on Co-operative Farming: Indian Co-operative Union's Study*.

The achievements of co-operative farming wherever it had been tried in many countries of the world have been limited in nature and extent, and the practice had to encounter the universality and tenacity of peasant cultivation and its bearing on agricultural production. Indian experience in this regard, though still limited, is not different. This is the conclusion of a report on co-operative farming prepared by the Indian Co-operative Union, New Delhi.

Ever since its establishment in 1948 the Union has formed, guided and helped a number of resettlement co-operatives of refugee peasants in the villages of Delhi State. Last year, with the help of the Ministry of Food and Agriculture, it initiated evaluation studies of the working of three of these co-operatives. The findings of these studies are being submitted to the Ministry of Food and Agriculture.

In making known its own "modest experience" in the field of co-operative farming, the Indian Co-operative Union has pointed out that of late the subject has acquired great importance. Attention has been drawn to the fact that the Conference of State Ministers of Co-operation held in July last at Mussoorie has proposed definite targets for the programme of "co-operativisation", and that the phenomenal growth of co-operative farms in China in the last two years has aroused much emulative interest at policy-making levels in India.

* Co-operative Farming: Some Critical Reflections. by Raj Krishna, L.C. Jain and Gopi Krishan (Indian Co-operative Union, New Delhi. Research and Education Division. Monographs on Co-operation No.1); pp. 55.

Although more than a thousand co-operative farming societies are said to exist in India, says the report, most of them have been established on Government land, with Government capital, for the settlement of refugees or land-less workers. There are few of them in which land-owning peasants or tenants have pooled their existing holdings for joint cultivation. It is evidently easier for the Government to impose the co-operative pattern of farm organisation when its adoption can be made a condition of the grant of land and capital and the people settled are in distress, have no resources of their own, and have never held and cultivated their own land before. Success in the rehabilitation or settlement of people through the establishment of such co-operative farming societies provides little indication of their pattern being acceptable to the millions of farmer families who have been cultivating owned or rented land on their own for generations. It is not the attitude of the refugee or the landless worker but the attitude of the peasant proprietor and the tenant which is relevant for determining whether co-operativisation can be an answer to the problem of small holdings. There are few societies in India which have demonstrated that these latter can take to co-operativisation. All the evidence proves that the contrary is the case. What is more, even in the settlement societies joint cultivation has been rarely undertaken and still more rarely continued after a few crops.

Planning Commission's Survey.- The report analyses a survey of 20 co-operative farming societies which the Planning Commission recently carried out. These were not a representative sample by any means; in fact, the State Registrars selected them as they were among the best organised. In 6 of the societies the land has been obtained from the Government; in one of them the land has been obtained in one block on lease from a Raja. There are 13 societies in which members have pooled their own land, but in 10 of these, most or all of the members do not perform any farm work. It appears, therefore, that the so-called co-operative farming societies are merely either settlement societies or societies run on capitalist lines by groups of absentee land-owners having all the work done by hired agricultural workers - a kind of joint-stock estate farms (of 100 to 600 acres) established to secure the concessions given by the Government to co-operative farms. In societies where all or most of the work is done by hired workers the question whether cultivation is joint or individual is of little significance. But out of the 10 societies in which all or most of the members work on the farm, 6 have been established on Government land. Farming operations are conducted jointly in only three of them (in one of which continuous pressure from the members for allotment of individual plots is reported).

In only three cases the members have contributed bullocks and implements. These have been in most cases purchased and provided by the societies. In most societies, wages are paid to hired workers and to working members at 12 annas to 1 rupee 8 annas per day. No attempt has been made to differentiate between different types of farm work done by members for purposes of wage payment. As a result, where members work, there are continuous disputes about the quantity and quality of work put in by different members. Once work is done indifferently and members' interest is no more than that of hired workers. Where members work, the wage bill forms a very high percentage of, and sometimes exceeds, the proceeds. In two of the societies where owned land was pooled and under the bye-laws was withdrawable after five years, some of the members withdrew their land immediately after the expiry of the period. Two of the societies are reported to be on the verge of dissolution. In two societies, a reversion to individual farming has taken place after an initial period of joint farming. In many others litigation and dispute is continuous and members wish to revert to individual farming as soon as possible. In two societies the bigger land-owners are reported to have appropriated an unfair proportion of the proceeds as land dividends and wages (for their servants) and the small farmers wish to withdraw.

Experience in some of refugee resettlement societies organised by the Indian Co-operative Union since 1948 in the villages of Delhi State has been similar. The first two or three crops were raised on a collective basis, the next two on a group basis, and all the rest on an individual basis. The continuation of joint cultivation became nearly impossible because of factionalism among the members and the executive committees, disputes about the relative intensity of work put in by different members, mistrust regarding the use of funds by the executives, etc. Gradually, implements and cattle had to be distributed on an individual basis although they were obtained on a collective basis. In the beginning, produce was distributed equally among the members after deducting expenses to individual and reserves. But after reversion to individual farming this had to be given up. Differences about the assignment of work, the distribution of proceeds and loan shares have been so acute that even the constant guidance and leadership of the Indian Co-operative Union and the presence of many strong members in the co-operatives themselves failed to compose them. There has been constant pressure for individual allotment of land and complete individualisation of farming, although land was initially allotted for joint cultivation.

The experience of the Delhi societies is specially significant, adds the report, since these societies were formed and guided by a competent and zealous field staff under strictly non-official, non-bureaucratic auspices.

43. Handicrafts.

India - January 1957.

Development of Handicrafts: Grants by Central Government.

Three pilot centres to train the Toda and other Scheduled Tribes of the Nilgiris in handicrafts are to be set up under schemes approved by the Government of India on the recommendations of the All-India Handicrafts Board.

Other schemes approved by the Government envisage the setting up of seven training centres, two pilot centres and two demonstration centres in other parts of Madras State.

The Union Ministry of Production has sanctioned a sum of over 87,000 rupees as grant to the All-India Handicraft Board and about 128,000 rupees as grant and loan to Madras for establishing these centres.

At two of the three pilot centres, to be set up in the Nilgiris, training will be given to 20 Kurumbas and 30 Kotas (Scheduled Tribes) in the weaving of mats, making of baskets, and other cane and bamboo articles. The third centre will provide training to Toda women in embroidery.

The industries to be covered by these schemes include glazed pottery, paper/machine, palm leaf and other palmyrah products.

Schemes for the establishment of 12 training centres for the development of handicrafts in Kerala have also been approved by the Government of India.

The Union Ministry of Production, on the recommendations of the All-India Handicrafts Board, has sanctioned a sum of 125,830 rupees as grant to Kerala, for the purpose.

Four centres for training 60 students in the screw pine and koragrass mat-weaving industry are to be set up in the four districts of Trivandrum, Trichur, Quilon and Kottayam. While generally mats and mattings alone are being made at present with koragrass and screw pine leaves, which are abundantly available in the State, the scheme envisages training of persons to make also other articles such as suitcases and hand bags.

A training-cum-production centre is to be established in the State for the fibre industry. The scheme envisages utilisation of different fibres for the manufacture of a number of articles. Training in new techniques and modern designs in fibre industry will be introduced at the centre. About 600,000 persons are employed in the coir industry, but there are very few workers in other fibre industries. It is expected that about 300,000 more people could be employed in the industry in the course of five years, if proper training is given to 60 trainees every year.

Bell-Metal Industry.- A training centre for the development of brassware and bell-metal industry is to be set up in the State, and 12 candidates are to be trained. It is proposed to produce improved types of artistic goods from brass and bell-metal on an organised and co-operative basis. The industry is expected to provide employment to not less than 1,000 persons in addition to the 3,000 workers scattered all over the State. A dyeing and printing centre is to be established to provide training to 12 persons for a period of one year.

As conchshells are available in abundance in the Arabian sea, which is the western boundry of the State, a training centre for the development of the conchshell industry is also proposed to be established. The other three training centres are for the development of lace and embroidery, lacquer-ware and papier-machie industries in the State.

At these centres training will be, inter alia, in mat-weaving, fibre industry, brass and metalware and conchshell industry.

(The Hindu, 8 January 1957;
The Hindustan Times, 10 January 1957).

CHAPTER 5. WORKING CONDITIONS AND LIVING STANDARDS.

INDIA - JANUARY 1957.

52. Workers' Welfare, Recreation and Workers' Education.

Workers' Education in India: Expert Team to advise Government.

The Government of India have appointed an eight-member team of experts to advise them in formulating detailed schemes to cover all aspects of workers' education.

The team which has been appointed in co-operation with the Ford Foundation will make concrete proposals regarding the education of union representatives in the principles and techniques of trade union organisation, management and financing.

