

10409
350
COPY NO. 2.

INTERNATIONAL LABOUR OFFICE
INDIA BRANCH

I.L.O. REGISTRY-GENEVA

18 MAR 1957

File No: C 88-2-202a
Wm
OBI

Industrial and Labour Developments in February 1957.

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

<u>Contents.</u>	<u>Pages.</u>
<u>CHAPTER 1. INTERNATIONAL LABOUR ORGANISATION.</u>	
12. <u>Activities of External Services:</u>	1
<u>CHAPTER 2. INTERNATIONAL AND NATIONAL ORGANISATIONS.</u>	
25. <u>Wage-Earners' Organisations:</u>	
(a) 6-Day Strike by Postal Workers in Assam Region: Demand for Compensatory Allowance.	2
(b) Outlook for Trade Union Unity in India: INTUC General Secretary's Analysis: Differences in Techniques and Ideology.	3-6
29. <u>International Co-operation:</u>	
U.S.A. Technical Aid to India: \$ 6 1/2 Million for Anti-Malarial Programme.	7
<u>CHAPTER 3. ECONOMIC QUESTIONS.</u>	
31. <u>General Economic Situation:</u>	
(a) 39th Annual Session of the Indian Economic Conference: Presidential Address: Planned Investment more effective than Private Enterprise in Underdeveloped Countries.	8-9
(b) Progress of Cotton Textile Industry in India and Pakistan in 1955-1956: Annual Statement of Millowners' Association, Bombay.	10-11
34. <u>Economic Planning, Control and Development:</u>	
(a) Prime Minister inaugurates India's First Atomic Reactor: Training Facilities offered to Other Countries.	12-13
(b) Committee to Study Trade Promotion set up.	14
(c) Ten Year Protection for Automobile Industry: Government accepts Tariff Commission's Main Recommendations.	15-16
(d) Bombay: Rehabilitation of Cotton Textile Industry: Commission set up.	17

<u>Contents.</u>	<u>Pages.</u>
36. <u>Wages:</u>	
(a) Assam: Minimum Wages Act, 1948, to be extended to Employment in Commercial Handling.	18
(b) Bombay: Working of Wage Boards during the Year 1955.	19
(c) Working of the Minimum Wages Act, 1948, for the Year ending 1954.	20-27
(d) New Pay Scheme for Railway Employees announced: Upward Revision of Posts: 170,000 Persons to be benefited.	28-32
(e) Labour Appellate Tribunal's Award on Colliery Disputes: Principle of Equal Pay for Women Workers accepted.	33-38
(f) Dearness Allowance of Bank Employees to be linked to Cost of Living Index: Labour Appellate Tribunal's Decision.	39-40
37. <u>Salaries:</u>	
New Pay Scheme for Railway Employees announced: Upward Revision of Posts: 170,000 persons to be benefited.	41
39. <u>International Economic Relations:</u>	
(a) Freer Indo-Pakistan Trades: Agreement Signed in New Delhi.	42-44
(b) Indo-Soviet Trade Pact Extended.	44
(c) India-Indonesia Trade Pact Extended.	45
<u>CHAPTER 4. PROBLEMS PECULIAR TO CERTAIN BRANCHES OF THE NATIONAL ECONOMY.</u>	
41. <u>Agriculture:</u>	
(a) Agricultural Planning and Techniques: Report of the Indian Delegation to China.	46-50
(b) 17th Annual Conference of the Indian Society of Agricultural Economics: Presidential Address.	51-52
(c) Moneylenders Supply Bulk of Rural Credit: Working of Agricultural Legislation Reviewed.	53-54
(d) Assam Fixation of Ceiling on Land Holdings Act, 1956 (Assam Act 1 of 1957).	55-56
42. <u>Co-operation:</u>	
Co-operative Movement in India: Decisions of Executive Committee Meeting of the All India Co-operative Union.	57-59
43. <u>Handicrafts:</u>	
Helping Small Scale Industries: Research Institute in Each State proposed.	60-61

<u>Contents.</u>	<u>Pages.</u>
<u>CHAPTER 5. WORKING CONDITIONS AND LIVING STANDARDS.</u>	
<u>51. Hours of Work:</u>	
Working of Hours of Employment Regulations in Railways During the year 1954-55.	62-64
<u>52. Workers' Welfare, Recreation and Workers' Education:</u>	
Workers' Education in India: Evening Classes to be conducted.	65-66
<u>53. Labour Administration:</u>	
Punjab: Annual Report on the Working of the Labour Department for the Year 1954-55.	67-69
<u>57. Family Budgets Including Nutrition:</u>	
Family Budgets of Industrial Workers in Coorg: Government of India Report.	70-76
<u>58. Absenteeism and Labour Turnover:</u>	
Bombay: Absenteeism in the Cotton Textile and Engineering Industries.	77-78
<u>59. Social Research:</u>	
Ninth Session of Indian Conference of Social Work, Jaipur, 28 December 1956 - 1 January 1957: Recommendations on Urban Community Development and Charter of Youth Welfare.	79-86
<u>CHAPTER 6. GENERAL RIGHTS OF WORKERS.</u>	
<u>66. Strikes and Lockout Rights:</u>	
Andhra Pradesh: Textile Industry declared to a Public Utility Service.	87
<u>67. Conciliation and Arbitration:</u>	
Uttar Pradesh: Draft U.P. Industrial Disputes Rules, 1957.	88

<u>Contents.</u>	<u>Pages.</u>
<u>CHAPTER 7. PROBLEMS PECULIAR TO CERTAIN CATEGORIES OF WORKERS.</u>	
<u>73. Officials and Public Employees of National, Regional and Local Administrations, of Nationalised Undertakings or Undertakings Managed with the Participation of the Public Authorities:</u>	
New Pay Scheme for Railway Employees announced: Upward Revision of Posts: 170,000 persons to be benefited.	89
<u>74. Indigenous Labour:</u>	
Uplift of Tribals and Scheduled Castes: Progress during 1955.	90-97
<u>CHAPTER 8. MANPOWER PROBLEMS.</u>	
<u>81. Employment Situation:</u>	
(a) Employment Exchanges: Working during December 1956.	98-100
(b) Bombay: Working of Textile Employment (De-casualisation) Scheme during 1955.	101-103
<u>83. Vocational Training:</u>	
Labour Ministry's Training Schemes: Progress during December 1956.	104-105
<u>85. Migration and Colonisation:</u>	
Rehabilitation of Displaced Persons from East Pakistan: 80,000 Square-Mile Area to be Surveyed for Land Settlement.	106
<u>CHAPTER 11. OCCUPATIONAL SAFETY AND HEALTH.</u>	
<u>112. Legislation, Regulations, Official Safety and Health Codes:</u>	
(a) Draft Amendments to Indian Boiler Regulations, 1950.	107
(b) Indian Merchant Shipping (Life Saving Appliances) Rules, 1956.	108
<u>LIST OF PRINCIPAL LAWS PROMULGATED DURING THE PERIOD COVERED BY THE REPORT FOR FEBRUARY 1957.</u>	109
<u>BIBLIOGRAPHY - INDIA - FEBRUARY 1957.</u>	110-111

CHAPTER 1. INTERNATIONAL LABOUR ORGANISATION

INDIA - FEBRUARY 1957.

12. Activities of External Services

Visits

Among important visitors to the Office during the period covered by this report was Mr. Do Vang Ly, Consul General for the Republic of Viet-Nam. Other visitors included Mr. A.K. Harper, I.L.O. Expert in the Philippines and Mr. K.C. Doctor of I.L.O., Geneva.

2

Chapter 2. International and National Organisations.

25. Wage-Earners' Organisations.

India - February 1957.

6-Day Strike by Postal Workers in Assam Region: Demand for Compensatory Allowance.

About 6,000 employees of the Post and Telegraphs Department in Assam Circle staged a 6-day strike, from 12 to 17 February 1957, on the issue of compensatory allowances in the Circle.

The strike continued even after its "calling off" by the Central Federation of Post and Telegraph Workers on 13 February 1957, following talks with Shri Raj Bahadur, Minister for Communications.

The strike was called off following the assurances by the Prime Minister and the Minister of Communications that the demand for compensatory allowances will be considered sympathetically after the General Elections.

(The Hindustan Times, 12-18 February 1957).

'L'

3

Outlook for Trade Union Unity in India: INTUC General Secretary's Analysis: Differences in Techniques and Ideology.

In an article entitled "Trade Union Unity in India: Possibilities and Prospects", Shri K.P. Tripathi, M.P., General Secretary, Indian National Trade Union Congress (INTUC) has analysed certain problems relating to trade union unity in India.

Shri Tripathi states: "In India a few years back a decision was taken to merge the railway federations at the top. When it was attempted to implement the decision, problems of formidable magnitude arose and they have continued to baffle all efforts in this respect till this day. In this case merger was intended between HMS and INTUC federations, both of which believe in democratic methods. Still the merger was not found to be easy of achieving.

"As against this, there was a merger carried out in the federation of Defence employees and seamen. These have been so far pulling together. It is hoped that no breach will come although considerable tensions occasionally arise between followers of different ideologies.

"There is no doubt that trade union unity is essential to the ultimate strengthening of trade union movement of workers. In India the working class is split into ideological groups, supposedly, according to the ideological affiliation of the leaders, most of whom are drawn from non-working classes. But it has been discovered that the workers as such belong to no ideology, and whenever things are made apparent to them, ideologies do not prevent them from uniting for trade union purposes. Still persistent efforts by the leaders of ideological groups continue on a mistaken hope that workers will vote according to affiliation of the trade unions and, therefore, an attempt is continuously made to keep them tied to the ideological arrangements of each federation.

4

"With the last few years there has been an increased realisation, both among the workers as well as among the leaders, that perhaps unity of the working class is desirable and to some extent the prejudice of the leaders against one another, individually as well as on ideological considerations, has been reduced. But it is still there and the atmosphere does not seem completely free and congenial to bring about immediate trade union unity in the country. However, it is good that the intensity of the tension which existed between different federations some years back has been reduced to some extent. In a great measure this has been due to the Communist Party joining parliamentary politics. The second reason for reduction of tension in the trade union field has been due to the revelations by Mr. Khrushchev about the communist methods of USSR. Formerly, communists had a fanatical belief in the infallibility of the communist technique and ideology, so much so that they used to consider all others either wicked or foolish. With revelations this attitude of communists all over the world has been exploded. It is for this reason that a gradual effort at thinking and rethinking instead of taking things for granted has appeared in communist ranks. What is true of the Communist Party is also true of other ideological groups. The myth of fanatical belief in the infallibility of theoretical systems has been exploded by Mr. Khrushchev not merely for the Communist Parties of the world, but for all parties. This has led to increasing reasonableness which after Bandung Conference has gained momentum on the theory of coexistence. A desire to wipe out opposition and all those who hold differing views are gradually giving place to toleration of others holding different views. Right now this is in various stages of development, but there is no mistaking that it is there.

"In the trade union field the impact of the question of leadership is visible. People try to hold on to their own ideology, and their own technique, but do not hate or abuse other ideologies, techniques and methods with the same visible intensity. Thus such atmosphere and a climate were being prepared for progressive joint working. In any case it has made it possible for the first time that people with different ideals might get on to work together."

5

Differences in techniques and ideology.— "But in the field of trade union technique, the differences seem to continue with minor variations, and these constitute a major hurdle. Unless there is an acceptance of some of the techniques developed in the country in the trade union field by the different trade union organisations, joint working will continue to be impracticable.

"The first and most important hurdle in the path of unity obviously is the fear of "capture-tactics". Certain ideological groups, so long as they are in a minority, follow the tactics of wooing, but once they are in a controlling position they follow the methods of total capture to the total exclusion of other groups. In this method opportunism makes its inroads. As against this, the other method is of non-opportunism, of non-capture tactics, of permitting other groups to be together. In other words, the theory and practice of coexistence obtains. Unless and until an earnest effort is made by the majority group to tolerate the minority and to retain them willingly, the affair of capture-tactics will continue to prevent trade unity.

"Secondly, there are certain trade union methods and techniques on which certain organisations hold pronouncedly different views. In trade union action matters of techniques due to the very practical nature of trade union movement assume an over-riding force and unless some sort of agreement is arrived at whereby in practice these difficulties no longer stand in the way the movement for trade union unity will continue to be obstructed. Some of the important differences on this question between different trade unions in India are:—

1. Whether violence should be resorted to in any circumstances whatsoever for achieving trade union demands or leadership.

2. Whether hatred and abusive words should be used or reasonable approach for discussion to arrive at a solution on the basis of goodwill of both parties should be taken.

3. Whether go-slow as a technique of trade union movement should be given up.

4. Whether strike should be used as last weapon. On this question in the beginning there was considerable difference between trade union federations, but within the last few years in practice this difference has disappeared. Most trade union organisations have willingly been using strike as the last weapon.

5. Whether technique of making minimum demands and sticking on to realise them should be followed or making maximum demands and then compromising in between should be followed.

"Just as in the case of strikes, after an initial period the differences in practice between different organisations have tended to disappear, there is no doubt that other differences also will tend to go. Techniques which are evolved and succeed in the soil of the country have an over-bearing force as a matter of tradition. In India in a large measure strong feelings have been woven round the questions on the above points of techniques. As and when the trade union organisations gradually veer round towards each other so that difference in techniques disappear, the trade union unity would have been brought nearer achievement."

(The Indian Worker, Vol.5, No.16, 14 January 1957, p.7)

'L'

7

29. International Co-operation.

India - February 1957.

U.S.A. Technical Aid to India: \$ 6 1/2 Million for
Anti-Malarial Programme.

The Governments of India and the USA on 12 February 1957 signed a supplementary project agreement under which India will get \$ 6 1/2 million for her malaria control programme.

This is the first agreement under the U.S. Development Assistance Programme for the fiscal year ending 30 June 1957.

The money will be used to obtain from outside India 9,200 long tons of 75 per cent water wettable DDT powder and 200 long tons of 50 per cent water wettable Dieldrin powder.

Under the agreement the Government of India will provide the rupee equivalent of \$ 2.3 million to meet the costs of local operations and inland transportation.

India's nationwide malaria control programme, now in its fifth year of operation, envisages the extension during the current year of the operations to give some measure of protection to about 200 million people living in malarious areas.

(The Statesman, 13 February 1957).

'L'

8

CHAPTER 3. ECONOMIC QUESTIONS.

INDIA - FEBRUARY 1957.

31. General Economic Situation.

39th Annual Session of the Indian Economic Conference:
Presidential Address: Planned Investment more effective
than Private Enterprise in Underdeveloped Countries.

Dr. S.K. Muranjan, delivering the presidential address at the 39th session of the Indian Economic Conference held at Calcutta Cuttack on 26 December 1956, dealt with the integration of planned economy and process of economic growth with the planning for new India's development and prosperity.

Dr. Muranjan's address has been appropriately captioned the tools of planning. After an analysis of planning and economic growth, he said, that the process of growth in an under developed economy is conditioned by two important differences. The area, over which known advanced techniques could be put into use, is much the larger part of the economy. Secondly, the existence of permanent parttime or fulltime unemployment creates an antithesis between employment and economic growth.

Dr. S.K. Muranjan said the fundamental contrast in planning for an under-developed economy was not between consumption-goods and investment sectors but between the primitive or traditional techniques sector and the advancing or modern sectors... Those who placed employment before growth, he said, would assuredly live to find that they had achieved neither employment nor growing.

At the outset, Dr. Muranjan said "the most significant event" of recent years was the final emergence of the Second Five Year Plan. The next generation looking at this Plan would be surprised at the extent of our faith in "centrally directed conscious growth".

9

They would also accuse us of minimising the significance of improving the human material which "we are content to leave to the care of ill paid and over-worked teachers". Finally, the next generation would ascribe this waste of human effort "to our inability ~~to~~ to grasp the new era in which capital-saving inventions were to preponderate over labour-saving inventions".

Dr. Muranjan said planned investment was a much more effective answer to a situation in an underdeveloped economy than private enterprise and competition. Though the theoretical solution of this situation appeared to be a regulated and planned transition from lower to higher techniques, its practical implications, he added, required much more exploration than it had received. One of the greatest needs of underdeveloped economics was objective and cost - analysis study of ultra-modern techniques, with a view to eliminating and replacing with human labour mechanised processes at intermediate stages.

Output and Employment.- He said since the ultimate end of all economic effort must be output and employment, the economic planners would have to seek indices to allocation of resources which had a bearing on output and employment.

In applying these indices to our plans, Dr. Muranjan said that the investment-income ratio of the First Five Year Plan worked out at 1.8: 1, which was very low. The ratio for the Second Plan was expected to be 2.3: 1. This would mean if the average annual betterment of national income materialised at 5 per cent it would result in an investment at the rate of about 5 per cent of national income. This higher ratio, he said, accorded well with the broad difference between the two Plans, namely, the concentration of Second Plan on basic industries and producer goods generally.

Dealing with "public-private sector balance", Dr. Muranjan said there was no ideal ratio of economic activities in the two sectors. In the First Plan, out of the total investment of 31,000 million rupees, the public sector was responsible for 20,000 million rupees. This gave a ratio of about 2:1. The Second Plan proposed a total investment of 62,000 million rupees which the public and private sectors would share in the proportion of 3800 to 2000. This was slightly more in favour of public sector.

He said that the public investment planned in the Second Five Year Plan was largely in favour of heavy industry and such other forms of investments as required huge resources. The field residually left to the private sector covered industries which called for smaller investment. The overall effect on the private sector would result in a high rather than low investment output ratio, he added.

(Amrita Bazar Patrika, 27 December 1956).

Progress of Cotton Textile Industry in India and Pakistan
in 1955-1956: Annual Statement of Millowners' Association,
Bombay.

The following statistical information relating to the progress of the cotton textile industry in India and Pakistan is taken from the annual statement issued by the Millowners' Association, Bombay.

Number of mills.- The total number of cotton spinning and weaving mills in India on 31 August 1956 was 465 (excluding 32 mills in course of erection or recently registered). The number of mills in Pakistan was 87. The total number of mills in Bombay State was 205 of which 66 were in Bombay City and Island, 71 in Ahmedabad, 9 in Saurashtra and 59 in rest of Bombay State and Cutch. The number of mills in the rest of India was as follows:-

<u>Region.</u>	<u>No. of Mills.</u>
Rajasthan, Ajmer and PEPSU.	12
East Punjab and Delhi.	12
Madhya Pradesh.	29
Madhya Bharat and Bhopal.	11
Bihar and Orissa.	17
West Bengal.	39
Hyderabad State.	7
Madras State.	104
Travancore and Cochin.	10
Mysore.	11
Pondicherry.	3

Sixteen mills remained idle during the year of which one was in Bombay City and Island, four in rest of Bombay State and Cutch, five in Uttar Pradesh, two in East Punjab and Delhi and one each in Rajasthan, Ajmer and PEPSU, Bihar and Orissa, West Bengal and Hyderabad State.

Number of spindles and looms.- There were 12,375,805 spindles and 206,580 looms in India on 31 August 1956, as against 12,068,544 spindles and 207,347 looms on 31 August 1955. The figures for Pakistan were 1,754,682 spindles and 206,580 looms.

The number of spindles in Bombay Island and State including Saurashtra increased from 6,576,665 in 1955 to 6,609,302 while the number of looms decreased from 134,800 to 133,452.

The number of spindles and looms in the different regions of India during 1956 were as follows:-

Place where situated.	Number of spindles.	Number of looms.
Bombay Island.	3,113,620	64,467
Ahmedabad.	2,039,162	41,550
Rest of Bombay, including		
Saurashtra.	1,456,520	27,415
Rajasthan, Ajmer & PEPSU.	189,264	3,942
East Punjab and Delhi.	255,356	5,093
Uttar Pradesh.	832,368	13,945
Madhya Pradesh.	375,598	7,354
Madhya Bharat & Bhopal.	439,332	10,980
Bihar & Orissa.	90,024	1,609
West Bengal.	539,034	10,652
Hyderabad State.	157,632	3,295
Madras & Andhra State.	2,437,579	9,528
Travancore and Cochin.	136,504	718
Mysore.	236,684	3,706
Pondicherry.	77,128	2,326
Total.	12,375,805	206,580
Pakistan.	1,754,682	26,684
Grand Total.	14,130,487	233,264

Number of operatives.— The average number of operatives employed daily in India was 430,193 as against 423,595 in 1955.

Cotton consumed.— The total consumption of raw cotton by the mills in India during 1956 was 17,429,615 cwts. or 4,979,890 bales of 392 lbs. as against 16,789,794 cwts. or 4,797,084 bales of 392 lbs.

(Summarised from the Statement relating to the Progress of Cotton Textile Industry in India and Pakistan in 1955-1956, issued by the Millowners' Association, Bombay).

34. Economic Planning, Control and Development.

India - February 1957.

V

Prime Minister inaugurates India's First Atomic Reactor:
Training Facilities offered to Other Countries.

Shri Jawaharlal Nehru, Prime Minister, inaugurated formally on 20 January 1957, India's first atomic reactor (swimming pool type), named 'apsara' and the Atomic Energy Establishment at Trombay, near Bombay.

The Prime Minister gave a categorical assurance that India will never use atomic energy for evil purposes and said that no condition was attached to this assurance. He appealed to world leaders to come to an early decision on the peaceful use of atomic energy. People all over the world, he added, were taking a more realistic view of the situation and people in advanced countries also realized the dangers of using atomic energy in the wrong way.

Shri Nehru said the Atomic Energy Establishment would not only help Indian people but would also serve as a centre where scientific knowledge and experience could be shared and training facilities offered to other countries, more especially countries of Asia and Africa.

Shri Nehru expressed gratitude to the countries which had helped India in its atomic energy development programme. He referred to the aid given by Canada, which was helping to set up a second reactor at the Establishment, the U.K., the U.S.A. and France. With the Soviet Union he said, there had been co-operation in this matter "which, no doubt, will develop in future".

Dr. H.J. Bhabha, Chairman of the Atomic Energy Commission, stressed the need to develop atomic energy as a source of electric power, and to promote its use in agriculture, biology, industry and medicine.

He announced that the heavy water plant proposed to be set up at Nangal would alone produce about 10 to 20 tons of heavy water per annum and added that it was the intention of the Government to arrange for production of heavy water in all fertiliser plants to be erected under the Second Plan.

The present "Swimming Pool" type reactor will be supplemented by a high flux reactor for engineering research known as India-Canada reactor. This reactor is under construction and is expected to be completed by the first half of 1958. A third reactor - to study the effect of different lattices, shapes and sizes of fuel elements - is also expected to go into operation in the first half of 1958.

(The Statesman, 21 January 1957).

14

Committee to Study Trade Promotion set up.

A Resolution dated 18 February 1957 of the Ministry of Commerce and Consumer Industries, Government of India states that the Government has had under examination for sometime the measures to be taken for bridging the gap between the foreign exchange resources which now appear likely to be available and the resources actually required for the successful implementation of the Second Five Year Plan. Government is convinced that an effective contribution in this regard can be made by increasing exports. Accordingly, they have been taking all possible measures for stimulating trade; but ad hoc export promotion measures are not adequate to secure the required increase in trade. Government of India has, therefore, decided to set up a eight-member Committee to make a comprehensive study of all aspects of trade promotion and to make recommendations to Government with particular reference to the following:-

(1) the nature of fiscal or other concessions that could reasonably be granted for stimulating exports and the procedure for giving this assistance; (2) the nature and extent of credit facilities required for export trade and the manner in which those facilities should be provided; (3) the lines on which special agencies such as Export Promotion Councils, commodity boards etc., should be developed to become effective instruments for export promotion; (4) the assistance required for expeditious movement for export both by rail and sea; (5) simplification of commercial transactions by provision of facilities for:- (i) the settlement of trade disputes; (ii) conduct of pre-shipment survey; (iii) quality control for the maintenance of quality standards in export goods; (6) nature of propaganda to be conducted in foreign markets and the need for development of marketing agencies abroad; (7) the adequacy of the service rendered at present by agencies like the Director General of Commercial Intelligence and Statistics, the Trade Commissioners Organisation etc., for promoting trade; and (8) any other matters relevant to the main object of export promotion.

The Committee has been required to undertake the necessary investigation and to make its recommendations to the Government of India by the 30 June 1957.

(The Gazette of India, Part I, Section 1,
23 February 1957, pp. 79-80).

Ten Year Protection for Automobile Industry:
Government accepts Tariff Commission's Main
Recommendations.

The Government of India has accepted the recommendations of the Tariff Commission that the automobile industry should be given protection for a period of ten years.

While recognizing the force of the Commission's point that the existing rates of duty are inadequate for protecting the industry, the Government feels that a change in tariffs is not particularly necessary at this stage because the domestic industry is sheltered considerably by restrictions on imports.

The Government proposes to convert the existing revenue duties into protective duties so that the tariffs can be changed at any time when such a course appears to be essential.

The Government is broadly in agreement with the recommendations of the Commission in regard to the prices of automobiles manufactured in the country. It has decided that automobile manufacturers will be free to revise their prices from time to time according to changes in costs but subject to certain conditions.

Reasonable margins.- In regard to automobile prices, the Commission found that the margins between the current net dealer prices and the ex-works costs of vehicles made by approved manufacturers were not unreasonable in the case of any model of car or truck except some diesel trucks produced by the Premier Automobiles. The Hindustan Landmaster is actually being sold at a loss.

The Commission felt that a rigid system of price control was likely to have adverse repercussions on the development of the industry. It, therefore, recommended that the interests of the consumer could be adequately safeguarded by replacing the present system of price control by a more flexible system. Under the latter, no maximum prices are to be fixed but, subject to general obligations not to charge excessive prices, manufacturers are left free to vary prices at their discretion and periodic investigations will be held into their costs and profits.

It has also suggested that a careful watch should be maintained over the dividends declared by the firms to ensure that the maximum proportion of their profits is ploughed back into reserves.

On the question of the dealer's commission, an important element in the prices paid by the consumer, the Commission has recommended that the maximum 'mark up' on the ex-factory prices should be 1,000 rupees per vehicle or 10 per cent of the ex-factory price, whichever is less, for passenger cars and jeeps and 1,000 rupees per vehicle or 7.5 per cent of the ex-factory price, whichever is less, for trucks, buses and other commercial vehicles.

The Government has decided that the dealer's commission should be fixed at 10 per cent of the ex-factory price for passenger cars and jeeps and 7.5 per cent of the ex-factory price for trucks, buses and other commercial vehicles as recommended by the Commission but without the monetary ceiling of 1,000 rupees per vehicle.

The Commission has estimated that the annual demand for motor vehicles is likely to increase by 1960-61 to 40,000 commercial vehicles, 20,000 passenger cars and 5,000 jeeps types vehicles - a total of 65,000 automobiles. About 70 to 80 per cent of the demand for commercial vehicles is expected to be for the diesel type.

Other recommendations.- The Government has also accepted in principle the Commission's recommendations regarding the manner in which the industry should develop to meet the country's requirements. The recommendations are:-

(1) Priority should be given to the manufacture of commercial vehicles rather than passenger cars.

(2) The trend towards the use of diesel commercial vehicles should be encouraged.

(3) ~~The~~ No more passenger cars should be introduced for manufacture in the country.

(4) Additional capacity for commercial vehicles should be installed in existing units rather than new ones.

The Government proposes to settle the manufacturing programmes of each firm in the light of these recommendations.

The Government has also accepted the Commission's recommendation that the industry should be given protection for a period of ten years. While recognising the force of the Commission's point that the existing rates of duty are inadequate for protecting the industry, the Government feels that a change in tariffs is not particularly necessary at this stage because the domestic industry is sheltered considerably by restrictions of imports.

In the grant of import licences for components the Government intends to give special weightage to firms which show the maximum progress in indigenous manufacture. The Government also proposes to convert the existing revenue duties into protective duties so that the tariffs on the components can be changed at any time when such a course appears to be essential.

Bombay: Rehabilitation of Cotton Textile Industry:
Commission set up.

In pursuance of an application from the Rashtriya Mill Mazdoor Sangh, Bombay, following their disagreement with the Millowners' Association, Bombay, regarding the composition of the Commission to be appointed to enquire into the question of rehabilitation in the cotton textile mills in Bombay, in terms of the bonus agreement recently signed by the Sangh and the Association, the Government of Bombay has appointed a Commission under the chairmanship of Shri S.T. Desai, Judge, High Court, Bombay, to determine how the figures for rehabilitation of the cotton textile mills in Greater Bombay should be adjusted for determining the quantum of bonus for the years 1956 and 1957.

It may be recalled that the Industrial Court had given an award on 13 March 1956 in the matter of bonus for the years 1954, 1955, 1956 and 1957 to the employees of certain cotton textile mills in Greater Bombay in terms of the agreement arrived at between the Millowners' Association on the one hand and the Rashtriya Mill Mazdoor Sangh on the other. The agreement provides that the claim of the employees for bonus for the years 1956 and 1957 would be calculated in the same manner and subject to the same conditions as are specified in clauses 3 and 4 of the agreement in respect of the bonus for the years 1952 (where applicable), 1953, 1954 and 1955, save and except that development rebate will be excluded entirely from all calculations for the years 1956 and 1957, and that in adopting the bonus calculation formula of the Labour Appellate Tribunal, the figures for rehabilitation for the years 1956 and 1957 will be subject to such adjustment as may be determined by a Commission to be appointed for the purpose.

The Commission, which will submit its report within six months, will inquire into the question of the cost of rehabilitation of the cotton textile mills in Greater Bombay (except the Prakash Cotton Mills), to which the bonus award of the Industrial Court applies or has been made applicable. In examining this question, the Commission will approach the question of assessing the requirement of rehabilitation, replacement and modernisation of the machinery for the mills individually as well as for the whole industry. It will also take into consideration the increased cost of machinery, if any, by taking the average prices of machinery ruling during the calendar years 1952 to 1956 and work out and include in its report its estimate of the cost of rehabilitation of machinery for 15 years from the beginning of the bonus year 1956 and in the case of buildings for a period of the average estimated life thereof. The Commission will work out and include in its report the cost of requirement of rehabilitation of machinery on the basis of the rehabilitation requirement up to the end of the bonus year ~~1956~~ 1961.

(The People's Raj (issued by the Government of Bombay), 10 January 1957).

36. Wages.

India - February 1957.

Assam: Minimum Wages Act, 1948, to be extended to
Employment in Commercial Handling.

In exercise of the powers conferred under the Minimum Wages Act, 1948, the Government of Assam has given notice of its intention to add to Part I of the Schedule of the said Act the employment in commercial handling in Assam. The proposal will be taken into consideration by the Government after 20 May 1957.

(The Assam Gazette, Part IIA,
20 February 1957, page 391).

'L'

Bombay: Working of Wage Boards during the Year 1955.

According to the annual report* on the activities of the Government of Bombay pertaining to labour matters during the year 1955, the Cotton Wage Board received 27 references during the year 1955 in addition to 31 pending before the Board from the previous year. The Board disposed of 28 references, out of which 15 pertained to retrenchment, 5 to rationalisation, 2 to fixation of wages, 4 to increase in number of workers and one each to the fixation of duties and work-load and the change in designation.

The Silk Wage Board received 34 references during the year under review in addition to 12 references pending on 1 January 1955. The Board disposed of 16 references out of which 5 pertained to standardisation of wages, 2 to grant of adequate dearness allowance, 5 to retrenchment, 3 to revision of wages and the remaining one pertained to rationalisation.

Out of the 28 references disposed of during the year by the Cotton Wage Board 20 decisions were in terms of either agreement or settlement, etc. Out of 16 references disposed of by the Silk Wage Board, 8 references were disposed of in terms of agreement or settlement, etc. The percentages of agreements during the year under review work out at 71.5 per cent and 50 per cent by the Cotton Wage Board and the Silk Wage Board respectively. This is due to the endeavours of the Boards to bring round the parties with a view to narrowing down the differences.

'L'

* Annual Report on the Activities of Government pertaining to Labour Matters during 1955; Government Publications Sales Depot, Fort, Bombay, 1957. Price Annas Six, pages 75.

Working of the Minimum Wages Act, 1948, for the
Year ending 1954*.

Amendments to legislation during 1954.- According to an official report on the working of the Minimum Wages Act, 1948, during 1954, as a number of States could not implement the provisions of the Act even by the extended time limit granted under the amending Act of 1951, the Government of India passed another amending Act in 1954, under which the time limit for the fixation of minimum wages in all employment (i.e., both in Parts I and II of the schedule) was extended upto 31 December 1954. The amending Act also validated the wage rates fixed in the scheduled employments after 31 March 1952 and provided for a review and revision of minimum rates of wages at intervals not exceeding five years.

Meeting of Advisory Boards.- The report gives in detail the meetings of the advisory boards at the States and Central level. At one of its meetings, the Central Board recommended that in making additions to the schedule of employments covered by the Act, the following employments should be given priority: (a) employments in which sweated conditions and low wages prevail and in which there is no satisfactory organisation of labour, and (b) employments in which some categories of labour are covered while others are not, though the place of work, conditions of wages and work, the state of organisation of labour and sometimes even the employing authority are similar if not the same. The Board further recommended that the employments in the following establishments should also be considered for inclusion in the schedule: Hotels and Restaurants, Distilleries, Shops and Commercial Establishments, Coir factories and Cotton Ginning and Pressing Establishments, besides certain other employments which have been added to the schedule by one State Government and not by other States.