They will also make proposals regarding the education of union representatives in responsible and effective participation in management. Education of union members for intelligent participation in union affairs and for better performance of their duties as citizens along with other general aspects of workers' education will also form part of the terms of reference of the team.

Emphasis has been placed on workers' education in the recommendations of labour policy in the Second Five-Year Plan. According to these recommendations, workers are to be trained in trade union philosophy and methods as also in the methods of management so that they can develop their organisations and take an effective part in the Joint Councils of Management to be set up in industrial undertakings.

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The first meeting of the team will be held in the first week of February at New Delhi, when they will have preliminary discussions with the Government of India officials and representatives of the employers' and workers' organisations.

The team will then visit different industrial centres like Calcutta, Jamshedpur, Bombay, Ahmedabad, Indore, Banaras, Madras and Bangalore and hold discussions with local trade unions, employers' organisations, educational institutions interested in labour education and State Government officers connected with trade unions.

On completion of their tour, the team will submit a report, which is proposed to be discussed in a Seminar by the end of March. The seminar will include members of the Team and representatives of trade union organisations.

The following are the members of the Team:-

(i) Mr. Anthony Luczek, Professor of Industrial Relations and Director, Labour Education Service, Pennsylvania State University; (ii) Mr. Emory Bacon, Director of Education, United Steel Workers of America; (iii) Mr. Knut Larsson, formerly President of the Swedish Labour Organisation; (iv) Mr. Percy Knight, Ex Assistant General Secretary, National Union of Seamen, United Kingdom; (v) Father A. Fonseca of the Social Institute, Poona; (vi) Shri A.S. Iyengar, retired Labour Commissioner, Bombay State; (vii) Shri P.S. Eswaran, Chief Labour Commissioner, Government of India; and (viii) Shri B.N. Datar, Director, Labour and Employment Division, Planning Commission.

(Press Communique dated 28 January 1957,
issued by the Government of India)

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Uttar Pradesh Labour Welfare Fund Act, 1956,
(U.P. Act No. XXXVII of 1956).

The Uttar Pradesh Labour Welfare Fund Bill (vide page 50 of the report of this Office for December 1955) as passed by the Uttar Pradesh Legislature received the assent of the President and has been gazetted as U.P. Act No. XXXVII of 1956. The Act provides for the constitution of a fund for promoting the welfare of labour in Uttar Pradesh. Provision is made for crediting to the Fund all fines realized from the employees under the provisions of the Payment of Wages Act, 1936; all unpaid accumulations; all amounts lying to the credit of the welfare account at the industrial establishments; any grants-in-aid by the State Government; any other voluntary donations; and any sums borrowed.

The Fund shall be utilized in connection with measures, other than the amenities provided by the employers under the provisions of any law, which may, from time to time, be specified by the State Government, to promote the welfare of labour employed in the industrial establishments. The moneys in the Fund may also be utilized to defray expenditure on the following, namely: (a) community and social education centres including reading rooms and libraries; (b) public baths and washing places; (c) medical relief and convalescent homes; (d) community necessaries; (e) educational facilities for women and children; (f) games and sports; (g) excursions, tours and holiday homes; (h) entertainment and other forms of healthy recreations; (i) home industries and subsidiary occupations for women and aged ones; (j) cost of administering the Act including the salaries and allowances of the servants of the Board and allowances of members of the Board; (k) co-operative, thrift, credit and multi-purpose societies; (l) corporate activities of a religious and social nature; (m) facilities for preparation and processing of food and materials; (n) housing schemes; and (o) any such other objects as would go to improve the standard of living and ameliorate the social conditions of labour employed in industrial establishments.

Provision is made for the establishment of the Uttar Pradesh Industrial Labour Welfare Board consisting of a chairman to be nominated by the State Government, equal number of representatives of employees and employers and such other persons not exceeding five, including at least one woman, to be nominated by the State Government. The functions of the Board shall be: to consider and prepare schemes to promote the welfare of labour; to devise ways and means for execution of the schemes so prepared; to administer the Fund for purposes of this Act; and to perform such other functions as may be assigned to the Board by or under this Act.

Other provisions of the Act deal inter alia with administration and management of the Fund, audit of accounts of the Fund, publications of accounts and expenditure from the Fund, investment of Fund, appointment of clerical and other staff, directions by State Government to Board for carrying out the purposes of the Act, power to make rules, etc.

The Act makes necessary amendment to section 8 of the Payment of Wages Act, 1936 (Central Act No. IV of 1936) to authorise the credit to the Fund all fines realised in the case of any factory or industrial establishment to which the Uttar Pradesh Labour Welfare Fund Act, 1956, applies.

(Government Gazette of the Uttar Pradesh, Extraordinary, 20 December 1956, pp.1-8).

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56. Labour Administration.

India - January 1957.

U.P.: Work of the Chief Inspector of Factories during 1955: Administration of Factory, Payment of Wages, Maternity Benefits, Employment of Children and Plantation Labour Acts.

The Office of the Chief Inspector of Factories, U.P., administers the following five labour enactments: (1) Factories Act, 1948; (2) Payment of Wages Act, 1936; (3) U.P. Maternity Benefit Act, 1938; (4) Employment of Children Act, 1938; and (5) Plantations Labour Act, 1951. The working of these Acts during 1955 is briefly reviewed below.

Factories Act, 1948.- The factory inspectorate is responsible for the administration of the Factories Act, 1948 and for this purpose there is a sanctioned strength of twenty inspectors excluding the Chief Inspector of Factories and the Deputy Chief Inspector of Factories. Out of this, 12 Inspectors worked throughout the year, four worked up to 21 December 1955 and four posts of inspector of factories remained vacant throughout the year.

During the year under review 1,293 factories got their licences renewed and 22 new factories were added to the list of licenced factories. In other words, 1,315 factories obtained licence as against 1,273 factories during the year 1954. Five hundred and fourteen factories had also applied for licences but no licences could be issued to them as certain formalities were yet to be gone through by them, action in regard to which is in hand. Besides the above, at the end of the year under review there were 68 factories belonging to Government and Local Bodies which though amenable to the Act did not apply for a licence. Necessary action is being taken in respect of these factories. The total amount realized as licence fee was 474,585 rupees 12 annas as against 455,043 rupees during the previous year.

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During the year under review the total number of inspections carried out under the Factories Act was 6,105. In all 899 plans of Factory buildings including those of additions and alterations, etc., in the factory buildings, were received for approval out of which 42 plans were for canteens, rest shelters, cresses and the rest for factory buildings to be used for other purposes.

The total number of complaints received during the year under review under Factories Act was 347 while 103 complaints were of miscellaneous nature. Four of the complaints were not concerning this department.

Five hundred and ninety-eight prosecutions were launched against the factories which were found contravening the provisions of Factories Act, 1948 and rules made thereunder.

The total number of accidents reported during the year under review was 9,322, out of these 29 were fatal and 9,293 non-fatal. With a view to check the rise of accidents in factories the Factory Inspectorate continued to persuade factories to form Safety First Committees where these did not exist. Consequently 137 factories reported during the year that they had formed Safety First Committees, while the rest of the factories are in the course of complying with the instructions on this subject.

Section 49 of the Factories Act, 1948, regarding factory welfare officers was found applicable to 128 factories amenable to the Factories Welfare Officer's Rules, 1955, out of which 114 factories appointed qualified factory welfare officers during the year under report. Out of the remaining 14 factories, two factories remained closed, the cases of six railway factories are under consideration of Government for exemption and the cases of four factories are being pursued and in case of the two remaining factories recourse had to be taken to prosecution for securing compliance of law.

Payment of Wages Act, 1936. - The total number of inspections made in 1955 under this Act was 2,314 out of which 1,087 breaches were discovered. As most of these breaches were of minor nature, factories' attention was drawn for strict compliance of the provisions of the Act and Rules except in 16 cases where prosecutions were launched for persistent breaches. Two hundred and fourteen complaints were received under the Payment of Wages Act during the year, on which necessary action was taken by this Department. Seventy-five directions were lodged under Payment of Wages Act, 1936 and rules made thereunder for non-payment of wages to workers in contravention of the provisions of section 5 of the Act.

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U.P. Maternity Benefit Act, 1938.- One hundred and twenty-three inspections were carried out in the factories during the year 1955, out of which 85 breaches were discovered. As these breaches were mostly of minor nature, these were filed after necessary rectification by the factories.

Employment of Children Act, 1938.- The factory inspectorate strives that all restrictions as laid down in the Act with regard to the employment of the children are strictly followed by the factories and keeping this in view 827 inspections were carried out under this Act. Forty-seven breaches were discovered, but as these were of minor nature, these were filed after compliance was reported by the factories.

Plantations Labour Act, 1951.- As the Plantations Labour Act had been enforced only very recently, i.e., from 1 April 1954, the inspectorate was conducting during 1955 a survey of plantations to be covered by the Act. The draft of the rules framed under this Act had been published, but was awaiting finalisation.

(Labour Bulletin (Published by the
Labour Department, Uttar Pradesh)-
Vol. XVI, No.7, July 1956, pp.105-107).

Inspection of Mines in India: Report of the Chief
Inspector of Mines for 1954*.

The following information relating to the working of the Mines Act, 1952, is taken from the annual report of the Chief Inspector of Mines for 1954.

Application.- The Mines Act, 1952, continued to be in force throughout India, excepting the State of Jammu and Kashmir. The list of exempted mines or classes of mines was, however, thoroughly revised during the year under report and several mines which were hitherto not subject to the provisions of the Act were brought under its scope. Thus the exemption previously granted to mines producing barytes, bauxite, fireclay, ochre and slate were withdrawn. Iron-ore mines, worked without mechanical power, the output of which is supplied locally to smelters and blacksmiths, ~~etc~~ also been brought under the purview of the Act. Mines of kankar (stone), murrum, boulder, gravel, shingle, ordinary sand, ordinary clay (not including kaolin, china-clay, white-clay or fire-clay) building stone, road metal, earth, fuller's earth and limestone, excepting those as are specified, are exempted from all the provisions of the Act excepting Sections 44, 45 and 46, so long as the depth of any excavation does not exceed 20 ft. and the number of persons employed does not exceed 50. Small prospecting excavations are also exempted from all the provisions of the Act excepting Sections 44, 45 and 46 provided that not more than 20 persons are employed, no part of the excavation extends below ground and the depth of the excavation does not exceed 50 ft. in case of coal and 20 ft. in case of non-coal. Borings and oil wells, in the making or operation of which no person is employed below ground, are exempted from all the provisions of the Act.

Sections 44, 45 and 46 restrict, respectively, the employment of adolescents not certified to be fit for work as adults, employment of children and employment of women.

* Annual Report of the Chief Inspector of Mines in India for the year ending 31 December 1954. Mines Act 1952: Published by the Manager of Publications, Delhi, 1956: pp. 301; Price Rs. 20/8/- or 31sh. 6d.

During the year there were 2,873 mines under the purview of the Act, consisting of 853 coal mines and 2,020 other mines. The corresponding figures for 1953 were 858 and 2,272 respectively.

Number of workers employed.— The daily average number of persons working in and about the mines regulated by the Mines Act in 1954 was 568,254 as compared with 593,868 in the previous year, a decrease of 4 per cent.

The average daily number of men and women who worked underground, in open-cast workings and on the surface along with the corresponding figures for the previous year are given below:—

	Men		Women		Total	
	1953	1954	1953	1954	1953	1954
Underground. -----	219,266	214,620	-	-	219,266	214,620
Open-Workings. -----	117,839	110,948	72,013	63,760	189,852	174,708
Surface. -----	130,097	128,264	54,653	50,662	184,750	178,926
Total. -----	467,202	453,832	126,666	114,422	593,868	568,254

The decrease in employment in 1954 was more marked in the open-cast workings than in the underground mines. While underground employment dropped by 2.1 per cent only, employment in open workings fell by 8.0 per cent. Surface employment declined by 3.2 per cent.

Women formed about 20.1 per cent of the total employment in 1954 as against 21.3 per cent in 1953, 20.1 per cent in 1952 and 19.3 per cent in 1951. The reduction in employment was thus more marked among women than among men.

The daily average number of persons employed in coal mines was 340,964 as compared with 341,193 in 1953, a slight drop of less than 0.1 per cent. The report says that the continued drop in the volume of employment in the coal mining industry points to an overall improvement in the efficiency of the industry against a background of increasing output. It adds that reduction of employment was recorded not only on the surface but also in open-workings. Further, while the average daily employment of men in the coal mining industry showed a slight increase from 292,381 in 1953 to 293,088 in 1954, the number of women employed declined from 48,812 in 1953 to 47,876 in 1954.

Among the major coal-fields, Jharia employed 124,185 workers in 1954 as against 126,263 in 1953. Raniganj employed 111,710 workers in 1954 as compared to 112,045 in 1953. Most of the other fields recorded more or less stationary levels of employment while Hyderabad and Vindhya Pradesh witnessed considerable increases.

The distribution of persons employed in coal and other mines is given in the table below:-

Name of Minerals.	UNDR- GROUND. Males.	OPEN-WORKINGS.		SURFACE.		TOTAL
		Males.	Females.	Males	Females.	
Coal -----	182,104	21,091	11,141	89,893	36,735	340,964
Apatite -----	..	57	40	16	3	116
Asbestos -----	451	137	446	30	..	1,064
Barytes -----	171	144	294	83	95	697
Bauxite -----	--	713	564	191	43	1,511
Beryl -----	64	800	56	380	2	1,302
Calcite -----	--	45	6	5	10	66
China Clay -----	137	1,020	1,040	871	502	3,570
White Clay -----	--	328	448	202	88	1,061
Clay -----	4	--	--	--	--	4
Chromite -----	167	350	114	382	307	1,320
Copper -----	2,242	10	5	1,564	231	4,052
Corundum -----	--	51	4	14	--	69
Diamond -----	154	959	328	290	175	1,906
Dolomite -----	--	250	349	256	95	950
Emerald -----	--	169	43	54	--	266
Felspar -----	--	134	29	23	28	214
Fireclay -----	49	482	185	145	102	963
Galena and Sphalerite.	265	--	--	355	27	627
Gold -----	11,139	--	--	6,107	808	18,054
Graphite -----	21	87	57	72	12	249
Gravel -----	--	45	13	--	--	58
Gypsum -----	--	1,781	563	638	136	3,118
Ilmonite -----	--	1,975	4	563	--	2,632
Iron-ore -----	--	13,820	7,872	8,503	2,707	30,772
Iron-Pyrites -----	6	--	--	12	--	18
Red Oxide of Iron	--	36	26	1	--	63
Kyanite -----	--	1,032	463	81	48	1,804
Lignite -----	--	366	53	266	8	693
Limestone -----	--	13,095	7,515	4,113	1,030	25,753
Magnosite -----	--	2,038	1,107	33	3	3,181
Manganese -----	1,965	40,098	28,781	8,606	5,471	84,821
Mica -----	15,212	5,060	786	4,765	1,512	27,335
Ochre -----	361	22	58	158	105	704
Sandstone -----	--	26	--	--	--	26
Salt -----	65	--	--	52	19	136
Selanite -----	--	34	7	32	6	76
Silica -----	--	161	29	32	19	241
Sillimanite -----	--	120	11	142	--	273
Slate -----	5	562	11	10	--	588
Steatite -----	38	707	298	237	144	1,424
Stone -----	--	3,108	1,117	1,046	191	5,462
Ting Ore -----	--	6	2	1	--	9
Wolfram -----	--	29	10	--	--	39
TOTAL(ALL MINERALS).	214,620	110,948	63,760	128,264	50,662	688,254

Absenteeism.- The overall percentage of absenteeism recorded a slight drop as compared to the preceding year, although in some of the major fields it was moving in the opposite direction. The monthly figures for some of the major coalfields are given in the following table:-

Year	Assam	Raniganj	Jharia	Orissa	Vindhya Pradesh	Madhya Pradesh	Hyderabad	All fields
1951 ---	..	13.50	11.20	15.04	..	14.61	14.82	13.51
1952 ---	16.34	13.54	11.14	14.60	15.55	15.23	12.68	13.12
1953 ---	16.73	13.71	12.28	13.43	16.05	13.36	12.68	13.46
1954 ---	18.51	12.87	12.70	13.79	15.86	13.08	10.80	13.30

Output.- The following table shows the output of certain minerals during 1954 and their value:-

Mineral	Total output 1954	Value in Million Rupees.
Coal	56,880,810 tons.	539,093
Iron Ore	4,234,123 tons.	28,399
Mica	104,477 Cwt.	15,918
Crudo	5,111 Cwt.	0.190
Waste	3,241 Cwt.	0.103
Manganese	1,396,208 tons.	112,658
Copper	342,403 tons.	18,723
Gold	239,162 ozs.	56,206
Silver	17,199 ozs.	0,071
Chromite	45,438 tons.	1,357
Fireclay	72,092 tons.	0,679
Galena and Sphaleite.	6,822 tons.	1,843
Graphite	18,233 Cwts.	0,080
Gypsum	597,197 tons.	3,931
Limestone	6,164,173 tons.	22,015
Magnesite	70,507 tons.	1,453
Silica	17,179 tons.	0,156
Steatite	825,821 Cwts.	1,310
Stono	995,571 tons.	3,935
Wolfram	20 Cwts.	0,012
Diamond	1,800 Carats.	0,390
Emerald	509,180 Carats.	0,670

The aggregate pit-head value of the mineral output during 1954 amounted to 833,905,162 rupees as compared to 827,927,908 rupees in 1953 and 789,124,167 rupees in 1952.