Regarding the fixation of minimum wages, the general opinion was that a lower limit ranging from 1 rupee 2 annas to 2 rupees per day for an adult worker could be laid down for different areas and employments in part I of the Schedule below which there should be no statutory minimum wage and that the phasing of the increase over the present level of minimum wage to the minimum recommended could be achieved over a period of three years. The Board, however, recommended, that the matter may be further discussed at the 11th Labour Ministers' Conference. Consequently, the subject was discussed at the Labour Ministers' Conference but no conclusions were arrived at.

* Report on the Working of the Minimum Wages Act, 1948 for the Year ending 1954. Labour Bureau, Ministry of Labour, Government of India. Publication No. 31. Price: Rs. 3/2/- or 5sh. pp. 92.

The Board recommended that there should be provision for a weekly day of rest with wages in the case of employments in Part I of the Schedule and that those States which have not made such a provision should amend their Rules. There was, however, difference of opinion as to whether wages for the weekly day of rest should be paid separately or included in the daily rates of wages. The Board further recommended that the State Rules should provide for payment of overtime work and that those State Rules which do not contain such a provision should be suitably amended.

In regard to the disparity in wages fixed for men and women for the same occupation, the Board recommended that the principle of equal pay for equal work should be complied with and that there should be no discrimination in wages on grounds only of sex. It, however, permitted the fixation of different rates for men and women when their respective output was demonstrably unequal.

Employments covered.- The report gives the detailed statistics of employment in the scheduled employments under the Minimum Wages Act, 1948, State-wise, on the basis of statistics of factories collected under the Factories Act, 1948, the 1951 census data in some cases and figures supplied by State Governments also in certain other cases.

The following statement gives the employments added to the scheduled to the Minimum Wages Act (i.e., brought under coverage of the Act) by State Governments and the number of workers in those employments:-

State.	Employments.	No. of Workers.
Ajmer.	(1) Cotton Textiles.	5,171
	(2) Wool Cleaning, Pressing and Bailing.	2,149
	(3) Printing Presses.	300
Bombay.	(1) Salt Pan Industry.	12,867
	(2) Hotels, Restaurants and Eating Houses.	--
Coorg.	Cardamom Malais.	3,978
Delhi.	(1) Printing Presses.	5,897
	(2) Foundries.	1,647
	(3) Automobile Engineering including servicing and repair workshops.	1,780
	(4) Other Metal Working Establishments.	7,031
Hyderabad.	(1) Button Manufacture.	Over 1,000
	(2) Cotton Ginning and Pressing.	14,442
Madhya Pradesh	(1) Cement.	4,000
	(2) Glass.	1,080
	(3) Potteries.	2,670
Mysore.	Ceramic Industry.	2,186
Orissa.	Gudakha Making.	56
Punjab.	Textile Industry.	16,000
Saurashtra.	Salt Pan Industry.	--
Travancore-	(1) Cashewnut Industry.	50,000
Cochin.	(2) Coir Industry.	500,000

22

Exemptions.- Under Section 26 of the Act, the appropriate Governments are authorised to grant exemptions to all or any class of employees for any specific period. Many State Governments have taken advantage of this provision. In Bombay, for instance, apprentices and workers in non-factory units in some employments are exempted. The exemption in the former case was granted with a view to encouraging apprentice training schemes, whereas in the case of the latter it was granted for a period of three years in order to ensure in the first instance, proper administration of the Act in factory units. Similarly, in Kutch, persons owning upto 5 acres of land were exempted from the provisions of the Act for an indefinite period.

Minimum Wages fixed: Non-agricultural employments.- The report gives the minimum wages fixed category-wise and State-wise in the employments mentioned in Schedule I of the Act in 1954 and those fixed so far.

The report states that while fixing minimum wages in the various employments the appropriate Governments have not followed any uniform practice. While some of the States have fixed minimum wages of manual or unskilled workers only, some have fixed wages of clerical employees as well. A few States have adopted detailed job classifications for fixing different rates for different categories of workers but some have classified workers into some broad categories like skilled, semi-skilled and un-skilled. In some of the States different minimum wage rates have been fixed for workers doing the same kind of work in different areas or localities. The main reason for such differentials seems to be that certain localities are less costly than others. There is also no uniformity in the method of division of the State into zones. While some have adopted population as the basis, others have based it on considerations of cost of living, industrial development of the various areas, etc.

It will also be seen from the data given that with the exception of certain employments coming under the purview of the Central Government, the Public Motor Transport employment in Coorg and some employments in Travancore-Cochin, in all other cases, an all-inclusive wage rate has been fixed. The question whether the fixation of wages should be on the basis of an all-inclusive wage rate or a basic wage rate plus a separate dearness allowance, appears to have been largely decided in the light of the practice in the industry concerned as also the availability or otherwise of proper consumer price index numbers applicable to the employments covered.

Although under the Act all wages must be paid in cash, the appropriate Governments are authorised to permit payment of minimum wages wholly or partly in kind if in their opinion such payment has been customary and its continuance is necessary in the existing circumstances. Such permission has so far been given by a few States in the case of employments in agriculture. The States which have authorised payment of wages wholly or partly in kind in agriculture, are: Andhra, Bihar, Bombay, Punjab, West Bengal, Uttar Pradesh, Hyderabad, Mysore, PEPSU, Ajmer, Tripura and Vindhya Pradesh. In all other cases cash payments have been ordered on the basis of the prevailing practice.

Minimum wages in agriculture.- A similar statement of minimum wages fixed so far as well as in 1954 in agriculture is given, showing in detail the rates for the various categories of agricultural workers.

In view of the difficulties encountered in the fixation of minimum rates of wages in agriculture and in conformity with the recommendation made by the Committee appointed by the Planning Commission that the scope of the Act should be restricted in the first instance to low wage areas, the Government of India amended the Act in 1951, extending the time limit for such wage fixation to 31 December 1953. The amending Act authorised the State Governments to fix minimum rates of wages in agriculture for a part of the State only or for any specified class or classes of such employment in the whole State or part thereof. Accordingly some State Governments have fixed minimum wages for a part of the State only and some have excluded farms below a certain size. This time limit was later extended to 31 December 1954. The latest available information regarding the extent of implementation of the Act in respect of Part II of the schedule is given below:-

- (i) No action has been taken in Manipur and Andaman and Nicobar Islands as the number of agricultural workers in each of these States is less than 1,000.
- (ii) Minimum rates of wages have been fixed for the whole State in the States of Ajmer, Coorg, Delhi, Kutch (farms below 5 acres have been excluded), Orissa, PEPSU, Punjab, Rajasthan and Tripura.
- (iii) Minimum rates of wages for only a part of the State have been fixed in the following States -

Assam (Cachar District), Andhra, Bihar (Patna and Chotanagpur Division), Bombay (Umbergaon and Dahanu Taluqas and Mohoda-Mahal of Thana District), Madhya Pradesh (Yeotmal District and Community Project Areas of Amraoti and Raipur Districts), Hyderabad (Nizamabad, Parbhani and Raichur Districts), Mysore (certain areas of 10 Districts), Uttar Pradesh (12 Districts and in all organised farms of 50 acres and above in all other districts except the four hill districts of Almora, Garhwal, Tehri-Garhwal and Naini Tal), Vindhya Pradesh (Sidhri District), and West Bengal (Darjeeling and Jalpaiguri Districts) and Himachal Pradesh (Bilaspur District).

(iv) In the case of the Central Government, there are a few establishments for which minimum wages have been fixed.

In Orissa, the following minimum wage-rates were fixed for the whole State:-

State.	Regular and casual employees in Agricultural operations.	Wage Rates for		
		Men	Women	Children
		Rs. As.P.	Rs.As.P.	Rs.As.P.
Orissa.	Zone I.	0 12 0	0 8 0	0 7 0
	Zone II.	0 10 0	0 8 0	0 6 6
	Zone III.	0 10 0	0 8 0	0 6 6
				Daily rates.

During 1954, three States, viz., Bombay, West Bengal and Bihar revised the minimum rates of wages fixed for certain employments.

Enforcement.- The effective enforcement of an Act like the Minimum Wages Act which applies mainly to small-scale unorganised industries depends to a very large extent on the availability of an adequate inspection staff for the purpose. Section 19 of the Act empowers the appropriate Governments to appoint Inspectors for the purposes of the Act. With the exception of a few States such as Uttar Pradesh, Madhya Pradesh, Ajmer and Delhi where a small number of inspectors have been appointed exclusively for the enforcement of the Act, in all other States, the responsibility for securing compliance with the provisions of the Act has been placed on the existing inspection staff appointed under the other Labour Acts such as the Factories Act, Shops and Establishments Acts, etc. In some States Conciliation Officers, Labour Officers and the officials of the Labour Departments have also been notified as Inspectors for the purposes of the Act.

No special machinery for inspection has been appointed by the Government of India for enforcing the Act in the scheduled employments falling within the jurisdiction of the Central Government. The Chief Labour Commissioner (Central), the Welfare Adviser to the Chief Labour Commissioner (Central), all Regional Labour Commissioners, Conciliation Officers and labour inspectors of the Government of India, have been declared to be inspectors under the Act. On 31 December 1954, there were 6 Regional Labour Commissioners, 15 Conciliation Officers and 45 labour inspectors under the control of the Chief Labour Commissioner (Central). These officers are responsible for the enforcement of the Act in their respective jurisdictions, in addition to their normal duties. The table below gives information in regard to the number of inspections made by these officers in 1954 and the number of irregularities detected in the course of these inspections.

Region.	No. of Inspections made.	No. of Irregularities detected.
Bombay.	82	454
Kanpur.	137	601
Madras.	215	1,319
Calcutta.	55	209
Nagpur.	252	1,418
Dhanbad.	69	168
Total.	810	4,169

The largest number of irregularities related to non-maintenance of records, non-display of notices and non-issue of wage slips prescribed under the Act and the rules made thereunder. These formed nearly 58 per cent of the total number of irregularities detected. Payment of wages less than the prescribed rates and non-payment of wages in certain cases accounted for 22 per cent of the irregularities. Six per cent of the irregularities related to provisions relating to the grant of weekly holiday and three per cent to the payment of overtime wages. The rest were irregularities of a miscellaneous nature. Although the number of irregularities detected was considerable, very few prosecutions were launched. The general policy in this regard had been to get the irregularities rectified by persuasion rather than by prosecutions. ~~The general policy in this regard had been to get the irregularities~~ It was only where the employers were found to be unreasonable and adamant that prosecutions were filed against them.

The following table shows the number of inspections made in the States:-

State.	No. of Inspections made.
Andhra.	6,458
Bihar.	1,405
Bombay.	1,863
Madras.	6,354
Orissa.	199
Punjab.	738
Uttar Pradesh.	15,521
West Bengal.	99
P.E.P.S.U.	306
Travancore-Cochin.	3,100
Ajmer.	515
Coorg.	24
Delhi.	1,753
Tripura.	80

The prosecutions and convictions are very few in relation to the number of persons employed and with the solitary exception of one prosecution for default in payment of wages, all the rest were due to irregularities in the display of notices, maintenance of registers and submission of returns.

Claims.- Although there were a number of claims and complaints relating to payment of less than the minimum wage rates fixed, very few cases were brought before the Claims Authorities. Probably most of the cases were settled out of court. In the Central sphere undertakings 24 claims were preferred during the year: 14 were pending from previous year. Of these 13 were decided and the rest were pending at the beginning of the year. A total amount of 1,994 rupees 12 annas were directed by the claims authorities to be paid to employees as a result of claims made. Five hundred and four rupees were also awarded as compensation.

Similar information for the different States is given below:-

State	No. of claims etc. pending from previous year.	No. of claims etc. preferred during the year.	No. of claims etc. decided during the year.	Total amount directed by the Authorities to be paid to the employees as result of claims made.			Total amount of penalties imposed on the employees by the Authorities.			Total amount of compensation awarded by the Authorities to be paid to the employees.		
				Rs.	As.	Ps.	Rs.	As.	Ps.	Rs.	As.	Ps.
Andhra.	2	28	21	1,911	5	4	20	0	0	38	0	0
Bihar.	30	20	..	--			--			--		
Bombay.	3	..	3	547	0	0	15	0	0	--		
Madras.	18	75	72	5,917	0	11	--			--		
Punjab.	19	60	58	2,254	0	0	10	0	0	52	0	0
Rajasthan.	..	13	..	--			--			--		
Ajmer.	8	14	20	200,500	0	0	--			54	0	0
Delhi.	35	66	45	3,912	0	0	33	0	0	--		

Conclusion.- In conclusion the report states: "There are always difficulties inherent in the implementation of any social legislation and the Minimum Wages Act is no exception. In fact in view of the numerous small and scattered units coming within the purview of the Act and the unorganised nature of the industries covered, the difficulties of implementation of the Act and its enforcement have been very great. So far as Part I of the schedule to the Act is concerned, minimum rates of wages have been fixed in all employments in the different States except in Local Authorities in Hyderabad and Assam, Woollen Carpet Making or Shawl Weaving Establishments in Uttar Pradesh and Public Motor Transport in Hyderabad. Minimum rates of wages for agricultural workers have been fixed in all States except Madras, Madhya Bharat, Saurashtra, and Travancore-Cochin. In some of these States wages have been fixed for a part of the State only or for farms above a certain size. Considering the practical difficulties involved, the progress so far made in the implementation of the Act can be deemed to be fairly satisfactory. The implementation of the Act has brought considerable relief to a hitherto neglected class of the working population which has been sorely in need of relief by way of higher wages and better working conditions. The minimum rates of wages fixed have generally been higher than the prevailing rates of wages and have thus helped in improving the economic conditions of the workers. By regulating hours of work, rest intervals and weekly holidays considerable improvement has been effected in the working conditions also. However, the apathy of employers, the ignorance of workers, inadequacy of staff for enforcement and certain legal defects in the law itself have been the main handicaps in the working of the Act."

(The Working of the Act during the period March 1948-December 1953 was reviewed at pp. 20-25 of the report of this Office for July 1955).



New Pay Scheme for Railway Employees announced;
Upward Revision of Posts: 170,000 Persons to be
benefited.

Shri Jagjivan Ram, Union Minister for Railways, announced on 10 February 1957, the scheme details of a scheme aiming at a large-scale upward redistribution of posts in the non-gazetted cadres of all Government railways in India.

The scheme will benefit about 170,000 railway employees in the lower pay grades, belonging to 16 major categories, whose responsibilities and work-load, it is felt, have increased with the greater complexity of problems facing the railways today. They include station masters and assistant station masters.

The scheme provides for a substantial proportion of posts in the lower pay grade to be transferred to higher pay grades.

As a result, a large proportion of the non-gazetted employees will benefit, either in the shape of increased emoluments or in the form of improved opportunities for advancement through promotion of higher grades.

The announcement was made at a meeting in New Delhi of representatives of the National Federation of Indian Railwaymen and top-ranking office-bearers of the recognised zonal railway unions from all over the country.

The scheme will have retrospective effect from 1 April 1956.

Among the 16 categories of employees who will benefit under the scheme are about 23,000 station masters and assistant station masters. Others, who will benefit from the scheme, include 48,000 office clerks, 15,000 accounts clerks, 24,000 commercial clerks, 5,000 train clerks, 3,000 train examiners and 12,000 ticket collectors and travelling ticket examiners and collectors and travelling ticket examiners, 3,000 signallers and 40,000 drivers, firemen and guards.

The following is the list of 16 categories benefiting under the scheme: station masters, assistant station masters, office clerks of departments other than accounts, clerical staff in the Accounts Department, sub-heads of the Accounts Department, stock verifiers of the Accounts Department, train examiners, travelling ticket examiners, signallers, pay clerks, telephone operators, firemen, drivers and guards.

Shri Jagjivan Ram's address. The Railway Minister, addressing the union leaders said: "I am aware that relations between trade unions and railway administrations have been generally cordial. However, in a vast organisation like the Indian railways, it is inevitable that some grievances should arise now and then. But with understanding on both sides, which has been remarkably evident all along, it is always possible to find some working solution for the difficulties, though such a solution may not entirely satisfy the immediate wishes of the employees.

"I shall not dwell on the differences that developed some time back in the leadership of organised railway labour. It is well known that genuine efforts are being made to compose such differences. All of you are aware of the earnest attempts made by my predecessor, Shri L.B. Shastri, to bring about a rapprochement between the two sides. Although an agreement was arrived at between them, this has not so far been fully implemented, for one reason or the other. I am conscious that this has led to the line of communication between organised labour and the Railway Ministry not being as smooth and effective as it could otherwise be. It has also resulted in the postponement of consideration of certain pressing questions, some of which are before the one-man tribunal, and there are others waiting for a discussion between the Ministry and the federation".