Accidents.- Two hundred and eighty-one fatal accidents occurred in mines during the year as against 281 during the preceding year. These accidents were responsible for the deaths of 407 persons and serious injuries to 89 persons. The corresponding figures for 1953 were 305 fatal accidents, 388 deaths and 68 injuries.

Non-fatal accidents considered 'serious' numbered 4,332 in 1954, as against 4,149 in 1953. The number of persons seriously injured in such accidents during the year was 4,402 as compared to 4,218 during the previous year. A 'serious' accident is defined as one in which an injury has been sustained, which involves, or in all probability will involve the permanent loss of or injury to the sight or hearing or fracture of any limb or the enforced absence of the injured person from work for a period exceeding 20 days. The number of serious accidents in which more than once per one person was injured was 42. Of these 30 involved injuries to two persons each, 8 to three persons each, 2 to four persons each and 2 to ten persons each.

Thus, in all, in the ^f fatal and serious accidents 407 were killed (of whom 392 were men and 15 were women) and 4,491 persons were seriously injured (of whom 4,339 were men and 152 were women).

Of the 407 persons killed, 338 were working underground, 38 (33 males and 5 females), in open workings and 31 (21 males and 10 females) on surface. Of the number seriously injured, 3,528 were working underground, 223 (187 males and 36 females) were in open workings and 1,010 (894 males and 116 females) were surface employees.

The report mentions that despite a drop in the number of fatal accidents, the number of deaths showed an increase during the year on account of a major disaster in the Parasia Coal-field towards the end of the year involving 63 deaths.

Death and serious injury rates.- The frequency rate of injuries in 1954 per 1,000 workers employed showed increase in the case of fatal, serious injuries; the relevant rates being 0.72 in the case of deaths, and 7.92 in the case of serious injuries, as against 0.65 and 7.03 respectively, in 1953. The rates are shown in the following table:-

Accidents rates per 1,000 workers employed

	Death Rate			Serious injury rate		
	Men	Women	All	Men	Women	All
Underground ---	1.57	-	1.57	15.18	-	15.18
Open-workings ---	0.30	0.08	0.22	1.69	0.56	1.28
Surface ---	0.16	0.20	0.17	6.97	2.29	5.64
Over-all--	0.86	0.13	0.72	9.56	1.33	7.90

Coal mines, which account for the bulk of the mining employment recorded 221 fatal accidents during the year under report as compared with 257 in 1953, 293 in 1952 and 278 in 1951. The incidence of fatal accidents in the coal mining industry in 1954 was thus the lowest during the last four years. Despite the Parasia disaster which alone involved 63 deaths, the total number of deaths in coal mines during the year continued to be lower than in the preceding two years being 329 in 1954 as compared with 330 in 1953 and 353 in 1952. The number of non fatal accidents in the industry in 1954 was, however, slightly higher than in the preceding year. Among the other mining industries, gold mines were responsible for a large number of serious accidents and a comparatively high figure of fatal accidents. Copper mines also showed an increase in the number of accidents especially of the serious category, during the year. On the other hand, lime-stone quarries showed a better record during the year with fewer accidents than in the preceding year. In mica, manganese and iron ore mines, while the number of deaths registered a slight increase, the number of non-fatal injuries declined appreciably. There was a slight increase in the number of deaths and serious injuries in other mines.

The following table classifies the fatal accidents which occurred during the year, together with the corresponding figures for the preceding year, according to the responsibility as determined by the officers of the Department of Mines:-

Classification of Responsibility.	1954		1953	
	No. of fatal Accidents.	Percentage to total.	No. of fatal Accidents.	Percentage to total.
Misadventure .	175	62.28	233	76.4
Fault of management.	31	11.03	20	6.5
Fault of sub-ordinate supervisory staff.	58	13.52	28	9.2
Fault of deceased.	26	9.25	11	3.6
Fault of co-worker.	10	3.56	13	4.3
Faulty material.	1	0.36	-	-
Total.	281	100.00	305	100.0

During 1954 nearly 50 per cent of the fatal accidents and 13 per cent of the serious accidents were due to falls of roofs and sides. Other important sources of fatal accidents were haulage, shafts and explosives. Irruptions of water and explosions, though few in number, also contributed heavily to the death-roll. Among the serious accidents, nearly half were attributed to miscellaneous causes underground.

Welfare measures including medical facilities.- The report also gives an account of the welfare activities and activities connected with health, sanitation, and medical relief in the coal and mica mines during 1954. These activities have already been reviewed in monthly reports of this Office references to which are given below:

Welfare activities in coal mines:-

- During 1954 - 1955 ---- pp. 49-55 of the report for March 1956.
- During 1953 - 1954 ---- pp. 72-77 of the report for June 1955.

Welfare activities in mica mines:-

- During 1954 - 1955 --- pp. 28-35 of the report for December 1955.
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Inspections.+ During the year 786 coal, 1,269 non-coal and 66 non-Act mines were inspected and in all 6,080 were made to enforce the provisions of the Mines Act and the Rules and Regulations made thereunder, the provisions of the Mines Maternity Benefit Act and Mines (Creches) Rules.

Coal mines were inspected more frequently than non-coal mines. All the fatal accidents and some of the major serious accidents were investigated. Complaints of breaches of regulations and rules were usually enquired into. Inspections were also undertaken at the invitation of the mine-owners, superintendents and managers desirous of obtaining advice on safety matters. Damages or threatened damages to dwelling houses and roads due to extension of underground workings, under-ground fires, risks of inundation, etc., were looked into. Attention was also paid to maintenance of records and provision of creches and other amenities in non-coal mines.

Owing to shortage of staff, 66 coal mines and 620 non-coal mines, mostly small could not be inspected during the year.

During the year, 276 prosecutions were instituted as compared with 272 prosecutions in 1953.

Dangerous occurrences.- In addition to the dangerous occurrences in which lives were lost information was received during the year of 86 dangerous occurrences as follows:-

Sixteen were due to over-winding of cage or skips; 12 were due to derailment of skips or cage; 7 were due to spontaneous heating of coal underground; 16 due to spontaneous heating of coal-stock on the surface; 4 due to outbreak of fire on the surface from causes other than spontaneous heating; 1 due to outbreak of underground fire in non-coal mines; 2 due to outbreak of underground fire in coal pillars from causes other than spontaneous heating; 1 due to the breakage of fire stoppings; 4 due to spontaneous heating of carbonaceous matter on the surface; 4 due to influx of noxious gases; 2 due to irruption of surface water into the underground working; 1 due to irruption of water from the workings lying above; 1 due to breach of embankment adjoining a mine opening due to heavy rains; 1 due to rockburst; 3 due to the breaking of winding ropes; 2 due to the damage of the winding rope due to kinking while the engine was in motion; 2 due to the breakdown of the winding engine while the engine was in motion; 1 due to careless operation of the winding engines; 1 due to the runaway of the wagons due to the breakage of the coupling chain; one due to an empty truck falling out of a cage while the cage was in motion; 1 due to the falling out of a loaded bandy into the shaft while the cage was standing on keps; one due to the failure of the cylinder while the capstan was being lowered; one due to the premature collapse of the strata between two sections of workings; and one due to probable ignition of firedamp.

Coal mines provident fund.- THE SCHEME for compulsory contributory provident fund for workers in coal mines operated in West Bengal, Bihar, Madhya Pradesh, Vindhya Pradesh, Orissa and Assam, while the question of its extension to the States of Hyderabad and Rajasthan was under Government's consideration.

About 300,000 workers were admitted as members of the Fund during the period from 12 May 1947 to 30 September 1948 and a sum of about 5,670,000 rupees had been realised as Provident Fund contribution for them for that period. About 520,000 members joined the fund subsequently, raising the total membership to over 800,000 by the end of 1954. Upto the end of the year, 22,841 refunds involving a sum of over 2,170,000 rupees had been made to outgoing members or their nominees.

Working of the Mines Maternity Act.- During the year 1954, a total of 812 mines were inspected by the four Junior Labour Inspectors of Mines in connection with the enforcement of the provisions of the Mines Maternity Benefit Act and Rules made thereunder. No new Labour Inspector was recruited during the year 1954.

Out of a total number of 66,071 women employed, 3,137 women claimed benefits under the Act; of these 2,624 women were paid full maternity benefits amounting to 111,027 rupees. The total amount paid for maternity benefit was 133,543 rupees and six annas.

(The report for the year 1953 was reviewed at pages 45-52 of the report of this Office for January 1956).

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59. Social Research.

India - January 1957.

The Suppression of Immoral Traffic in Women and Girls
Act, 1956 (No. 104 of 1956)

The Government of India gazetted on 31 December 1956, the Suppression of Immoral Traffic in Women and Girls Act, 1956, as passed by Parliament and which received the assent of the President on 30 December 1956. The Act provides in pursuance of the International Convention signed at New York on 9 May 1950, for the suppression of immoral traffic in women and girls. As from the date of coming into force in any State of the provisions other than section 1 of this Act (which comes into force immediately) all State Acts relating to suppression of immoral traffic in women and girls or to the prevention of prostitution, in force in that State immediately before such date shall stand repealed.

(The Gazette of India, Extraordinary,
Part II, Section 1, 31 December 1956,
pp. 1459-1476)

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Women's and Children's Institutions (Licensing) Act, 1956
(No. 105 of 1956)

The Government of India gazetted on 31 December 1956, the Women's and Children's Institutions (Licensing) Act, 1956, which received the assent of the President on 30 December 1956. The Act provides for the licensing of institutions for women and children and for matters incidental thereto. 'Institution' means an institution established and maintained for the reception, care, protection and welfare of women or children. The Act provides that after the commencement of the Act no person shall establish or maintain an institution except under and in accordance with the conditions of a licence granted under the Act. Other provisions of the Act deal with circumstances under which a licence will be revoked, appeal against order of licensing authority, power to make rules and penalties.

(The Gazette of India, Extraordinary,
Part II, Section 1, 31 December 1956,
pp. 1476-1480).

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CHAPTER 6. GENERAL RIGHTS OF WORKERS.

INDIA - JANUARY 1957.

63. Individual Contracts of Employment.

Uttar Pradesh: Annual Report on the Working of the
Industrial Employment (Standing Orders) Act, 1946,
for the Year 1955.

According to the annual report on the working of the Industrial Employment (Standing Orders) Act, 1946, for 1955, the Industrial Employment (Standing Orders) Act, 1946, continued to remain applicable to such industrial establishments of the State employing less than 100 workmen as were: (a) members of the Employers' Association of Northern India, Kanpur; (b) members of the U.P. Oil Millers' Association, Kanpur; (c) electrical undertakings; (d) water works; (e) concerns engaged in Glass Industry; and (f) concerns whose employers voluntarily applied for certification of their Standing Orders under the Act.

At the beginning of the year 1955, 633 industrial establishments of the State had statutorily enforceable Standing Orders governing the conditions of employment of their workmen. Standing Orders for 566 of these establishments had been certified under the Industrial Employment (Standing Orders) Act, 1946. For the remaining 67 industrial establishments, which are vacuum pan sugar factories, there had been one set of Standing Orders enforced under the U.P. Industrial Disputes Act, 1951, since 1 October 1951. The Standing Orders for sugar factories were re-examined by a sugar industry standing orders committee, appointed by the State Government, vide notification dated 26 June 1954. The Committee submitted its final report on 31 December 1954 for consideration of the U.P. Government, and consequently a new set of revised Standing Orders were made applicable to the vacuum pan sugar factories of the State under U.P. Government notification No. 6507 (ST)/XXXVI-A-76 (ST)/54, dated 12 November 1955.

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During the year under report, Standing Orders for 35 new industrial establishments, were certified under the Act, bringing the total number of the industrial establishments having certified Standing Orders on 31 December 1955, to 601.

During the year under report, employers of 4 industrial establishments made applications to the Certifying Officer under section 10 of the Industrial Employment (Standing Orders) Act, 1946, for getting certain modifications effected in their originally certified Standing Orders. In addition to these, there were 3 more applications for modifications pending at the commencement of the year. During the year, five of the seven applications were disposed of.

Inspection.— The labour inspectors of the State inspected 165 industrial establishments (including sugar factories) to check the enforcement of standing orders statutorily applicable to them. They also made enquiries under rule 5 and 9 and elections of workmen's representatives under Rule 10 of the U.P. Industrial Employment (Standing Orders) Rules, 1946.

Eighty-seven enquiries were made by these inspectors in general complaints from trade unions regarding contraventions of certified standing orders by employers. The contraventions noticed during inspections and enquiries were removed by the employers and where there were delays, show cause notices were issued to the employers concerned. Such notices ultimately secured ready response.

No prosecution was instituted during the year for contravention of Standing Orders.

Out of 40 applications for certification disposed of during the year under report, alterations were effected in 26 cases by mutual agreements between employers and workmen's representatives attending the hearings.

(Copy of Annual Report on the Working of the Industrial Employment (Standing Orders) Act, 1946, received in this Office)

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

India - January 1957.

Madras: Working of the Payment of Wages Act during
the Year 1955*.

According to the annual report on the working of the Payment of Wages Act in Madras State for 1955, the Act extended to all factories covered by Section 2(m)(i) and 2(m)(ii) of the Factories Act, 1948 and also to plantations and motor omnibus services.

Annual returns were sent to 4,921 factories covered by the Act, but only 4,507 factories submitted the returns. Therefore, particulars are available only in respect of 91.6 per cent of factories covered by the Act. Suitable action is being taken against the managers of factories who failed to submit the return without any reasonable cause.

Total wages paid.- The average number of persons employed during the year in the factories from which returns were received in time were 297,420 and in the other industrial establishments, 53,581 comprising 50,042 in plantations and 3,539 in motor omnibus services. The gross wages paid in these establishments in the year including deductions was 266,412,664 rupees 3 annas and 11 pies in factories, 32,068,168 rupees 1 anna and 1 pie in plantations and 3,357,505 rupees 7 annas and 2 pies in motor omnibus services.

* Government of Madras: Report on the Working of the Payment of Wages Act in the State of Madras for the year 1955: Printed by the Superintendent, Government Press, Madras, 1956. Price 10 annas; pp. 31.

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The provisions of the Act regarding the disbursement of wages within the prescribed time-limit was generally complied with. In cases of non-payment and delayed payment of wages, the paymasters were warned and directed to observe the provisions of the Act. In other cases, the parties concerned were advised to apply to the authority for a direction under the Act. The provisions of section 4 of the Act were complied with in almost all cases. In cases where the wages were not paid on the dates prescribed, the attention of the paymasters was drawn to the provisions of the Act for compliance.

Deductions from wages.- Deductions from wages of workers made under the Act were authorised and were in accordance with the provisions of the Act. A sum of 18,464 rupees 7 annas and 6 pies was deducted from the wages of workers as detailed below:-

	Number of cases.	Amount.		
		Rs.	As.	P.
Deduction under fine. -----	49,970	13,383	13	0
Deduction for damage or loss.---	10,838	3,104	12	6
Deduction for breach of contract.	1,959	1,975	14	0
Total.	62,767	18,464	7	6

Inspections and prosecutions.- As usual, inspections under this Act were made along with the inspections under the Factories Act, 1948. Special visits were also made by the inspectors to enquire into the complaints of non-payment of wages, delayed payment of wages and illegal deductions from the wages of the workers.

During the year, 61 prosecutions were taken for failure to submit the annual return for the year 1954 and for non-maintenance of registers and to display notices. A sum of 784 rupees was imposed as fine.

(The Working of the Act during the year 1954 was reviewed at pages 72-73 of the report of this Office for March 1956).

66. Strikes and Lockout Rights.

India - January 1957.

Andhra Pradesh: Motor Transport Service declared
to be a Public Utility Service.

In exercise of the powers conferred under the Industrial Disputes Act, 1947, the Government of Andhra Pradesh has declared the motor transport industry in the State to be a public utility service for the purposes of the said Act for a period of six months from 27 December 1956.

(Andhra Pradesh Gazette, Part I,
27 December 1956, page 279).

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Orissa: Air Transport Services declared to be a
Public Utility Service.

In exercise of the powers conferred under the Industrial Disputes Act, 1947, the Government of Orissa has declared the air transport services operating in the State to be a public utility service for the purposes of the said Act for a period of six months from 27 December 1956.

(Orissa Gazette, Part III,
4 January 1957, page 7).

67. Conciliation and Arbitration.

India - January 1957.

Uttar Pradesh Industrial Disputes (Amendment and
Miscellaneous Provisions) Act, 1956 (U.P. Act No. 1
of 1956).

The Uttar Pradesh Industrial Disputes (Amendment and Miscellaneous Provisions) Bill (vide page 65 of the report of this Office for October 1956) as passed by the Uttar Pradesh Legislature received the assent of the President on 29 December 1956 and has been gazetted as U.P. Act No. 1 of 1957. The Act introduces the provisions of the Industrial Disputes (Amendment and Miscellaneous Provisions) Act, 1956, enacted by Parliament with appropriate alterations in the U.P. Industrial Disputes Act, 1947. These amendments relate inter alia to widening of the scope of the term 'workman', setting up of labour courts, industrial tribunals and national tribunals, notice of change in conditions of service of workmen, conditions which trade unions shall comply for taking up industrial disputes to industrial courts.