On the question of recognition of unions, the Railway Minister said the pending demand of some unions for recognition, which could not be entertained for one reason or another, had now been accepted by the respective railway administrations. Though the granting of recognition to these unions meant some departure from the objective of the recent past of having only one union on each railway, it did not necessarily imply any deviation from the policy of continuing only one federation for all the unions on all the railways. The federation had been established with the genuine efforts of the organised employees, in the hope that it would lead to greater cohesion amongst them. It should be given a fair trial as an effective vehicle for greater co-operation between the administration and the employees. "I have full faith that the efforts being made to strengthen the federation will bear fruitful results", he said.

Features of the new scheme.— Explaining the new scheme, Shri Jagjivan Ram recounted the effect of the scheme in a few of the more important categories of railway labour.

"There are approximately 23,000 station masters and assistant station masters in the lowest scale of 64-170 rupees, with only 3,000 posts in the higher grades to which they look for promotions. It is now proposed to allot nearly 9,000 posts in the grades higher than the lowest. In addition to so increasing the grades, it is also proposed to start assistant station masters at the higher stage of 80 rupees in the Central Pay Commission scale of the 64-170 rupees. This is in recognition of the special training which this category of staff have to undergo for their duties. The lowest scale applicable to station masters will be 100-185 rupees, and stations masters even small (roadside) stations will no longer be on the scale of 64-170 rupees as hitherto. This, I trust, would largely meet the point of view expressed by staff in these categories.

"The clerical categories have been demanding that the senior clerks' scale of 80-220 rupees should not have been split into two scales of 80-160 rupees and 160-220 rupees. A long scale of 80-220 rupees was held to be ordinarily unsuitable as a promotion scale. The Central Pay Commission also had specifically indicated that this scale should be applicable where the minimum educational qualification of university degree is prescribed. The scale of 80-220 rupees hitherto has been adopted only in the Railway Accounts Department, in which a qualifying examination is prescribed for promotion above the lowest scale of 60-130 rupees. In view of the persistent demands, however, the Government have agreed that the promotion scale above the recruitment grade of 60-130 rupees for office clerks should be 80-220 rupees in all the departments, while the still higher promotion grade of 160-250 rupees will replace the existing scale of 160-220 rupees as well as the existing scale of 150-225 rupees in the Accounts Department. In the case of senior typists now borne on the scales of 80-160 rupees and 160-220 rupees, it is also proposed to have only the unified scale of 80-220 rupees.

"As far as the category of train examiners is concerned, all posts in the scale of 80-160 rupees will be replaced by posts in the scale of 100-185 rupees. Their prospects of promotion will be further enhanced by a large increase in the number of posts in higher grades.

"These are major improvements in the prospects of promotions of a large body of staff on all the Indian Railways, even allowing for some 20 per cent posts being earmarked in the grade of 80-220 rupees for direct recruits as has already been accepted for the Accounts Department. A simple departmental examination will have to be prescribed for promotion to the clerical scale of 80-220 rupees in departments where this scale will now be introduced.

"Following the pattern in the non-railway audit and accounts department of the Government of India, it is proposed to give a higher start of 100 rupees in the scale of 80-220 rupees to the Accounts Department clerks who have to pass a stringent examination before they can qualify for promotion to the scale. Over and above these improvements, it is also proposed to increase the ratio of clerical posts in grades above 60-130 rupees. There are at present some 48,500 posts of clerks in all the departments in the scale of 60-130 rupees. This number will be reduced by about 10,000 with a corresponding increase in the higher grades".

As regards the other categories including accounts sub-heads, pay clerks, commercial clerks, ticket collectors and travelling ticket examiners and signallers, he said: "I might add that in the case of a large majority of running staff, an improvement is also being made in the rates of running allowances admissible to them."

The union leaders and the Minister had a frank discussion on the problem posed by rival trade unions. Present at the meeting were both wings of the National Federation. On the regional level, except in one region, employees of each railway were represented by two rival unions (three unions got recognition during the last fortnight). Such rivalries, they said, led to trouble and were in the interests of neither the workers nor the Railways.

The Railway Minister replied that he fully agreed with their view that there should be one union on each railway and one federation at the national level. He is, however, reported to have emphasised that it was for the union leaders themselves to work actively towards this ideal. If his good offices were required, he added, they were always available to them.

Reactions.- According to press reports, most of the union representatives described the "new deal" for the non-gazetted employees as "bold". One union leader went further and called it "phenomenal".

At the same time, the union leaders wanted the Railway administrations to be "more alive" to the difficulties and grievances of the railway employees, particularly those belonging to Class IV.

Shri S. Guruswamy, a railway trade union leader and at present President of the South-Eastern Railwaymen's Union, however, ^{was} critical of the scheme, when he addressed a meeting of railway workers at Gorakhpur on 12 February 1957. He characterised the scheme as the "biggest window dressing show by India's Railway Minister in 1957". He added that the Minister's announcement was a unilateral decision which was dangerous to the growth of a free trade union movement. Since the new Railway Minister instead of following the normal procedure of discussion with the all-India organisation of railwaymen on all-India issues, followed the unique procedure of inviting representatives of unions irrespective of their affiliation. The announcement "is not the outcome of either negotiations with railway labour or a recommendation of the tribunal. Secondly, the announcement does not cover cases of all categories on whose behalf several demands are before the tribunal. The gravest omission, it was pointed out by representatives of unions, relates to a vast majority of workers belonging to Class IV or technical or skilled cadre. This is bound to invite the bitterest opposition from nearly 700,000 workers of these categories".

He, however, recognised that certain long-standing grievances had been met, especially especially abolition of truncated grades for clerical staff, of grades of pay clerks, travelling ticket examiners, train examiners, stock verifiers, and subheads of accounts departments, etc., ~~from~~ even when it meant a departure from the Central Pay Commission's structure.

(The Hindustan Times, 11 February 1957;
The Statesman, 14 February 1957).

Labour Appellate Tribunal's Award on Colliery Dispute:
Principle of Equal Pay for Women Workers accepted.

The Labour Appellate Tribunal gave on 29 January 1957, its award on 11 appeals, involving about 960 coal mines in India over the award of the All India Industrial Tribunal (Colliery Disputes) (vide pp. 19-22 of the report of this Office for June 1956). The award has retained the minimum wage (fixed by the lower tribunal) of a colliery worker at 69 rupees for the lowest category, made certain changes in differentials (in categorisation) and work-loads, given equal pay for men and women doing the same work, introduced a flexible system of dearness allowance which would automatically adjust the wage structure to future rises in the cost of living, and "freshly evaluated the food grain concessions which are now abolished, at what we consider to be the true value".

The tribunal observed: "We feel that we have given the miners a fair deal, consistent with justice to the employers and with the continued prosperity of the industry and in the hope and expectation that there will now be peace in the industry, and a concerted effort will be made to achieve higher targets of coal production.

"We do not disguise the fact that our minimum wage falls short of what would be considered a comfortable living, but that is inevitable in the context of the general level of wages and economic conditions.

"We trust that the workmen of the coal mines will put forth their full effort so that, with as fair a wage as can be given at present, and which constitutes a substantial advance over existing wages, there is an adequate supply of coal for our future requirements. We trust that absenteeism will decrease, and that the labour force, which was sporadically distracted towards other activities, will now concentrate its energies on the work of coal production."

The main points of the award are briefly reviewed below.

Differentials. - "Categorisation had been by consent and the categories had been given a basic wage on a rising scale - and the differentials between categories were designed to provide for differences in value of work of the respective categories.

"Labour, however, contended that the differentials did not adequately provide for those differences between the categories which had existed in the past. It was also suggested that within different collieries there used to be varying differentials between particular categories on the one hand and the lowest paid on the other, and that, as a result of the award, those differentials had been upset and, in some cases, while the lowest paid had been increased quite a lot, others had received no increase at all and thus, there was discontent."

While the previous award had provided for "preservation of rights", the Appellate Tribunal observed: "The workmen said that was not enough and they asked that in each colliery the differentials should be maintained. There was some ~~of~~ force in the argument, but, of course, the claim could be carried too far - it is unrealistic to urge that there should be a rigid adherence to the percentage of existing differentials, for with the considerable general rise in the wages of the workmen the same percentage of differentials would not be justified - we must take into account the advances given and must be careful that the differentials do not bring about results which might be lopsided".

Work-loads.- For the piece-rated workers in Bengal and Bihar, the Appellate Tribunal confirmed the work-load of one tub of 36 cubic feet for the pick-miners.

~~Tribunal~~
For the Madhya Pradesh miner, the awarded work-load of 1 1/2 tubs per shift has been reduced to 1-1/3 tubs. For the machine miner or loader, the work-load has been reduced from 2-1/4 tubs to two tubs of 36 cubic feet. The basic wage of the wagon loader is raised from four annas to 4-1/2 annas per ton.

With regard to other piece-rated workers for whom no work-load had been prescribed, the tribunal has given the same percentage increase in their wages given to the pick-miner. In Bengal, Bihar, Madhya Pradesh and Korba, the rate has been increased from 25 per cent to 40 per cent. The tribunal has also reduced a little the work-load of the loaders in Madhya Pradesh and Korba coalfield and has given a corresponding increase in the rate per tub to wagon loaders as in Bengal and Bihar.

The work-loads for the quarry pick-miner and the quarry miner remain unchanged.

Equal pay for women workers.- The award said female workers had been given only 75 percent of the minimum wage for men, in the decision under appeal and that the discrimination had been supported on three principal grounds: (1) That the female worker generally belongs to a family group; (2) that the basic wage as fixed is about 75 per cent of what is fixed for male workers; and (3) special amenities enjoyed by women like maternity benefits, creches, etc., should make up for the deficiency.

The Appellate Tribunal did not agree with this view (lower tribunal's) and made an amendment to the effect that persons at present living in rent-free quarters should continue to enjoy that benefit. It further directed that where an employer directed allots a quarter to a number of workmen, he shall take from each of the workmen, the rent fixed divided by the number of persons who have been given accommodation in the quarter by the employer.

Minimum wages.- After reviewing the basis and findings of the lower tribunal, the appellate tribunal observed: "The advance given by the (original) award to the lowest paid is much less than 40 per cent in fact, it is something like 30 per cent." A fundamental defect in the lower tribunal's award was that it had taken into consideration the statutory bonus scheme in fixing the minimum wage.

The ~~tribunal~~ Appellate Tribunal said: "The number of time-rated and piece-rated workmen who received bonus was limited whereas the calculations in the award are based upon the assumption of all the workmen earning bonus for all the four quarters of the year, which is a calculation substantially in favour of employers. Secondly, there are many collieries in which the wages of certain workers had already been higher than is now awarded." It directed that the employers shall pay to their daily-rated workmen wages as specified by the tribunal.

The tribunal said: "The amendments, which we have made, are designed to rectify the erroneous view which the tribunal (lower) in our opinion has taken on fundamental matters. If we have more elbow room we could have done better, but we were wedged in between the need to rectify a defect and the necessity to work within certain jurisdictional limits.

"It can be argued that whereas the lowest paid in our scheme has had his basic raised by two annas and receives 69 rupees per month, there are some whose total emoluments have advanced little, and that the differentials are not enough. The answer is that the lowest paid always calls for special attention for it is he who is nearest the border line of want and he must be given enough to live upon in his small way. The others should not look upon their wages in terms of comparison with the lowest paid, past or present, for each one of them, taken as a category, has benefited by this decision."

The tribunal urged the Government to consider the desirability of amending the coal-mines scheme and indicated the lines on which a "more careful scheme" could be devised.

The tribunal said the present bonus scheme "purports to be one which is intended to be an addition to the wage and not something which, if not earned, would reduce the minimum wage as in effect has been ordered by the award (lower tribunal's).

In its award, the Appellate Tribunal said: "It is not always that a working woman has an earning husband. There must be heaps of cases where women work because, bereft of male support, they have to bring up their children and dependants. Should the employer be allowed to turn round and say that the female worker should be paid less wages just because in some cases, a woman may have lesser number of dependants? Certainly not."

On the "past tradition" of wages paid to women workers, the Tribunal observed: We ourselves have had occasion to observe female workers engaged in strenuous work - and it is monstrous to suggest that in work of that kind, she does lesser work than the male - and yet we are aware of the lamentable fact that for that very work she has been given in the past a lesser wage as a matter of "tradition". That tradition must go "with the upsurge of a social conscience".

As regards maternity benefits and creches, the Tribunal said comment was "futile on arguments of this character. These women are the mothers of the nation and the observation of the Tribunal (lower) had validity only if we accept the implied suggestion that female workers are in a state of perpetual maternity or their children permanently in creches".

Considering the question from the standpoint of the Constitution, the Tribunal said: "We have no hesitation in coming to the conclusion that the time has been reached when the female worker is entitled to receive the same wages as the male worker for the same class of work unless it can be shown that her output is demonstrably lower than that of the male. A piece-rated female worker is paid exactly the same as a piece-rated male worker thereby negating the theory that a female worker should get less on the basis of needs - in other words negating the tribunal's (lower) findings that the needs of the women workers should be taken at 2.25 consumption units of the male worker".

The Tribunal directed that for the same category, there should be no disparity between the male and female workers as to wages.

Dearness allowance.- The Tribunal retained the original structure but gave a formula for the adjustment of Dearness Allowance against future rises in the cost of living.

House rent.- Labour had claimed house rent allowance at the rate of 10 per cent of emoluments and one of the unions had asked that every worker should be provided with free quarters or be paid a house rent allowance in lieu of quarters. It had been the practice of employers to give some quarters to the workmen free of charge. In the original award, it had been argued that if the same wages were fixed for both categories of workers, those who were provided with quarters would be in a somewhat advantageous position than those who have not been so provided. It had been further stated that those enjoying the additional facility of quarters should be called to pay for it.

The tribunal considered various possible methods to overcome the difficulty created by the unnatural split up of the minimum and ultimately decided to amend the original award so that the minimum of the lowest paid workmen should be 69 rupees 1 anna as given by the award, but split up to 1 rupee 1 anna basic with dearness allowance at 150 per cent of basic.

Some alternative alterations were also made in the basic of other categories. The tribunal said: "The bonus scheme would operate, as the legislature intended it to operate, as an addition to the wage structure. It is a statutory provision and has its place in the scheme of rewards and, if modified, would become a useful adjunct to the wage structure. Furthermore, the earning of bonus constitutes the necessary qualification for entrance into the coal-mines bonus scheme, and the tribunal also felt that if the present bonus scheme was abolished there would be a state of demands for annual bonus based on the concern's prosperity with much attendant ferment. The balance of consideration in our view is in favour of the retention of the bonus scheme shorn of its short-comings".

Coal production.- In its preliminary remarks, the tribunal said production of coal in India had risen from 30 million tons in 1947 to 38 million tons in 1955 and the target for coal in the second Five-Year Plan stood at 60 million tons. "It is clear that a wage structure is necessary which would induce the workmen to produce more so as to achieve that target.

"The award given (by the lower tribunal) is not likely to produce that result, because it has been assailed in appeal, has been the cause of a serious strike, and the larger employers, including the State, have themselves adopted important alterations of the award in course of implementation."

In its conclusions, the tribunal said: "We have tried to rectify those parts of the award which we felt ought to be corrected. While doing so, we have at the back of our mind two principal factors: first, the necessity of giving a reasonable wage to the several categories involved; and secondly, of keeping in view the cost which would result by a further increase in wages. We trust that we have succeeded in our task, and that this decision will successfully serve as a longer-term wage and service structure for coal-mines".

The tribunal added: "The coal-miner does strenuous work for the community in hard conditions of labour.....We are giving him what we consider to be a reasonable wage in the existing economic conditions of our country, and if some small extra expenditure is thereby incurred, despite our calculations, it will be money well spent.

38

"We appreciate that we have to look after the interests not only of the employers and of labour, but also of the public in an adjudication of this character. While we are the custodians of such public interest, we are to the same extent the inheritors of the public conscience which cannot be satisfied unless the persons who toil and moil for the community's good are given at least a modest livelihood. That is but a first step in a socialistic pattern of society".

Coal Price raised: effect of award.- The Government of India has it is understood, decided to grant an increase of 1 rupee 2 annas per ton in the controlled price of coal. An increase of 6 annas per ton in the price for a period of two years will also be allowed to enable the collieries to meet the cost of the retrospective benefits of the Labour Appellate Tribunal's Award.

The proposed increase, it is learnt, will meet only partially the demand of the Indian Colliery Owners' Association, the Indian Mining Association and the Indian Mining Federation for a higher price to enable the industry to meet the extra cost resulting from the decision of the Labour Appellate Tribunal.

According to the chairman of the Indian Mining Association the coal industry will require about 42.5 million rupees to give effect to the decision of the Labour Appellate Tribunal with retrospective effect.

(The Hindustan Times, 31 January 1957
and 23 February 1957;
The Statesman, 23 February, 1957)

Dearness Allowance of Bank Employees to be linked to Cost of Living Index: Labour Appellate Tribunal's Decision.

The Labour Appellate Tribunal held on 8 February 1957, that the minimum and the maximum in the dearness allowance scheme for bank clerks in the country as laid down in the modified industrial Tribunal (Banking Disputes) Award (vide pp. 56-57 of the report of this Office for September 1955) should be reduced or increased when the half yearly all-India average working class cost of living index registered a fall or rise of more than ten points on the basic index figure of 144.

The Bank Award Commission had recommended a certain proportionate rise or fall in the dearness allowance when the cost of living index changed by ten points and the Appellate Tribunal said the rise or fall in the minimum and the maximum should also be in the same proportion.

The Tribunal was considering a reference made to its Chairman, Shri F.M. Jeejeebhoy, by the Government of India seeking interpretation regarding the dearness allowance scheme.

The Tribunal was asked to decide whether the minimum or maximum dearness allowance laid down in the award of the All-India Industrial Tribunal (Banking Disputes) as modified by the Labour Appellate Tribunal, could be reduced or increased when the half yearly all-India cost of living index number fell or rose by more than ten points.

Shri Jeejeebhoy said that the object of the Bank Tribunal in fixing a minimum in dearness allowance was that, considering the cost of living at the time of the award, no bank employee should get less than a particular minimum by way of dearness allowance. It would be illogical, Shri Jeejeebhoy held, that this minimum should not be touched if the cost of living dropped and consequently there was a decrease in the dearness allowance. The same basic consideration must also apply to the maximum.

The employees' contention was that the minimum or the maximum should not be touched when there was a fall in the cost of living but there should be an increase in the minimum and the maximum if there was a rise in the cost of living.

Shri Jeejeebhoy said this was a contention which was not possible to accept. He said the bank managements' arguments that the minimum and the maximum should register a proportionate-rise or fall according to the change in the dearness allowance was in keeping with the "compact scheme" of the Bank Tribunal.

That scheme, he said, consisted of three items: (1) the minimum; (2) the dearness allowance as given; and (3) the maximum. Being a co-ordinated scheme it would reasonably follow that if the dearness allowance fell then the other two components of the scheme should also recede. If it were not so then the minimum dearness allowance might continue to exist even when the necessity for it had been greatly reduced.

(The Statesman, 9 February 1957).

37. Salaries.

India - February 1957.

New Pay Scheme for Railway Employees announced:
Upward Revision of Posts: 170,000 persons to be
benefited.

Shri Jagjivan Ram, Union Minister for Railways, announced on 10 February 1957, the details of a scheme aiming at a large-scale upward redistribution of posts in the non-gazetted cadres of all Government railways in India.

For details, please see pp. 26-32 of this report.

39. International Economic Relations

India - February 1957.

Freer Indo-Pakistan Trade: Agreement Signed in New Delhi.

A new trade agreement, which seeks to provide for expansion of trade between India and Pakistan on the "basis of mutual advantage" was signed at New Delhi on 22 January 1957. The agreement which was later ratified by both the governments comes into force from 1 February 1957.

Main Features. - Important features of the agreement are that both Governments have agreed to accord to each other the most-favoured-nation treatment, and have undertaken to explore all possibilities for the expansion of trade between the two countries on the basis of mutual advantage, recognizing the needs and requirements of each other for foreign exchange in the context of their developing economies and having regard to the present disequilibrium in their trade and payments position.

The agreement also provides for the continuance of border trade between East Pakistan on the one side and the adjoining Indian territories on the other, free of customs duties and exchange control formalities.

India will supply to Pakistan monthly 1 lakh tons of coal - roughly 22,000 tons more than under the existing agreement. Thirty thousand tons will be supplied to West Pakistan by rail, 55,000 tons to East Pakistan by rail and river, and another 15,000 tons by sea or river.

Pakistan will import more Indian films than at present - a minimum of ten Bengali films and seven Hindi or Urdu films every year.

Sixth Monthly Review.- The agreement will remain in force for three years, that is, up to 31 January 1960. But at the expiry of the first year, it may be terminated by either party giving six months' notice in writing to the other. The working of the

agreement will be reviewed every six months and the schedules providing for the export and import of commodities, annually.

Exports from India:- Among the 45 commodities listed for export from India to Pakistan are coal, chemicals, drugs and medicines, mill-board and strawboard, machinery and mill work, workshop equipment, electrical instruments, cinema films, sugar, tea for blending, coffee, betel leaves, bidis and hooka tobacco and bidi leaves.

Exports from Pakistan.- Among the 18 articles to be imported by India from Pakistan are raw jute, hides and skins, fish, poultry and eggs, betelnuts, spices, honey, cinema films, machine tools, bicycles and spare parts, surgical instruments and sports goods.

Border Trade.- The two Governments have also agreed to enter into special arrangements for the export and import of certain commodities, like hard and soft wood, stone boulders and forest produce.

The commodities that will be allowed to be sold in border trade free of customs duties and exchange control regulations are articles of daily consumption, like fish, poultry and eggs, soap, vegetables and fresh fruits, milk and milk products, kerosene, betel leaves, fodder and firewood.

From 1 August 1957 persons can cross the border for border trade once a day in each direction and only through specified routes. Each of them can also carry cash up to a maximum of Rs5 in Indian currency while going from India to Pakistan and a similar amount in Pakistan currency when returning from Pakistan to India. Both Governments will maintain such checks and such preventive measures, including the right to search, as are necessary to see that the concessions given are not abused.

Letters exchanged between the two countries provide for the continuance of the present practice of taking paddy by "ziratia" tenants residing on either side of the Tripura-East Pakistan border for their consumption. Such tenants will be allowed to take across the border, within a reasonable period after the harvest, 40 maunds of paddy per family or the total produce of the land cultivated by them, whichever is less.

441

A new Open General Licence, giving general permission to all persons to import from Pakistan goods specified in a schedule attached to the O.G.L., has been issued by the Government of India.

The goods mentioned in the schedule are: poultry; fish, not otherwise specified; fish, salted wet; fresh vegetables, all sorts not otherwise specified (excluding potatoes and betel leaves) but including onions, garlic and green ginger, and eggs.

The O.G.L. is valid till March 31, 1957.

(The Hindustan Times,
23-1-57 and 1-2-57).

Indo-Soviet Trade Pact Extended

The validity of the schedules "A" and "B" attached to the trade agreement between India and the USSR has been extended for another year. Letters to this effect were exchanged in New Delhi on 30 January 1957.

The trade agreement between the two countries was signed on 2 December 1953. The schedules are subject to annual renewal.

The schedules have been modified to include the import of aluminium and rough emeralds into India from Russia and the export of cashew nuts, hydrogenated oils, footwear, woollen fabrics and mica from India to Russia.

The trade agreement is valid till 2 December 1957.

(The Statesman
31.1.1957.)

India-Indonesia Trade Pact Extended

The trade agreement between India and Indonesia has been extended up to the end of June this year by letters exchanged in Jakarta between representatives of the two Governments, the Ministry of Commerce and Consumer Industry announced in Delhi on Friday, 15 February 1957.

The agreement which was signed on 30 January 1953, was last extended up to 31 December 1956.

The present trade between the two countries is favourable to India. In 1955 India exported to Indonesia goods of the value of a little over Rs 11 crores while her imports from Indonesia totalled about 1.6 crores.

(The Statesman 16.2.1957).

DNS:

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

INDIA - FEBRUARY 1957

41. Agriculture

Agricultural Planning and Techniques: Report of the
Indian Delegation to China

Detailed recommendations on various aspects of agricultural planning and techniques to be adopted in India are contained in the Report¹ of the Indian Delegation which visited China in July-August 1956. The Delegation was led by the Union Deputy Minister for Food, Shri M.V. Krishnappa. The terms of reference drawn up by the delegation for its study were: (1) general planning and inter-relationship between the Planning Commission, the Ministries and the other Governmental Organizations in China; (2) agricultural planning including problems of techniques, fixation of targets, etc.; (3) methods of (a) implementation of agricultural plan, (b) agricultural extension, and (c) intensive cultivation; (4) incentives given to farmers (a) through price support and/or parity between industrial and agricultural products, (b) subsidies and/or tax relief, and (c) others; (5) agricultural research, education and training; (6) methods of collecting statistics of area and yield of important crops and data regarding area and yield of these crops for the seven years; and (7) progress reports and assessment of results of agricultural programmes included in the Plan.

In its Report, the Delegation says that it is the 10.7 million 'well-organised, disciplined and hardworking members of the party', working in the remotest villages who have brought about a fundamental change in the rural structure of China within

1. Government of India, Ministry of Food and Agriculture: Report of the Indian Delegation to China on Agricultural Planning and Techniques, July-August 1956; Manager of Publications, Delhi, 1956, Pp. 199.

seven years. They have been instrumental in organising co-operative farms which have attracted wide voluntary support and which have proved to be an effective means of mobilising rural manpower and other resources and producing dynamic local leadership.

These party members have provided the drive for increasing production and ensuring the fulfilment of targets. Through their efforts, organisational conditions have been created for rapid progress in agriculture in the future.

The report recognises that any measures India adopts for its economic development must be in full accord with the country's democratic setup, but differences of political or party affiliation should not come in the way of co-operative community efforts.

The report notes that the Chinese experiences show that given certain conditions, it is possible through co-operatives to organise rural manpower resources so as to ensure a high level of employment for all members of the community, including landless labourers, and not merely for those who happen to have fair-sized agricultural holdings.

It states that the most important thing for India is to create conditions "in which the average peasant will work much harder than at present, the manpower and other resources of each local community, are more fully mobilised in the interest of all, the village community develops a quality of leadership and responsibility for the welfare of all its members, large numbers of non-official workers are drawn actively into the task of rural development and the administration can render effective services to the people.

"In some measure, each of these things is, no doubt, being done, but not enough, not together, and in all places."

Apart from the development of co-operatives, the delegation has stressed the vital importance of assured markets and guaranteed prices to the Indian farmer, greater rural credit, a more intensive extension service, and the development of local manurial resources.

45

The more important recommendations made by the delegation are given below.

Multipurpose Co-operatives.— The report says that the early implementation of proposals relating to co-operation in the Second Five-Year Plan is essential. The building up of strong multi-purpose co-operatives is an important condition for the successful implementation of the agricultural production programme. In the National Extension and Community Development programmes, co-operation should be given the central place. A major test of progress in the N.E.S. and Community Development Blocks should be achievements in the development of genuine co-operatives through the voluntary participation by peasants. A bold programme of experiments in co-operative farming of different types should be organised, the details being worked out after the report of the Indian Cooperative Delegation to China has been received.

In addition to the technical extension service at the block level, there should be agricultural, animal husbandry and cooperative personnel also for each group of, say, 15 to 25 villages. There should be well-organised demonstration and training centres at the block level and these centres should be supported by similar centres for demonstration, teaching and exchange of experience among farmers in each group of 15 to 25 villages. At this level, there should also be a cooperative seeds store and arrangement for the supply of fertilizers and agricultural accessories.

The agricultural extension staff at the block level should be strengthened by the addition of an engineer who will assist village cooperatives in working out schemes for minor irrigation, drainage and water and soil conservation which can be carried out with local participation and labour. There should be a plant protection assistant.

The jurisdiction of the multi-purpose village level workers, which is now about 10 villages, should be reduced, possibly to about one-half and the training programme for village level workers should be stepped up accordingly. The inadequacy of training can be made up through in-service and part-time training. In-service training and short-term courses should be organised as a matter of normal practice for existing personnel as well.

In addition to setting targets of additional production potential for the country as a whole and for individual States as is being done at present, targets of yield per acre should be fixed by the local authorities concerned for individual districts, National Extension Blocks and villages. The local people and representative farmers should be closely associated with this work. The help of the best farmers in each area should be taken and they should be used as a cadre of non-official agricultural leaders for the purpose of helping farmers in the area to adopt better methods and reach higher targets.

Economic and Financial Measures.- The report says that the administrative procedures relating to the grant of credit by cooperatives as well as by government agencies should be re-examined so that farmers can receive financial assistance within a week or at the most two weeks and without having to depend upon the favour of petty officials. In the interest of agricultural production, it is essential that there should be guaranteed minimum prices for the principal agricultural crops such as foodgrains, cotton, jute, etc., with an assurance that the Government would be prepared to purchase quantities offered at these prices. The minimum prices should be sufficient to induce farmers to put in increased doses of labour, fertilizers, insecticides, etc. and to use better seeds and better implements. Minimum prices for different agricultural products should be fixed in relation to one another and in such a manner that production is encouraged in accordance with the planned targets.

For the marketing of agricultural produce, co-operative institutions by themselves may not be sufficient. The principle of state partnership in cooperative marketing societies has been accepted already. It may be necessary, however, for the State to play a larger role in the organisation of rural supply and marketing than has been contemplated so far.

Technical Measures.- As regards technical measures to be adopted the Delegation recommends that with increase in the area under irrigation, there should be targets in every State, district, etc. for area to be put under two or three crops during the year. The multiplication and distribution of improved

seeds should be given the highest priority so that during the period of the Second Plan, the areas under rice and wheat and as far as possible under millets, maize and other crops are brought under improved strains. Research work on crops for which improved strains have not yet been evolved should be intensified in each State and for this purpose funds should be made available.

The Report says that planting of high yielding crops, such as, maize, potatoes, sweet potatoes and high yielding varieties of paddy should be encouraged. Investigations into the possibilities of developing the Japanese method of cultivation for potatoes should be carried out. Research in the economic of 'close planting' vis-a-vis the 'Japanese method' should be undertaken with reference to different crops and in different areas.

An all-out effort should be made to develop local manurial resources such as farm yard manure, night soil, composting and green manuring as well as the utilisation of chemical fertilisers on a much larger scale than at present. With the object of evolving cheap methods for deodorizing and disinfecting night soil so as to make it acceptable to Indian peasants, large scale pilot projects should be undertaken in every state. Manurial schedules should be worked out for each types of soils and crops. Experiments to study the effect of different types of fertilizers on the cultivators' fields should be undertaken.

Research on the usefulness of bacterial fertilisers under Indian conditions should be organised and the use of nodule bacteria for inoculating seeds of leguminous crops should be practised. Advice to cultivators for the use of proper rotations on the basis of soil types and their economic needs should be provided.

DNS:

17th Annual Conference of the Indian Society
of Agricultural Economics: Presidential Address

Presiding over the 17th annual conference of the Indian Society of Agricultural Economics held at Cuttack on 28 December 1956, Prof. D.G. Karve stressed the role of agricultural economists in the context of the Second Five-Year Plan.

Prof. Karve explained the preponderance of agriculture in the Indian economy in respect of employment and output and said that there was nothing to suggest that a major socio-economic process of rationalisation of agriculture and of modernisation of the techniques of industry had yet gathered a strong momentum.

He pointed out that this was an aspect which had not been given careful consideration in the working out of the programmes of agricultural improvement.

Inadequate allocation in Second Five-Year Plan. Examining the Second Five-Year Plan, Prof. Karve laid emphasis on the obvious importance of providing adequate developmental capital to agriculture. The allocation of only 12 per cent. of development outlay of the Second Plan to agriculture and community development against 16 per cent. in the First Plan, had no justification at all, said Prof. Karve. The corner-stone of our national economic policy should be an increase in productivity as well as total production in agriculture commensurate with the effective demands of the non-agricultural sector.

Prof. Karve said that the land reform measures, basic to the structure of agricultural planning, had not been pursued with the necessary vigour in all parts. No appreciable progress had been made in the de-concentration of the possession of lands as an instrument of productivity. Unless a strong movement for land re-distribution was kept up at a high level of public support, there was serious danger of the very basis of agrarian democracy being too loosely laid to support the structure of a socialistic State.

Joint Cultivation.— Prof. Karve made the suggestion that a programme of joint cultivation should occupy a central place in our schemes of agricultural development. After explaining in detail the implications of joint cultivation with particular reference to the type of co-operative organisation, he examined the protests raised on the score of individual liberty, against the recent regulations for possession and use of land as also the manner of channelling public resources into the operation of individual farmers.

Like other sectors of economy agriculture had now to be studied in a developmental context, in the perspective of a long term objective for the economy as a whole. The factual data, analytical tools and planning experience needed to achieve the requisite degree of competence could not be developed within a short period. By all accounts in other developed countries also, capitalist as well as socialist, development of agricultural economics had taken a long time, and even today for analysis as well as planning agriculture continued to be on a much less firm ground than industry and finance.