(Government Gazette of the Uttar Pradesh,
Extraordinary, 2 January 1957, pp. 1-26).

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69. Co-operation and Participation of Industrial Organisations in the Social and Economic Organisation.

India - January 1957.

Workers' Participation in Industry: Special Labour Ministers' Conference to consider Study Team's Report.

The thirteenth session of the Labour Ministers' Conference held at New Delhi on 27 and 28 December 1956 (vide pp. 14-17 of this report) considered the question of associating workers in the management of industry as envisaged in the Second Five-Year Plan. It was decided that a Special Conference of Labour Ministers be convened at an early date to examine the report that would shortly be submitted by the tripartite team which recently visited several European countries (vide page 73 of the report of this Office for September 1956) and draw up plans for implementing the scheme.

CHAPTER 7. PROBLEMS PECULIAR TO CERTAIN CATEGORIES
OF WORKERS.

INDIA - JANUARY 1957.

71. Employees and Salaried Intellectual Workers.

Madras: Annual Report on the Working of the Madras Shops
and Establishments Act, 1947, for the Year 1955*.

According to the administration Report on the working of the Madras Shops and Establishments Act for 1955, the Act continued to be in force in the City of Madras, all the municipalities, major (class I) panchayats and notified establishments. The Act was not extended to any new panchayats during the year and no municipalities were constituted during the year under report.

The Government had decided to extend the Act to the Pallavaram and St. Thomas Mount cantonment areas in the Chingleput district by a notification issued under section 5 of the Act, in the current calendar year, to better the lot of commercial employees in these areas. The Act has not been extended to the cantonment areas in the last seven years, ever since the Act came into force.

The following statement shows the particulars of the number of establishments covered by the Madras Shops and Establishments Act.

* Administration Report on the Working of the Madras Shops and Establishments Act for the Year 1955; Superintendent, Government Press, Madras, 1956; pp.4; Price 4 annas.

Statement showing the Number of Establishments, etc., in
Each Revenue District in the State.

Serial No. and Name of the District.	No. of shops.	No. of persons employed in shops.	No. of commercial establishments.	No. of persons employed in commercial establishments.	No. of restaurants.
(1)	(2)	(3)	(4)	(5)	(6)
I. Madras	25,861	32,034	1,545	11,382	1,944
II. Chingleput	6,066	4,062	61	258	535
III. North Arcot	10,779	5,289	118	505	1,005
IV. South Arcot	6,634	3,992	110	324	754
V. Tanjore	12,507	10,667	285	1,374	1,536
VI. Tiruchirappalli	11,772	13,597	464	2,738	1,216
VII. Madurai	16,652	17,654	560	2,735	1,711
VIII. Ramanathapuram	11,075	8,456	231	865	1,199
IX. Tirumelveli	11,422	9,295	395	1,416	1,582
X. Salem	10,609	8,339	341	1,351	1,116
XI. Coimbatore	15,647	11,527	630	2,834	1,538
XII. Nilgiris	2,203	1,190	102	409	222
XIII. Malabar	12,516	8,285	363	2,617	2,552
XIV. South Kanara	3,884	1,627	246	1,452	398
Total	157,627	136,024	5,451	30,260	17,308

	No. of persons employed in restaurants.	No. of theatres.	No. of persons employed in theatres.	No. of other places of amusement or entertainment.	No. of persons employed in other places of public amusement or entertainment.
(1)	(7)	(8)	(9)	(10)	(11)
I. Madras	5,580	40	1,015	4	118
II. Chingleput	1,204	13	144	..	..
III. North Arcot	1,328	27	358	..	..
IV. South Arcot	1,172	12	136	..	..
V. Tanjore	2,401	31	370	1	10
VI. Tiruchirappalli	4,279	32	346	..	..
VII. Madurai	3,613	40	555	2	18
VIII. Ramanathapuram	2,111	24	264	4	2
IX. Tirumelveli	1,829	24	294	..	..
X. Salem	1,599	36	359	..	..
XI. Coimbatore	3,743	45	503	1	52
XII. Nilgiris	949	7	55	1	12
XIII. Malabar	2,827	13	142	..	..
XIV. South Kanara	722	14	103	..	..
Total	33,157	358	4,644	13	212

There has been no amendment to the Act and rules during the year. The Act is proposed to be re-enacted on the lines of the All-India Shops and Establishments Bill and on the basis of the experience gained in the administration of the present Act in the last eight years as well as on the orders of the Government issued with G.O.Ms. No.4060, Development, dated 7 September 1953, on the report of the Special Officer who was appointed to review the working of the Act and Rules.

Appeals.- No appeals were filed under this section during the year under report.

Appeals under Section 41 of the Act.- One hundred and seventy-two appeals were pending on 1 January 1955. Three hundred and twenty-nine appeals were filed during the year and 360 cases were disposed of during the year under report leaving a balance of 141 at the close of the year.

The following statement shows the number of prosecutions sanctioned with their results:-

Number of prosecutions sanctioned including cases pending on 31 December 1954.	-----	589
Number of cases convicted.	-----	516
Number of cases acquitted.	-----	14
Number of cases withdrawn.	-----	23
Number of cases pending on 31 December 1955.	-----	36
Fines realised.	-----	7,133 Rupees.
Number of disputes amicably settled by Assistant Inspectors of Labour.	-----	2,164

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73. Officials and Public Employees of National, Regional
and Local Administrations, of Nationalised Undertakings
or Undertakings Managed with the Participation of the
Public Authorities.

India - January 1957.

Pay Scales for Mysore Government Employees revised:
Maximum Salary Fixed at 1,500 Rupees.

On 1 January 1957, the Government of Mysore announced new pay scales for its employees, fixing the minimum emoluments between 45 rupees and fifty rupees and the maximum at 1,500 rupees.

The scheme has been reviewed separately under paragraph 37 of this Report (pages 51-52).

(The Hindu, 2 January 1957)•

CHAPTER 8. MANPOWER PROBLEMS.

INDIA - JANUARY 1957.

81. Employment Situation.

Employment Exchanges: Working during November 1956.

General employment situation.- According to the review of the work done by the Directorate General of Resettlement and Employment during November 1956, despite an increase of about 3,000 in the fresh registrations during the month, the number of registered unemployed at the end of the month dropped by 16,000. This seasonal tendency of the live register to fall was a continuation of the trend observed during the last two months. The number of vacancies notified to exchanges and the placements effected were higher than the corresponding figures of November last year both in the public and the private sectors. This rise has been due to a slight local improvement of the employment situation in some States.

In consequence of the re-organisation of States with effect from the 1 November 1956, the statistics contained in this month's review relate to the reorganised States.

Widespread shortage persisted in respect of stenographers, fast typists, trained teachers, overseers, draughtsmen, compounders and nurses. Shortage was fairly widespread in respect of physical training instructors, sanitary inspectors, health visitors, midwives and tummers. Dearth of boilermen, experienced doctors, qualified engineers, surveyors, electricians and road roller drivers was also experienced by a number of exchanges.

Widespread surplus persisted in respect of clerks, freshers from schools and colleges, carpenters, motor drivers, unskilled office workers, chowkidars, sweepers and unskilled labourers. Untrained teachers, motor mechanics, and semi-skilled fitters were also reported surplus to requirements.

Registrations and placings.— The following table shows registrations for employment and placings during October and November 1956:—

	<u>November 1956</u>	<u>October 1956</u>
Registrations -----	123,976	120,683
Placings -----	16,889	14,168

Registrations recorded an increase of 3,293 as compared to previous month. Increase in registrations was noticeable in the States of West Bengal (6,063), Mysore (1,228) and Punjab (1,025). The employment exchanges in Uttar Pradesh, Bombay and Bihar, on the other hand, reported a fall of 3,483, 1,667 and 1,492 respectively in the number of registrations as compared to previous month.

During the month under review, 81,415 applicants were submitted to employers for selection as against 84,932 during the preceding month. A notable increase of 2,721 in placements was recorded. The increase of 2,721 in placements was marked in the States of Punjab (1,463), West Bengal (575) and Bihar (487), while a decrease occurred in the States of Kerala (562) and Bombay (432). Of the total placements 5,208 were secured under the Central Government, 6,848 under State Governments, 2,131 under quasi-Government establishments and local bodies and the remaining 2,702 with other employers.