Continuing, Prof. Karve said that while scholars studying agricultural economics in universities might with advantage attend to problems in which field and operational conditions were not so important, a more intensive study of production and business aspects of agriculture must be more systematically pursued in the economics departments of agricultural colleges. There is a real need for increasing the strength and equipment of economics faculties of all agricultural colleges and the creation and augmentation of an economic research section in all agricultural institutions through central assistance.

In conclusion, Prof. Karve touched on the fundamental questions of social policy. Reforms in agriculture could not move forward on rational and progressive lines unless the acceptance of common principles of social organisation was ensured over the whole field of economic activity. One service which agricultural economists could at this moment render to their science and to their fellowmen was to state the over-all conditions in which alone it would be fair to expect that agrarian socialism, even in its more democratic form of co-operativism, would prove practicable as well as beneficent.

{The Hindu, 29.12.1956}

33

Moneylenders Supply Bulk of Rural Credit:
Working of Agricultural Legislation Reviewed.

There has been no material improvement in the terms on which private credit is available to agriculture, despite legislation by various States for regulation of moneylending, according to the revised edition of Agricultural Legislation in India issued by the Economic and Statistical Adviser of the Union Ministry of Food and Agriculture.

Reviewing the working of the legislations undertaken by the various States for regulating moneylending since 1879, it says that practically in none of the States had any adequate machinery been set up for the specific purpose of ensuring an effective implementation of these measures. The general responsibility for the administration of these measures has been vested in authorities already functioning and discharging some other responsibilities.

Provisions Violated.— Because of the inadequacy of the supervising machinery, absence of an alternate source of credit and the compelling nature of the borrowers' requirements, the money-lenders are able, without much difficulty, to evade almost all the important provisions of these enactments. However, these legislations have produced a restrictive influence on lending operations and curtailed the supply of credit to agriculturists which was not an unmixed evil in so far as it had discouraged borrowing for non-productive purposes such as family expenditure.

Even with the expansion of organized banking in the country and the increasingly important role played by the co-operative movement and the State in financing agriculture, the bulk of rural finance is still supplied by the moneylender.

The professional and agriculturist moneylenders together supplied 69.7% of the total borrowings of the agriculturists and with the sums supplied by landlords and traders the total share of personal credit provided by moneylenders comes to about 77% while Government agencies, the co-operative movement and the commercial banks together supplied only 7.3%.

This dominant position of private credit in agriculture, though inevitable in the circumstances in which Indian rural economy was placed till recently has had very deleterious effects on the country's agrarian economy and agrarian relationships.

Discussing the merits and demerits of private credit, the publication says that it is true that the heavy risks inherent in lending to agriculturists of low credit-worthiness will compel any credit agency operating in this sector to charge higher rates of interest than those prevailing in the more organized and less risky sectors like trade and commerce.

High Rates.- But it is also true that the high rates at which loans can be made to agriculturists tempted many a moneylender to lend liberally at least to such agriculturists as can offer an alienable right in land as security.

Thus one of the very virtues of the system of personal credit namely the ease and promptness with which loans could be got became an evil here and one of its worst consequences was that it condemned many cultivators to an uneconomic routine of life.

Because of their past indebtedness it failed to help the agriculturists in raising the productivity of their lands when that was so badly needed to compensate for the increasing pressure of population on land. On the other hand, it aggravated that situation by increasing the dead-weight of costly and non-productive loans for expenditure on marriages and other ceremonies.

About the future role of the private moneylenders in the rural economy, the publication says that under the new situation of active State participation in the programmes of rural development, agricultural credit is no longer looked upon as a sphere where the State has merely to save the cultivators from exploitation by the moneylender. Supply of finance for agriculture in adequate quantities is regarded as the lynchpin of the programmes of rural development. Once a healthy alternate agency offering vigorous competition to the private moneylenders is built up they will play a fruitful role in the development of rural economy under a more realistic system of State regulation.

(The Statesman 18-2-1957).

Assam Fixation of Ceiling on Land Holdings Act,
1956 (Assam Act 1 of 1957).

The Government of Assam published on 16 January 1957 the text of the Assam Fixation of Ceiling on Land Holdings Act, 1956, which received the assent of the President on 7 December 1956. The Act imposes certain limits on the extent of land that may be held by a person. The Act extends to the districts of Lakhimpur, Sibsagar, Nowgong, Darrang, Kamrup, Goalpara and Cachar in the State of Assam, and does not apply to (a) lands held by the State Government of Assam or by the Union Government of India or by any Local Authority; (b) lands belonging to any religious or charitable institution of a public nature; (c) (i) lands held for special cultivation of tea or purposes ancillary thereto, and (ii) lands exceeding 150 bighas, utilised for large scale cultivation of citrus in a compact block by any person before the first day of January, 1955.

The Act provides that notwithstanding anything to the contrary in any law, custom or agreement, no person, either by himself or through any member of his family, shall be entitled to hold as owner or tenant, lands which exceed the limit of 150 bighas in the aggregate.

Any person, who, on the date of commencement of this Act, either by himself or through any member of his family, holds as owner or tenant lands, which in the aggregate, exceed the limit fixed above shall submit to the Collector a return giving the particulars of all his lands in the prescribed form and stating therein his selection of plot or plots of lands which he desires to retain. On the basis of the information given in the return, the Collector shall prepare a draft statement showing, among other particulars, the total area of lands held by such persons on their own behalf and on behalf of their family, the specific plots selected for retention with them, and also the lands in excess of the limit fixed under the Act.

The State Government shall acquire such excess lands by publishing in the official Gazette a notification to the effect that such lands are required for a public purpose and such publication shall be conclusive evidence of the notice of acquisition to the person or persons holding such lands. On publication of the notification, all rights, title and interests of such person or persons in such excess lands shall stand transferred to the State Government with effect from the date of publication of the notification free from encumbrances created by such person or persons.

Where any land is acquired by the State, there shall be paid compensation which shall be determined by the Collector or any other officer authorised by the State Government in the manner and in accordance with the principles laid down in the Act. Such compensations may be paid in cash in one or more equal instalments within five years. The excess land acquired under the Act shall be at the disposal of the State Government. If there is any cultivating tenant in occupation of the land acquired from an owner then he shall have the option of taking settlement of such land within a prescribed period on certain conditions.

Resumption of Land for Personal Cultivation.-

Notwithstanding anything to the contrary in any law, usage or agreement, no landlord shall be entitled to terminate the tenancy of any person on the ground of his requiring the land for his personal cultivation except under the following circumstances, namely: (a) if the aggregate area of lands held by the landlord either by himself or through any member of his family does not exceed 25 bighas then he shall be entitled to resume the entire area, (b) if the aggregate area of lands so held exceeds 25 bighas, then he shall be entitled to resume only so much of the area as, together with any land already held under personal cultivation shall be equal to 25 bighas or two-thirds of the aggregate area held by him whichever is higher subject, however, to an overall limit of one hundred bighas; (c) the right of resumption shall be exercisable by only those landlords whose income by cultivation of land is the principal source of income for their maintenance, provided that no tenancy of a tenant, who has acquired the right of occupancy under any law for the time being in force, shall be terminated except under the provisions of that law.

Provision is made for the establishment of a Land Reforms Board consisting of officials and non-officials to advise the State Government in (a) carrying out the provisions of this Act, (b) formulating policies in matters relating to land reforms, (c) formulating schemes of co-operative settlement of land and of co-operative farming societies, to evaluate from time to time the progress and effect of land reforms, and to perform such other functions as may be prescribed.

{The Assam Gazette, Part IV,
16 January 1957 Pp. 1-16}.

42. Co-operation.

India - February 1957.

Co-operative Movement in India: Decisions of Executive Committee Meeting of the All India Co-operative Union.

The Executive Committee of the All India Co-operative Union at its meeting on 19 January 1957, took a number of decisions of vital importance to the growth and development of the co-operative movement in India.

In its Policy Statement the Union expressed its sense of gratitude to the Prime Minister of India for expressing recently the need for non-officials to play the major role in the working of the co-operative movement if it is to progress and expand. The Union shall spare no pains to bring home to the departments of co-operation and Government the need to limit official control over the movement to the absolute minimum in order to give more room for bringing into play non-official initiative and enterprising ability.

Great satisfaction was also expressed by the Union at the declaration of the Planning Commission of the Government of India that one of the central aims of national policy is the building of a co-operative sector as part of the scheme of planned development. The Union shall continue to extend its unflinching support and co-operation to the Government in the implementation of the various schemes of co-operative development embodied in the second Five Year Plan.

Decisions.- The meeting considered the failure of the consumers' movement and set up a Committee to examine the causes of the failure of the movement and to recommend steps to revive it.

The meeting recommended that the Executive Committee of the All India Co-operative Union be accepted as the nucleus of the All India Co-operative Advisory Council, which was recommended to be set up by the All India Rural Credit Survey Committee. Such an arrangement would serve effectively not only co-operative interests but other interests as well.

The Committee recommended that the Union should further explore the need and possibilities of making co-operation a 'concurrent subject'. Some weighty considerations in this respect are the need for uniform as against the existing lopsided and uneven development of the co-operative movement, the smooth and increased flow of technical and financial aid from the Centre, the effective implementation of the recommendations of the Rural Credit Survey Committee, etc.

In the matter of Co-operative Education, the meeting took note of the expanded scheme for co-operative education of the Union, which was accepted by the Government of India and which is to cover 55 districts throughout the country.

On the subject of the draft All India Co-operative Act, which has been prepared by the Union, the meeting decided to request the Government of India either to absorb the members of the Law Sub-Committee of the Union into the Government of India's Law Committee or to permit the holding of joint meetings of the two Law Committees at the time of the final drafting of the model Co-operative Act.

The Committee decided to hold the third Indian Co-operative Congress this year in Hyderabad sometime in April.

The meeting decided upon the establishment of an Institute within the structure of the All India Co-operative Union with the generous contribution of about 145,000 rupees received by the Union from the Joint India Fund established by the Co-operative League of U.S.A. and the American International Association. The Institute is to carry programmes of research and evaluation, the organisation of educational activities such as seminars, symposia, special training programmes for co-operative workers, the production of educational material etc. It is expected to undertake two evaluation projects this year and to organise a training course of executives of State Co-operative Unions.

The programme of the All India Co-operative Union, which the meeting approved of, included the organisational expansion of the Union to enable it to play effectively its central role in the promotion of the large co-operative development schemes such as credit, marketing, warehousing, training etc., which have already been initiated or are envisaged during the Second Five Year Plan. The Union is also to embark on a plan of strengthening State Co-operative Unions by assisting them to develop an effective net-work of sound co-operative organisations from the district level upwards. The training programme for non-officials is to be expanded progressively during the next four or five years. Special emphasis is to be laid on the production of a greater volume of popular literature on various aspects of Co-operation and the adoption of this literature by the State Unions into their regional languages. The Union is also to undertake this year the issue of special publications.

(All India Co-operative Review,
 Vol. XXII, No.11, February 1957,
 pp. 617-619).

'L'

60

43. Handicrafts.

India - February 1957.

Helping Small Scale Industries: Research Institute in
Each State proposed.

The Government of India plans to have one major research institute for each State in the country by the beginning of 1958, to help small scale industries in the country to attain efficiency in the mode of production.

Under each such institute will be a number of industrial extension centres equipped with modern machines and tools and providing common service facilities and expert technical advice to those artisans concerned with various small-scale industries who cannot individually afford such facilities.

Extension centres approved.- On 4 February 1957, the Central Government approved schemes to establish 34 such Industrial Extension centres. Schemes for 15 more centres are under scrutiny.

It is proposed to set up 60 such centres in the first two years of the second Plan period.

On an average, each Extension Centre will have machinery and equipment worth about 200,000 rupees and will assist individual manufacturers in resolving their more common technical problems and will refer the more difficult problems to the Regional or the State Institutes.

The small industries in the Northern Region, for which the Extension Centres are being established, include, among others, carpentry, blacksmithy, footwear industry, sports goods, foundry and bicycle parts.

The centres for the Northern region will be at Kaithal for carpentry and blacksmithy, at Rewari for metal and footwear industry, at Meerut and Jullundur for sports goods, at Roorkoe for surveying and drawing instruments, at Ambala for scientific glassware, at Batala for foundries and agricultural implements, at Kanpur for bicycle parts and bicycles, at Faridabad for blacksmithy and carpentry, at Firozabad for pressed glassware and bangles.

In the Southern Region, the Extension Centres will be for engineering, foundry, stainless steel, leather and footwear industries.

Blacksmithy, foundry, carpentry, electro-plating and clock making are some of the industries in the Western Region, for which Extension Centres will render assistance.

The schemes for the Eastern Region, which are under further examination, envisage the setting up of Extension Centres for carpentry, smithy, foundry, electroplating, engineering and footwear. The centres will be located at Maldah, Bankura, Nabadwip, Tangra and Maniktala in West Bengal; Bihar Shariff, Dhanbad and Muzaffarpur in Bihar; Bargarh, Cuttack and Bhubaneswar in Orissa; and Gauhati, Jorhat and Silchar in Assam.

(The Statesman, 5 February 1957).

62

Chapter 5. Working Conditions.

51. Hours of Work.

India - February 1957.

Working of Hours of Employment Regulations in Railways During the year 1954-55.

The total staff covered by the Regulations during the year under report was 932,228 as against 876,286 during the previous year. The type of railway work which requires employment day and night on all the seven days in the week calls for the classification of employees under different categories with varying hours of work and conditions of service. According to the volume, nature and intensity of work, the workers were classified into four categories namely (i) intensive, (ii) essentially intermittent, (iii) excluded and (iv) continuous staff. Below is given a table showing the distribution of the above categories of workers during 1954-55:-

Sl. No.	Name of the Railway	1954-55				Total
		Intensive	Continuous	Intermittent	Excluded	
1.	Northern Railway	255	101,022	17,553	26,036	144,866
2.	North Eastern Railway	66	76,488	18,327	12,376	107,257
3.	Central Railway	390	113,927	20,457	23,582	158,356
4.	Western Railway	150	74,174	17,778	26,767	118,869
5.	South Eastern Railway	215	72,403	13,014	22,026	107,658
6.	Southern Railway	543	97,222	16,957	41,748	156,470
7.	Eastern Railway	270	105,017	11,315	22,150	138,752
	1954-55	1,889	640,253	115,401	174,685	932,228
	1953-54	1,741	606,931	105,295	162,319	876,286

43

The officers of the Industrial Relations Machinery devoted special attention to ensure correct classification of the staff. Cases of incorrect or doubtful classification of staff reported by the Inspecting Officers were scrutinised by the Regional Labour Commissioners and were taken up with the General Managers of Railways concerned for consideration and necessary action. Similarly where the staff were deprived of benefits of the Regulations for want of adequate number of employees the matter was referred to the Railway Administration by the Regional Labour Commissioners. Out of the 209 cases of reclassification referred to the Railway Administration during the period under review, the Railway Administration accepted the suggestion in 32 cases and contested 21 cases. The remaining 156 cases were pending at the end of the year. One hundred and four cases were referred to the Railway Administration for the appointment of additional staff. In 15 cases the suggestions were accepted and in 15 cases they were contested. At the end of the year 74 cases were pending.

No rigid procedure for inspection has so far been laid down. The labour inspectors carried out inspections and took up instances of minor irregularities directly with the Railway Administration concerned. The officers of the Industrial Relations Machinery inspected 6,192 establishments and detected during inspection of 6,369 establishments in the previous year. Of the total number of irregularities detected during the year, 5,154 (28.6 per cent) related to non-existence and non-display of rosters, 1,427 (7.9 per cent) to habitually working outside rostered hours, 1,383 (7.7 per cent) to non-payment of overtime allowance or bills, 1,163 (6.5 per cent) to occasionally working outside rostered hours, 1,056 (5.9 per cent) to irregularities regarding maintenance of muster Roll, Overtime Register and 2,101 (11.7 per cent) to other irregularities. The largest number of irregularities was in the North Eastern Railway (8,192) and was mainly in the transportation and mechanical departments. The Southern Railway (3,026) came next in which also the majority of the cases were in the transportation department. On the Railways as a whole, the largest number of irregularities were in the transportation and mechanical departments.

detected 17,991
irregularities as
compared to 15,703
irregularities

All the cases of irregularities detected were taken up with the Railway Administration concerned for rectification. Of the total 17,991 cases, 5719 (32 per cent) cases of irregularities were rectified, 65 cases were contested by the Railway Administration and 12,207 cases were pending at the end of the year. Of the irregularities rectified 2,286 (40 per cent) were rectified within 3 months, 1,490 (26 per cent) from 3 to 6 months, 1,241 (21 per cent) from 6 to 9 months, and 702 (12 per cent) from 9 to 12 months.