Vacancies notified.— The number of employers who used the exchanges during the month was 5,293 as against 4,964 during October 1956. The number of vacancies notified by them was 24,506 as compared with 22,663 during October 1956, thus recording an increase of 1,843. A comparatively large increase in the number of vacancies notified was reported by the employment exchanges in Punjab (1,679), West Bengal (804) and Himachal Pradesh (669). On the other hand, ^{at the} fall in the vacancies notified 7,642 were by the Central Government, 10,429 by State Governments, 2,137 by quasi-Government establishments and local bodies and the remaining 4,298 by other employers. There was thus an increase of 1,415 in the public sector and of 428 in the private sector.

Register of unemployed.- The number of persons seeking employment assistance through the employment exchanges on the last day of the month under report was 760,505 which was 16,252 less than the figure as at the end of the previous month. Of those on the live register 8,479 were known to be employed and self employed persons, of whom 243 were women. The composition of the live register occupation-wise is shown below:-

<u>Occupations</u>	<u>Number of Live Register as on 30 November 1956.</u>
1. Industrial Supervisory	5,111
2. Skilled and semi-skilled	59,422
3. Clerical	216,780
4. Educational	25,442
5. Domestic service	25,465
6. Unskilled	390,324
7. Others	37,961
Total	<u>760,505</u>

Employment position of special types of applicants.- The employment position regarding special types of applicants is shown in the table below:-

<u>Category</u>	<u>Registrations</u>	<u>Placings</u>	<u>Number on Live Register</u>
1. Disabled persons	4,446	747	43,139
2. Ex-Servicemen	5,071	995	25,871
3. Scheduled Caste applicants	15,301	2,840	74,105
4. Scheduled Tribe applicants.	3,646	803	15,919
5. Women.	6,585	1,054	38,095

Surplus and discharged Central and State Government employees.- During the quarter August-October 1956, the employment exchanges, effected 6,857 registrations and secured 2,074 placements in respect of this category of applicants. The corresponding figures for the quarter May-July 1956 were 3,619 and 1,643 respectively. Of the total number placed in employment, 1,524 were discharged Central Government employees and 550 discharged State Government employees. At the end of the quarter 8,248 employment seekers belonging to this category were on the live register, of whom 5,232 were ex-Central Government and 3,016 ex-State Government employees.

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

Reorganisation of Employment Service: Recommendations of State Labour Secretaries.

A meeting of Labour Secretaries of States was held in New Delhi on 26 December 1956 to discuss certain important matters arising out of the transfer of employment exchanges to States.

The following ~~is~~ a review of the conclusions reached on the various items:-

Review of employment service schemes.- In order that the Employment Service schemes included in the Second Five-Year Plan may be effectively implemented, it is necessary that the exchanges should be reorganised where necessary. The extension of the coverage of the Employment Service, the introduction of Employment Market Information Programme, etc., will involve additional workload. Reorganisation will thus require a new assessment of staff requirements. The State representatives were unanimously of the opinion that on the basis of the present volume of work at Exchanges, there was no scope for the reduction of existing staff. Additional staff requirements, if any, may be assessed in the light of development schemes that have to be implemented.

The schemes for the extension of the Employment Service and the Collection of Employment Market Information may be treated as one combined scheme as the latter is an integral part of the function of the employment exchanges. It was agreed that detailed proposals in respect of these and other Employment Service schemes would be sent by the States so as to reach the Government of India before the end of January 1957. There would be no objection to State Governments readjusting the expenditure in regard to different schemes within the ceiling laid down.

As the officers selected for work at State Directorates in connection with the Employment Market Information and Vocational Guidance Schemes will have to be given training, it was considered that the State Governments should select these officers in good time, so that they may be sent for training to New Delhi by the dates fixed i.e. the middle of February for the Employment Market Information Scheme and 1 April for the Vocational Guidance Scheme.

Principles governing recruitment and training of staff.- As the work of all employment exchange staff is of a technical and specialised nature, it is necessary that they should be trained in the principles and procedures of the employment service and that the common basic standards should be observed in regard to this matter in all States. It was agreed that all employment exchange officers and staff should receive training for a prescribed period before or immediately after appointment.

Those officers who have recently been appointed and have so far had no training should also undergo a course of instruction. Training is a central responsibility and the Government of India will arrange to train all officers at the Central Headquarters of the Employment Service. The ministerial staff will be trained locally or at the State Headquarters by the State Officers.

It was also considered that officers appointed as State Directors of Employment Service should undergo a short course of reorientation at the Central Headquarters of the Employment Service if the officer concerned has had no previous experience of Employment Service work.

As regards recruitment, while the need to observe the principles laid down by the International Labour Organisation in this matter is accepted, the question of constituting a separate cadre for Employment Service officers has to be considered in the light of whether it would be advantageous for a State administratively as well as from the point of view of the officers concerned, to have a separate cadre or to have a joint cadre with a Department such as the Labour Department. It was decided that this question may be taken up after one year in the light of experience gained during that period.

Employment Service manual and employment exchange procedure.-

It was agreed that a Working Group should be set up to consider changes in employment exchanges procedure. The first Working Group will consist of representatives of all the States. Subsequently the membership of the Working Group excluding representatives of the Central Government, may be reduced to seven, the States who will constitute the Working Group being decided on the basis of the principle of rotation.

The Working Group may normally meet quarterly, it being reconstituted every six months, membership being allotted to different States by rotation. This will give the necessary continuity to the deliberations of the Group.

Modifications to the Manual and important changes in procedure will be placed before the Working Group and adopted after approval by them. State Governments will have to be consulted on matters involving major changes in policy or increase in expenditure.

Technical evaluation of the work of the employment exchanges.-

The Working Group, referred to above, will also consider methods of evaluation of the work of employment exchanges by the Central Headquarters of the Employment Service.

As periodical inspections of employment exchanges are essential for their efficient functioning, it was considered necessary that every State should have supervisory staff with previous knowledge and experience of employment exchanges for purposes of inspection. Where at present a State has no Deputy or Assistant Director with previous experience for this purpose, the State Directorate should be strengthened suitably.

The Government of India will be willing to assist ^{in security} the services of officials from other States if so required in any particular case.

Implementation of the recommendations of the Shiva Rao Committee.— The principle of compulsory notification of vacancies was agreed to generally. Some restrictions, however, will have to be observed in regard to the scope of compulsory notification of vacancies and exemptions made in respect of specific industries and areas, where necessary, in the light of the requirements of each State.

It was generally agreed that vacancies under the State Governments which were not being filled through Public Service Commissions should be filled through Employment Exchanges so long as suitable applicants were available on the Live Registers. This rule should also apply to vacancies under quasi-Government establishments and Local Bodies.

The question before the meeting was whether Committees should be formed within each District or other appropriate administrative area with a view to screening applicants for groups of posts which did not fall within the purview of the Public Service Commission and keeping panels of names from which the Employment Exchanges could subsequently make nominations or submissions. The meeting was of the opinion that the proposal was worth further examination and that the State Governments should be addressed on the subject so that they could formulate their views.

As regards methods of selection of applicants for Class IV posts from the Live Registers of exchanges, it was decided that this matter should be referred to the Working Group.

About establishment of part-time employment exchanges, it was agreed that exchanges should be set up in each area according to need. Normally, each district should have an employment exchange, but if it was considered that there was no work for a whole-time exchange, a part-time exchange may be established, depending on actual requirements.

The meeting agreed that on all routine and technical matters, direct consultation may take place between the Director of Employment Exchanges and the State Director. The State Director will keep the State Government informed where necessary.

These recommendations were endorsed by the Labour Ministers' Conference, held at New Delhi on 27 and 28 December 1956 (vide pp. 14-17 of this report).

(Summary Record of the meeting of State Labour Secretaries, held on the 26th December 1956 to discuss certain important matters arising out of the transfer of Employment Exchanges to States, received in this Office)

83. Vocational Training.

India - January 1957.

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

Training of craftsmen.- According to the review of the work of the Directorate General of Resettlement and Employment during the month of November 1956, the number of trainees on the roll of various training institutes and centres on 30 November 1956 was 9,288. There were 7,507 trainees (including 10 women) in technical trades and 1,781 (including 574 women) in vocational trades.

Training of displaced persons.- The total number of displaced persons undergoing training at the end of November 1956 was 1,918. There were 1,539 persons undergoing training in technical trades and 379 in vocational trades.

Apprenticeship training for displaced persons.- A total of 1,046 displaced persons were undergoing training as apprentices in industrial undertakings and establishments in Uttar Pradesh and West Bengal, against 1,300 seats sanctioned for the purpose.

Training of supervisors and instructors.- In the XVIII regular session which commenced from 15 November 1956, 134 supervisors and instructors were receiving training at the central training institute for instructors, Koni-Bilaspur at the end of the month.

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Training of women craft-instructors.- Under the scheme for the training of women craft instructors at the industrial training institute for women, New Delhi, 19 women instructor-trainees were receiving training at the end of the month under review.