{ Indian Labour Gazette, Vol. XIV,
No.6, December 1956, Pp. 460-463 }

DNS:

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

India - February 1957.

Workers' Education in India: Evening Classes to be conducted.

The Government of India has decided to introduce evening classes at important centres to help industrial workers better their prospects. In these classes, the workers will be taught shop arithmetic, blue-print reading and trade theory. About 10,000 workers are expected to benefit under the scheme during the second Five-Year Plan period.

The scheme will be operated in centres like Bangalore, Bombay, Calcutta and Kanpur under the administrative control of the State Government and in close collaboration with the industry.

The syllabuses for the training will be approved by the National Council for training in vocational trades recently set up by the Government of India. The courses will be of two years' duration and classes will be held for two hours thrice a week.

66

A fee of 2 rupees per month will be charged from each worker attending the course.

Any industrial worker, who has been sponsored by his employer and who is sufficiently literate to follow the classes will be eligible for training under the scheme. At the end of the course there will be a trade test and successful trainees will be awarded certificates of training.

The Technical Education Committee of the Central Advisory Board on Education has pointed out in its report that the many, who occupy positions of responsibility in industry all over the world, owe their success to the evening classes.

(The Indian Worker, 11 February 1957,
page 7)•

•L•

56. Labour Administration.

India - February 1957.

Punjab: Annual Report on the Working of the Labour Department for the year 1954-55.

According to the review by the Government of Punjab on the annual report on the working of the Labour Department for the year 1954-55, the following labour enactments and labour welfare schemes were administered by the Labour Department during the year under report:- (a) Acts - 1) the Factories Act, 1948; 2) the Industrial Disputes Act, 1947; 3) the Indian Trade Unions Act, 1926; 4) the Industrial Employment (Standing Orders) Act, 1948; 5) the Minimum Wages Act, 1948; 6) the Workmen's Compensation Act, 1923; 7) the Payment of Wages Act, 1936; 8) the Employment of Children Act; 9) the Plantation Labour Act; 10) the Punjab Trade Employees Act, 1940; and 11) the Punjab Maternity Benefit Act, 1943; (b) Labour Welfare Schemes - 1) Subsidised Industrial Housing Scheme for Industrial Workers, and 2) Labour Welfare Centres; and (c) General Activities - In addition, the work of collection of necessary statistics was continued under the Industrial Statistics (Punjab Labour) Rules, during the year under report.

The Factories Act, 1948.- During the year under review 122 new factories were registered raising the total number of registered factories to 21,145. A sum of 342,451 rupees was realised as licensing fees under this Act. The provisions regarding the health of workers continued to be enforced by the medical officers of health in their respective areas, they have been declared as additional inspectors of factories.

The Industrial Disputes Act, 1947.- Industrial relations between the employers and the employees remained on the whole normal. Slump in the textile industry and growing consciousness amongst the workers, were mainly responsible for most of the industrial strikes and lock-outs. There were in all 57 strikes during the year and three were carried on from the previous year. The total number of workers involved in these strikes was 5,408 resulting in a loss of 46,092 man-days. Majority of these strikes

68

were settled through the mediation of the officers of the Labour Department. In accordance with the provisions of Section 3 of this Act, 137 works committees were functioning at the beginning of the year in question. Out of these 36 works committees ceased to function and 11 more were constituted during the year, thus reducing the total number of these committees to 112 at the close of the year.

The Indian Trade Unions Act, 1926.- There were 186 registered trade unions functioning in the State in the beginning of the year, and 62 new trade unions were registered during the year, thus bringing the total number of registered trade unions to 248 during the year under report.

The Industrial Employment Standing Orders Act, 1946.- At the beginning of the year 202 industrial establishments were covered by the Act, out of which 32 contractors' establishments were exempted from the provisions of the Act under Section 14. Three more establishments were added to the list during the year, thus bringing the total to 173 establishments at the end of the year. Out of these, the standing orders in respect of 57 were certified, draft standing orders for 88 establishments were pending certification while the remaining 28 establishments had not submitted their drafts.

The Minimum Wages Act, 1948.- The field staff of the labour department continued to enforce the provisions of the Act except in respect of the employment in agriculture, which work was entrusted to the kanungoes and patwaris of the revenue department. The enquiry committee reconstituted by the Government under section 6 of the Act for the revision of the minimum wages rates fixed for the inferior employees of local bodies finalised its recommendations during the year under report. In all 738 inspections under the Act were made by the inspectorate staff during the year. The efforts of the inspectorate staff during the year were mainly directed towards educating the employers about their obligations under the law and penal provisions were restored to only in a few cases.

The Workmen's Compensation Act, 1923.- There were 124 fatal accidents, 123 cases of permanent disability and 1,376 cases of temporary disability during the year under report and a total amount of 381,072 rupees was paid as compensation under this

Act. In all 6 complaints under this Act were pending at the close of the preceding year and 110 fresh complaints were received during the year under report. Out of these 114 were disposed of and the remaining 57 remained under investigation at the close of the year.

The Payment of Wages Act, 1936.- During the year under report 2,750 complaints for non-payment of wages and delayed payment of wages were received and 46 such complaints were brought forward from the previous year. Out of these, 2,678 complaints were settled during the year and 118 remained pending.

The Punjab Trade Employees Act, 1940.- The scope of this Act was further extended to six more towns in the State during the year in question. The number of inspections conducted rose to 19,177 as against 172,055 during the preceding year. In all, 7,291 prosecutions were launched as against 5,484 of the last year and a total fine of 98,777 rupees was imposed by the various courts. In all, 1,636 complaints of non-payment of wages were received out of which 1,483 were settled mostly through persuasive method and prosecutions were restored to only in a few cases.

Labour Welfare Schemes:- Subsidised Industrial Housing Scheme for Industrial Workers.- Under the scheme 200 and 124 single roomed tenements were constructed at Amritsar and Ludhiana, respectively. Survey for the selection of sites for building such houses at other places like Karnal, Bhiwani, Batala and Abdullapur was also completed. The private sector also gave encouraging co-operation and M/s S.P. Virmani, Amritsar and other employers constructed quarters for their workers at various places.

Labour Welfare Centres.- Six labour welfare centres at different industrial places in the State and one welfare centre for the plantation labour at Palampur continued to provide education as well as recreational facilities to the industrial workers. Quite a number of women workers received training in sewing in these centres.

{Supplement II to the Punjab Government
Gazette No.7, 15 February 1957, Pp.11-13}.

57. Family Budgets Including Nutrition.

India - February 1957.

Family Budgets of Industrial Workers in Coorg:
Government of India Report^{*}.

The following information regarding family budgets of industrial workers in Coorg is taken from a report on an enquiry conducted during 1952 and 1953.

Coorg is a part 'C' State situated on the slopes of the Western Ghats (under the reorganisation of States' scheme Coorg has since been brought under the State of Mysore).

The State has an area of 1,586 square miles, and a population according to the 1951 census of 229,405. Of the total population 125,327 were males and 104,078 females. The distribution of the population according to livelihood categories was as follows: 132,330 or 57.70 per cent were dependent on agriculture, and 97,075 or 42.30 per cent on non-agricultural pursuits. Of the latter, 54,459 were dependent on production other than cultivation, 7,944 on commerce, 2,108 on transport and 32,564 on miscellaneous occupations. As the plantation industry was the most important one in the State and as the number of workers in other industries was negligible it was decided to cover only the plantation workers for purposes of the enquiry.

* Government of India: Report on an Enquiry into the Family Budgets of Industrial Workers in Coorg: Labour Bureau, Ministry of Labour. pp. i - 57; Price Rs.2/4/- or 3sh.9d.

Number of budgets collected.- The collection of budgets was started in November 1952 and was completed by November 1953. In all 383 budgets were collected. Of these 369 related to families and 14 to singlemen.

Size and composition of families.- The average family (excluding dependants living away from the family) consisted of 4.61 person, of whom 1.53 were adult men, 1.33 adult women, 1.03 boys and 0.92 girls. In addition on an average 0.23 dependants were living away from the family so that the total number of persons per family came to 4.84.

The following table shows the composition of families by income groups:

Monthly Income Groups.	No. of families.	Average number of Persons per family living with the worker (including the worker)					Total living away.	Total of Col.7 and Col.8.
		Adults		Children*		Total		
		Men	Women	Boys	Girls			
1	2	3	4	5	6	7	8	9
Below Rs. 40.	7	1.00	1.14	1.00	0.57	3.71	0.29	4.00
Rs.40 and below Rs.60.	150	1.03	1.09	0.80	0.79	3.71	0.27	3.98
Rs.60 and below Rs.80.	111	1.19	1.26	1.17	0.96	4.58	0.26	4.84
Rs.80 and below Rs.100.	49	1.59	1.47	1.14	1.17	5.37	0.22	5.59
Rs.100 and below Rs.120.	28	2.11	1.71	1.14	0.97	5.93	-	5.93
Rs.120 and below Rs.140.	11	2.36	2.09	1.55	1.09	7.09	0.09	7.18
Rs.140 and below Rs.160.	8	2.88	2.25	1.00	1.50	7.63	0.25	7.88
Rs.160 and above.	5	2.60	3.40	2.00	0.80	8.80	0.20	9.00
All Incomes.	369	1.33	1.33	1.03	0.92	4.61	0.23	4.84

* Persons below 15 years of age.

The modal size of the family was four, accounting for 23.58 per cent of the total number of families. Three-member and five-member families accounted for 19.24 per cent and 18.70 percent respectively of the total number of families. In 70.73 per cent of the cases there were five persons or less and in 27.37 per cent there were 6 to 8 persons. 1.90 per cent of the families had 9 or more persons.

Earners and dependants.- In the average family of 4.61 persons (excluding dependants living away) 2.84 were earners and 1.77 dependants. Of the earners 1.31 were adult men, 1.23 adult women and 0.30 children.

The number of earners was found to increase with the income of the families. The largest number of earners, namely 6.80 earners per family was found in the income group 160 rupees per month and above. The number of dependants also tended to be high as the income advanced. Thus, in the higher income groups, larger earning strength coexisted with greater number of dependants.

49.59 per cent of the families had two earners while 29.27 percent had three earners. 42 families or 11.38 per cent of the total had 4 earners. The number of families having 5 or more earners was only 34 out of 369 or 9.22 per cent of the total. Only two families or 0.54 per cent of the total had a single earner.

Frequency distribution of earners and dependants.- The table below shows the frequency distribution of earners and dependants according to age groups.

Age Groups.	Earners		Dependants		Total
	Males	Females	Males	Females	
1	2	3	4	5	6
Below 10 years.	..	..	279	262	541
10 years and below 15 years.	62	50	39	28	179
15 years and below 20 years.	54	66	..	..	120
20 years and below 25 years.	48	85	..	2	135
25 years and below 30 years.	70	86	..	1	157
30 years and below 35 years.	60	62	..	1	123
35 years and below 40 years.	85	56	..	..	141
40 years and below 45 years.	49	32	..	..	81
45 years and below 50 years.	54	30	..	4	88
50 years and below 55 years.	36	22	..	2	60
55 years and below 60 years.	17	13	1	6	37
60 years and above.	10	2	8	20	40
ALL GROUPS.	545	504	327	326	1,702

The bulk of the earners were in the age group 15 years to below 50 years. Of the 1,049 earners, 42 were aged 55 years or over. There were 112 earners who were below 15 years of age. The number of male and female earners were almost equal being 545 and 504 respectively.

Income of family.- The income of the family consisted of the earnings of the workers in the family from (a) regular employment and (b) other sources. As all the workers were found to live in the houses provided by the employers, no attempt was made to estimate the rental value of such houses. Income from cultivation in the estates and from dairy and poultry farming was also added to the family income. No account was, however, taken of the personal services of the workers or the members of their families, in computing the family income.

The table below shows the average monthly income per family, per earner and per capita according to income groups.

Monthly Income Groups.	No of families.	Average monthly income per family.	Average number of persons per family.	Average monthly income per capita.	Average number of earners per family.	Average monthly income per earner.						
1	2	Rs.As.P.			Rs. As.P.		7					
						Rs. As.P.						
Below Rs.40.	7	32	12	5	3.71	9	14	7	2.00	18	6	3
Rs.40 and below Rs.60.	150	51	8	2	3.71	13	14	2	2.10	24	8	6
Rs.60 and below Rs.80.	111	69	10	7	4.58	15	3	4	2.73	25	8	3
Rs.80 and below Rs.100.	49	88	12	11	5.37	16	6	9	3.45	25	9	0
Rs.100 and below Rs.120.	28	110	5	2	5.93	18	9	8	4.17	26	7	4
Rs.120 and below Rs.140.	11	128	11	3	7.09	18	2	5	4.81	26	12	1
Rs.140 and below Rs.160.	8	149	13	1	7.63	10	10	2	5.63	26	9	9
Rs.160 and above.	5	193	9	9	8.80	22	0	0	6.80	28	7	7
ALL INCOMES.	369	72	6	1	4.61	15	11	3	2.84	25	7	9

The average monthly income per family of 4.61 persons of whom 2.84 were earners came to 72 rupees 6 annas and 1 pie, the average monthly income per capita and per earner being 15 rupees 11 annas and 3 pies and 25 rupees 7 annas and 9 pies respectively. The per capita income was also found to increase progressively with the income of the family.

Of the average monthly family income of 72 rupees 6 annas and 1 pie (including income from sources other than regular employment) the head of the family contributed 31 rupees and 9 pies or 42.89 per cent, and other adult male earners contributed 7 rupees 6 annas and 2 pies or 10.20 per cent. The contributions of adult women and children amounted to 22 rupees 13 annas and 4 pies (31.55 per cent) and 2 rupees 6 annas and 2 pies (3.50 per cent) respectively.

Of the average monthly income of 72 rupees 6 annas and 1 pie, income from regular employment accounted for 63 rupees 14 annas or 88.25 per cent and income from sources other than regular employment for 8 rupees 8 annas and 1 pie or 11.75 per cent. Wages including overtime pay contributed 29 rupees 10 annas and 9 pies or 41.00 per cent to the family income; dearness allowance accounted for 30 rupees 10 annas and 6 pies or 42.35 per cent and bonus and money value of concessions for 3 rupees 8 annas and 9 pies or 4.90 per cent. Among the items of income from "Sources other than regular employment" the most important was 'extra work in the estates' which came to 3 rupees 7 annas and 5 pies or 4.79 per cent. The next important item in this group was 'casual employment' accounting for 1 rupee 14 annas and 6 pies or 2.63 per cent of the total income. Another important item was 'poultry and meat', which contributed 1 rupee and 2 annas or 1.55 percent to the family income.

Expenditure of the family.— The table below shows the average family income and expenditure of the families in the different groups.

Monthly Income Groups.	No. of families.	Average number of persons per family.	Average number of equivalent adult consumption units per family on the basis of Lusk's Coefficients.	Average monthly income per family.			Interest on loans and remittances to dependants.		
				Rs.	As.	P.	Rs.	As.	P.
Below Rs.40.	7	3.71	2.90	26	12	5	0	1	5
Rs.40 and below Rs.60.	150	3.71	2.79	51	8	2	1	2	2
Rs.60 and below Rs.80.	111	4.58	3.52	69	10	7	1	2	3
Rs.80 and below Rs.100.	49	5.37	4.26	88	2	11	1	11	3
Rs.100 and below Rs.120.	28	5.93	4.81	110	5	2	2	11	9
Rs.120 and below Rs.140.	11	7.09	5.49	128	11	0	0	7	3
Rs.140 and below Rs.160.	8	7.63	6.26	149	13	0	4	1	9
Rs.160 and above.	5	8.80	7.01	193	9	9	—	—	—
ALL INCOME.	369	4.61	3.58	72	6	1	1	5	5

Monthly Income Groups.	Average monthly expenditure per family on																	
	Food.			Fuel and Lighting.			Clothing and Footwear.			Bedding and Household Requisites.			Miscellaneous.			Total		
	Rs.	A.	P.	Rs.	A.	P.	Rs.	A.	P.	Rs.	A.	P.	Rs.	A.	P.	Rs.	A.	P.
Below Rs.40.	34	10	4	1	4	8	3	2	2	1	10	11	8	1	9	48	13	10
	(70.52)			(2.68)			(6.50)			(3.49)			(16.81)			(100.00)		
Rs.40 and below Rs.60.	36	15	2	1	5	1	3	12	0	2	0	10	9	0	10	53	1	11
	(69.56)			(2.48)			(7.06)			(3.86)			(17.04)			(100.00)		
Rs.60 and below Rs.80.	47	5	3	1	8	5	4	15	5	2	8	1	12	2	11	68	8	2
	(69.08)			(2.23)			(7.25)			(3.66)			(17.78)			(100.00)		
Rs.80 and below Rs.100.	57	13	1	1	12	10	5	12	8	3	6	8	15	6	4	84	3	7
	(68.65)			(2.14)			(6.87)			(4.06)			(18.28)			(100.00)		
Rs.100 and below Rs.120.	65	5	5	1	15	0	6	2	8	3	12	9	17	10	3	94	14	1
	(68.86)			(2.04)			(6.50)			(4.00)			(18.60)			(100.00)		
Rs.120 and below Rs.140.	81	15	3	2	12	6	9	3	6	4	7	0	26	9	2	124	15	5
	(65.58)			(2.23)			(7.58)			(3.55)			(21.26)			(100.00)		
Rs.140 and below Rs.160.	92	3	10	2	4	4	8	10	0	7	11	11	28	2	11	159	1	0
	(65.86)			(1.82)			(6.87)			(5.53)			(20.12)			(100.00)		
Rs.160 and above.	116	10	7	2	9	4	12	12	6	5	6	6	36	10	5	174	1	5
	(67.01)			(1.49)			(7.34)			(3.11)			(21.05)			(100.00)		
ALL INCOMES.	48	9	0	1	9	2	4	15	6	2	11	9	12	12	7	70	10	0
	(68.76)			(2.23)			(7.04)			(3.87)			(18.10)			(100.00)		

N.B. Figures in brackets show percentages to total.