Training of school going children in hobby centre, Allahabad.- Eighty-nine trainees were undergoing training at the end of the month under report at the hobby centre, attached to the industrial training institute, Allahabad.

Short term course of training in sheet metal work grade.- In the II short term course of training in trade sheet metal work at the industrial training institute, Bangalore under the craftsmen training scheme, 101 trainees were undergoing training in this trade against a sanctioned capacity of 96 at the end of the month under review.

New admissions - technical trades.- The trade tests of trainees admitted in May, 1955, in technical trades were held in the month of October 1956 and the new session for technical trades commenced from November 1956.

Training of educated un-employed.- Under the scheme for the training of the educated unemployed sponsored by the Ministry of Commerce and Industry, tools worth about 19,000 rupees were supplied to the Kerala State.

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

CHAPTER 9. SOCIAL SECURITY.

INDIA - JANUARY 1957.

92. Legislation.

V. Old Age Benefits.

Employees' Provident Funds (Amendment) Act, 1956
(No. 94 of 1956): Scope of the Act enlarged to
cover Non-factory Establishments.

The Employees' Provident Funds (Amendment) Bill (vide pages 105-106 of the report of this Office for December 1956) as passed by Parliament received the assent of the President on 28 December 1956 and has been gazetted as Act No.94 of 1956.

The Employees' Provident Funds Act, 1952, as amended by the above Amendment Act, now applies:- (a) to every establishment which is a factory engaged in any industry specified in Schedule I and in which fifty or more persons are employed, and (b) to any other establishment employing fifty or more persons or class of such establishments which the Central Government may, by notification in the Official Gazette, specify in this behalf: provided that the Central Government may, after giving not less than two months' notice of its intention so to do, by notification in the Official Gazette, apply the provisions of this Act to any establishment employing such number of persons less than fifty as may be specified in the notification.

Another amendment empowers the Central Government to apply the Act to an establishment which has a common provident fund with another establishment.

Other amendments relate to definition of terms 'appropriate Government', and 'employer'.

(The Gazette of India, Extraordinary, Part II, Section 1,
29 December 1956, pp. 1278-1280).

Employees' Provident Funds Act, 1952, extended to
Employees in Mineral Oil Refining Industry.

In exercise of the powers conferred under the Employees' Provident Funds Act, 1952, the Central Government, being of opinion that a provident fund scheme should be framed under the above Act in respect of the employees of the mineral oil refining industry, has directed that, with effect from 31 January 1957 the said industry shall be added to Schedule I of the said Act.

(Notification SRO 218 dated 21 January 1957;
the Gazette of India, Part II, Section 3,
19 January 1957, pp. 174-175).

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CHAPTER 11. OCCUPATIONAL SAFETY AND HEALTH.

INDIA - JANUARY 1957.

111. General.

Safety Measures in Mines: Appointment of Commission
Likely: Labour Minister's Statement in Lok Sabha.

Shri Khandubhai K. Desai, Union Labour Minister, stated in the Lok Sabha on 20 December 1956, that the Government might appoint a high-power commission or committee to suggest further modifications in the mining safety regulations.

The commission or committee might be appointed by the time the new safety regulations come into force in March next. In any case, the Government was not averse to the appointment of such a body, the Minister added.

Shri Desai was speaking on a motion moved by Shri T.B. Vittal Rao (Communist) that a high-power commission be appointed to examine the problem of safety in the mines.

In view of the Minister's assurance, Shri Rao withdrew his motion.

Shri Desai said the Government was as much concerned as the members of the House in the safety of miners. The Government had appointed a court of inquiry whenever there had been a major or semi-major accident and the court's recommendations had been accepted.

(The Statesman, 21 December 1956).

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

India - January 1957.

Indian Merchant Shipping (Fire Appliances) Rules, 1956.

The draft Indian Merchant Shipping (Fire Appliances) Rules, 1956 (vide page 36 of the report of this Office for June 1956) have been approved and gazetted on 19 January 1957. The rules which apply to all ships registered in India and other ships while they are within any port in India, deal inter alia with classification of ships, and provision of fire patrol, detection and alarm systems, water pipes, hydrants and fire hoses in passenger ships and non-passenger ships.

(Notification SRO 194 dated 12 January 1957; the Gazette of India, Part II, Section 3, 19 January 1957, pp. 104-121).

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LIST OF PRINCIPAL LAWS PROMULGATED DURING THE
PERIOD COVERED BY THE REPORT FOR JANUARY 1957.

INDIA - JANUARY 1957.

Chapter 5. Economic Questions.

- (a) Finance (No.2) Act, 1956 (No.76 of 1956). (The Gazette of India, Extraordinary, Part II, Section 1, 22 December 1956).
- (b) Finance (No.3) Act, 1956 (No.77 of 1956). (The Gazette of India, Extraordinary, Part II, Section 1, 22 December 1956).
- (c) Central Excise and Salt (Second Amendment) Act, 1956 (No.81 of 1956). (The Gazette of India, Extraordinary, Part II, Section 1, 24 December 1956, pp. 1234-1235).
- (d) Slum Areas (Improvement and Clearance) Act, 1956 (No.96 of 1956). (The Gazette of India, Extraordinary, Part II, Section 1, 31 December 1956, pp. 1205-1311).

Chapter 5. Working Conditions and Living Standards.

- (a) Uttar Pradesh Labour Welfare Fund Act, 1956 (U.P. Act No. XXXVII of 1956). (Government Gazette of the Uttar Pradesh, Extraordinary, 20 December 1956, pp. 1-8).
- (b) The Suppression of Immoral Traffic in Women and Girls Act, 1956 (No.104 of 1956). (The Gazette of India, Extraordinary, Part II, Section 3, 31 December 1956, pp. 1459-1476).
- (c) Women's and Children's Institutions (Licensing) Act, 1956 (No.105 of 1956). (The Gazette of India, Extraordinary, Part II, Section 1, 31 December 1956, pp. 1476-1480).

Chapter 6. General Rights of Workers.

Uttar Pradesh Industrial Disputes (Amendment and Miscellaneous Provisions) Act, 1956 (U.P. Act No.1 of 1957). (Government Gazette of the Uttar Pradesh, Extraordinary, 2 January 1957, pp.1-26).

Chapter 9. Social Security.

Employees' Provident Funds (Amendment) Act, 1956 (No.94 of 1956). (The Gazette of India, Extraordinary, Part II, Section 1, 29 December 1956, pp. 1278-1280).

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- * (b) The National Sample Survey, General Report No. 1 on the first round, October 1950 - March 1951. Issued by the Department of Economic Affairs, Ministry of Finance, Government of India. pp. 106 - iv.
- * (c) Report on the Working of the Minimum Wages Act, 1948, for the year ending 1954. Issued by the Labour Bureau, Ministry of Labour, Government of India. pp. 92, Price Rs. 5/2/-. (Two copies sent to Geneva vide this Office Minute No. D.1/158/57 dated 17 January 1957).
- (d) Taxation and the Plan: By D.T. Lakdawala; The Popular Book Depot, Lamington Road, Bombay-7. Price Rs. 5/-.
- (e) Some Aspects of the Population Problem of India: By Gyan Chand; Registrar, Patna University, Patna-5; Price Rs. 8/-.
- (f) The Sterling Balances of India: By Bimalendu Dhar, Nababharat Publishers, 72, Harrison Road, Calcutta-9, Price Rs. 7/8/-.

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

- * (a) Co-operative Farming: By Raj Krishna; L.C. Jain and Gopi Krishan; Indian Co-operative Union, New Delhi. pp. 55.
- (b) India's Villages: Published by the Superintendent, Government Printing Press, West Bengal, Alipore; pp. 198; Price Rs. 4/8/-.

CHAPTER 5. WORKING CONDITIONS AND LIVING STANDARDS.

- * (a) "Report on an Enquiry into the Family Budget of Industrial Workers in Coorg". Issued by the Labour Bureau of the Ministry of Labour. pp. 57. (Three copies sent to Geneva vide this Office Minute No. D.1/100/57 dated 15 January 1957).
- * (b) "Social Legislation - its Role in Social Welfare". Issued by the Publications Division, Ministry of Information and Broadcasting, on behalf of the Planning Commission, pp. 418, Price Rs. 6/-.
- (c) Industrial Administration: By J.N. Basu and S.N. Biswas; Thacker, Spink and Co. Ltd., Post Box No. 54, Calcutta-1; Price Rs. 16/-.

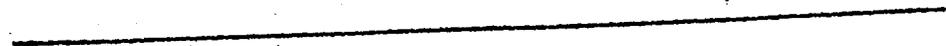
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CHAPTER 10. SOCIAL MEDICINE.

- * Annual Administration Report for 1954-1955 of the Asansol Mines Board of Health, Asansol. pp. 29.



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