Surplus and deficit.- Of the 369 family budgets, 185 or 50.14 per cent were found to be surplus, while the remaining 184 or 48.96 per cent were deficit. In the course of the enquiry, an attempt was made to collect information regarding the indebtedness of the families. An analysis of the information collected shows that of the 369 families 290 were in debt, the average amount of debt per indebted family being 89 rupees 14 annas and 7 pies and the average debt for the different income groups ranging from 48 rupees 13 annas and 4 pies to 225 rupees 12 annas and 10 pies. The individual debts ranged from 4 rupees to 900 rupees. Money was generally borrowed for marriages, ordinary wants, funerals etc. The main source of loans was the money lender.

Singlemen's budgets.- An analysis of singlemen's budgets showed that the average income per worker was 28 rupees 7 annas and 10 pies as compared to average of 25 rupees 7 annas and 9 pies per earner in the case of workers living with their families. Of the income of 28 rupees 7 annas and 10 pies, 12 rupees 4 annas and 2 pies or 43.04 per cent was from wages, 13 rupees 3 annas and 6 pies or 46.4 per cent from dearness allowance, 12 annas and 1 pie or 2.65 percent from bonus and the remaining 2 rupees 4 annas and 1 pie or 7.91 per cent was derived from other sources including money value of concessions.

A worker spent on the average 28 rupees 15 annas and 11 pies apart from his expenditure on remittances to dependants and interest on loans. The monthly expenditure consisted of 18 rupees 10 annas and 11 pies on food, 14 annas and 9 pies on fuel and lighting, 1 rupee and 5 pies on bedding and household requisites and 6 rupees 5 annas and 11 pies on miscellaneous items. The following comparative statement gives the percentage expenditure on the various groups for families and singlemen separately.

Group.	Percentage to total expenditure for	
	Families	Singlemen
Food. -----	68.76	64.43
Fuel and lighting. -----	2.23	3.18
Clothing and Footwear. -----	7.04	6.88
Bedding and household requisites.	3.87	3.54
Miscellaneous. -----	18.10	21.97
TOTAL.	100.00	100.00

Remittances to dependants living away was an important item of expenditure for singlemen. Of the 14 singlemen's budgets analysed, in 9 cases the workers were found to have dependants living away, the average number of dependants living away being 1.21 and the average remittance per worker being 4 rupees 14 annas per month. Only six out of the 9 workers having dependants living away, made remittances to them, and the average remittance per worker remitting money comes to 11 rupees 8 annas per month.

Indebtedness.- Of the 14 singlemen whose budgets were analysed, 11 reported indebtedness, the total amount of debt being 551 rupees and 13 annas. The average debt per worker was 39 rupees 5 annas and 3 pies and the average debt per indebted worker 50 rupees 2 annas and 8 pies. On an average a worker was found to spend 1 anna and 5 pies per month as interest on loans. The rate of interest varied from 6 1/4 per cent to 25 per cent of the capital.



'L'

58. Absenteeism and Labour Turnover.

India - February 1957.

Bombay: Absenteeism in the Cotton Textile and Engineering Industries. ✓

According to the annual report¹ on the activities of Government of Bombay pertaining to labour matters during the year 1955, the statistics of absenteeism in the cotton textile industry in Bombay State and in the engineering industry in Bombay City were compiled every month from the returns submitted by the cotton textile mills in five important textile centres, viz. Bombay City, Ahmedabad, Sholapur, Viramgaum and East Khandesh and by a few representative engineering workshops in Bombay City.

Cotton Textile.- The returns were received, on an average, from 97.29 per cent. of the total cotton textile mills reported as working in the centres during the year. On the whole the supply of labour was reported as adequate. The percentage absenteeism in the cotton textile industry steadily increased from 7.29 in January to 10.49 in May and gradually declined thereafter to 7.43 in August 1955. For the remaining period of the year it was more or less constant except in November 1955. Sholapur recorded the highest absenteeism, the percentage figures having fluctuated between 14.79 in August and 24.46 in May while Ahmedabad registered the lowest absenteeism, the figures having varied between 5.82 per cent. and 8.67 per cent. during the year. The following table shows the average percentage of absenteeism in the cotton textile industry in Bombay State during the year 1955:-

Year and Month.	Average percentage of absenteeism in					All Centres.
	Bombay	Ahmedabad	Sholapur	Viramgaum.	East Khandesh	
(1)	(2)	(3)	(4)	(5)	(6)	(7)
1955-						
January	7.25	5.82	16.88	12.25	10.12	7.29
February	6.87	6.53	18.43	11.83	12.33	7.49
March	8.57	6.88	18.22	13.71	13.37	8.53

1. Annual Report on the Activities of Government Pertaining to Labour Matters during 1955. Government Publications Sales Depot, Fort, Bombay, 1957.

(1)	(2)	(3)	(4)	(5)	(6)	(7)
April	9.62	7.64	19.80	13.36	15.23	9.57
May	10.21	8.67	23.46	14.51	15.58	10.49
June	8.73	7.53	18.54	10.97	11.82	8.86
July	7.75	6.58	16.03	10.38	10.43	7.85
August	7.43	6.15	14.79	10.63	10.74	7.43
September	7.62	6.59	15.39	11.23	11.98	7.71
October	7.75	6.51	16.92	11.57	11.09	7.91
November	8.32	6.45	19.35	11.53	10.44	8.37
December	7.60	6.17	18.20	10.62	10.12	7.80

Engineering.— The information furnished by representative workshops in the engineering industry in Bombay City showed that during the year under review the supply of labour was generally equal to the demand. The average percentage absenteeism in these workshops was highest i.e., 23.66 per cent. in the month of May and lowest i.e., 13.15 per cent. in the month of January 1955. The table below gives, month by month, the average percentage of absenteeism in the engineering industry in Bombay City:—

Year and Month	Average percentage absenteeism
1955 -	
January	13.15
February	16.20
March	18.39
April	20.11
May	23.66
June	19.51
July	14.15
August	14.40
September	14.69
October	13.73
November	17.74
December	16.58

59. Social Research.

India - February 1957.

Ninth Session of Indian Conference of Social Work, Jaipur, 28 December 1956 - 1 January 1957: Recommendations on Urban Community Development and Charter of Youth Welfare.

The ninth annual session of the Indian Conference of Social Work was held at Jaipur from 28 December 1956 to 1 January 1957, Shrimathi Hansa Mehta presiding. Shri Gurmukh Nihal Singh, Governor of Rajasthan inaugurated the meeting.

Creating Sound Social Policy: Shrimathi Mehta's Address - Shrimathi Mehta, in the course of her address dealt with the creation of a sound social policy and said that social security was the birth right of the citizens of a welfare state. Until now social welfare services in India had been concentrating mainly on problems that had reached an acute phase. A more enlightened welfare policy, however, would require the creation of a social system in which social ills would not arise.

In the field of health, she said, they had recognized this principle by emphasizing preventive health services and creating conditions that were conducive to good health. Social security consisted in providing preventive measures for social health. If it was possible to ensure good family life and guarantee support to dependent family members in time of need, for instance, it would be possible to a large extent to undercut problems of delinquency, destitution and beggary.

"The focus of preventive social policy will be to provide against the social insecurity of the people. Our problems far exceed our resources to solve them, and yet we must be clear in our own minds as to the direction in which we wish to move. We must realize that social service is not a form of patronage or deriving personal pleasure through giving alms and doles".

80

Shrimati Mehta said social justice and social security had to be transformed into concrete realities. That required a vast administrative apparatus and a large body of qualified welfare workers, who could utilize limited resources to the best advantage. They had to lay down priorities so that all their resources were not used up on curative services but were also expanded with a view to laying foundations for a future in which the danger of social breakdown was minimized.

In trying to establish a sound social policy, she said, they might have to revise some old ideas which in the light of experience gained were found to be faulty.

Quoting the policy regarding backward classes, as an instance, Shrimati Mehta said: "The premium placed on caste handicaps is leading not only to unwarranted group jealousies but also indirectly to perpetuation of the caste system. We have to consider whether it would not be wiser to give aid on the basis of a particular category of need rather than on the basis of a particular caste or tribe. This will eliminate those people who nominally belong to backward classes but virtually have attained social and economic status that would not entitle them to additional safeguards and privileges". Shrimati Mehta said that under the Constitution the backward classes were allotted these privileges for 10 years. The time had now come, therefore, to examine this policy. There was no denying the fact that they needed vocational training for the millions of economically, socially and physically handicapped people in the country. In providing these facilities they must see that they were not provided on the basis of caste. Special reservations for castes needed to be substituted by general provisions for different categories of need, with priorities allotted to those who were particularly handicapped or underprivileged.

She referred to urban community development and said it required special consideration in view of the concentration of community projects in rural areas. While it was necessary to make up for past neglect and help the rehabilitation of the rural communities, they could not afford to overlook the claims of urban population. Since the "official pendulum" had moved in favour of rural communities, they had to ensure that urban communities were not neglected. The present trend towards industrialisation was likely to lead to an even larger concentration of population in urban areas. It would, therefore, be unwise for them to wait until social disorganization reached "pathological dimensions".

Recommendations - The Conference approved at its final sitting recommendations on the following subjects, after sectional discussions: a) Urban community development; b) Social welfare through community development projects and National Extension Services; c) Planning and Administration of After-care Services; d) Mobilising the community for social action; e) Rehabilitation and aftercare of T.B. and leprosy patients; f) Charter of youth welfare; g) Principles of grants-in-aid or financial aid to voluntary agencies; h) Application of case work in various fields of social work in India. A brief review of the important recommendations is given below.

Urban Community Development - The Conference recommended that the concept of urban community development should be viewed from two angles, one relating to the existing towns and cities, and other relating to prospective urbanisation. The consensus of opinion of the Conference was that an unchecked growth of cities creates undesirable social evils and therefore it is advisable to consider studied measures for putting some wholesome checks on the size of existing cities which have overgrown with regard to population and geographical area. Some ways of doing this are: (a) prohibiting persons from living in the streets or open spaces and strict enforcement of such restrictive legislation with the help of appropriate staff; (b) zoning the different user areas and placing a limit on the maximum density of population per acre for different areas in the cities, viz. residential, industrial, commercial, and recreational; (c) prohibiting overcrowding in the rooms and tenements and strictly supervising and enforcing the legislation or regulations; (d) appropriately dispersing the congested industries in cities together with the dispersal of the unemployed and excess population of the cities to new industrial areas or satellite towns created for the purpose; (e) offering suitable inducements and advantages to certain selected industries to shift to specially prepared and conveniently located new industrial areas; and (f) conducting intensive publicity and educative campaigns in the rural areas which regularly feed various cities with immigrants, explaining to the people the difficulties and hardships met with by the persons flocking to cities without finding suitable employment and living accommodation.

2

The Conference also suggested that the Planning Commission, in consultation with appropriate State authorities, may consider framing a broad policy for new urban growths with regard to the size of specific towns and cities, limiting them as far as possible to 250,000 or thereabouts for a defined area. Simultaneously, broad principles of development on sound lines of town planning should also be laid down for all such new growth of towns and cities through appropriate legislation on an all-India basis.

The Conference also recommended that, ^{as} there was sufficient knowledge available of the essential ideas of community organisation and development as also of the basic techniques, pilot urban community projects should be undertaken immediately, particularly in larger cities such as Calcutta, Bombay, Kanpur, Delhi, Amritsar, Madras, Patna and Trivandrum. A seminar on urban community development was further suggested before the pilot projects were started.

The Conference was of the unanimous opinion that as an important step towards bringing about urban community development, the municipalities of cities with a population of 250,000 and over should have a department of social service, including an affiliated citizens advice bureau. The bureau should be organised with the help of voluntary organisations in the city, the premises and clerical assistance being provided to the bureau by the municipality.

Social Welfare Through Community Development Schemes - The Conference urged that the community development programme should be implemented by delegating more and more functions to the people's organisation - the administration confining itself as far as possible to the spheres of supply line and technical advice. Greater use should be made of various voluntary and other institutions including Universities for the success of the programme. Efforts should be made to explore the possibilities of adopting social work techniques - particularly community organisation and group work in the process of social education.

83

There existed a need for continuous assessment of social education techniques and methods and further practical research into fundamental field problems. To this end it is recommended that pilot projects should be taken up in selected areas in collaboration with the existing schools of social work, existing or proposed rural institutes and the Ministry of Community Development to promote basic knowledge in the development of social education programmes. In order that community development should be more effective, attention should be given to the extent possible, to the problems of social reform including land reform. Social research institutes in the country should give consideration to the study of the dynamic aspect of rural society.

Aftercare Services - The session endorsed the recommendations of the Advisory Committee on Aftercare Programmes appointed by the Central Social Welfare Board* regarding the rehabilitation of persons discharged from correctional institutions as also from institutions for the physically and socially handicapped individuals. The Conference, however, felt that there was an urgent need to undertake the study of the problems of aftercare of persons discharged from hospitals for mental and physical diseases, sanatoria and clinics as also of persons who had undergone extended periods of domiciliary medical treatment and whose continued disability necessitated a special programme of rehabilitation.

In view of the significant contribution that voluntary agencies can make in the field of aftercare services, the Conference recommended that the Central and State Governments should make special efforts to enlist and sustain the participation of such agencies in the development of aftercare services.

With a view to facilitating vocational rehabilitation of the discharges, the Conference recommended that early steps be taken by Government to

*Report of the Advisory Committee on Aftercare Programmes. Issued by the Central Social Welfare Board, Government of India. Pp. 421.

84

circulate all Government and semi-Government departments, municipalities, local boards and autonomous corporations and such agencies receiving Government aid, that the previous delinquency or criminal record of the discharges from correctional institutions may not act as a bar in their being recruited posts under their control.

Community and Social Action - To facilitate community participation, the session recommended that the Indian Conference of Social Work should establish a Volunteers' Bureau through its State and District Branches, in co-operation with the various voluntary agencies and workers in the area. District Volunteer Bureaux should also be established and their services should be extended to include village leaders. The functions of these Bureau should be : (1) to discover and define specific voluntary services that require to be undertaken by private agencies in the area; (2) to gather a list of volunteers who could give part or whole time services to these projects. They would include doctors, various categories of social workers as well as other interested citizens; (3) to assess the interests and ability of potential volunteers and to fit them to meet the needs of the agency; and (4) to organise or sponsor such training and orientation courses as would help the volunteers to perform their duties adequately.

Rehabilitation and aftercare of T.B. and Leprosy Patients - The Conference pointed out that sanatorium treatment of all patients is beyond the present resources; therefore, treatment, aftercare and rehabilitation services needed to be focussed around the homes. The Rehabilitation and Aftercare programme was an integral part of treatment, which covered social and psychological aspects as well as physical. Rehabilitation programmes had, therefore, to be diversified to meet the social, psychological and economic needs of various individuals. As the national tuberculosis programme was centered mainly around domiciliary Care, priorities are to be given to rehabilitation programme developed round domiciliary treatment centres. In view of the inadequacies both technical and financial, and in view of the fact that majority of the patients who will require to be rehabilitated were poor and not highly educated, rehabilitation programme should fit in with the requirements.

8

It also urged that 'work centres' giving training in cottage type of crafts, which had already proved a success in rehabilitating the displaced persons, should form a part of the rehabilitation services. Such centres would need to provide vocational training to cases to enable them to make an independent living. The training centres should be associated with large T.B. clinics so that they could serve as the meeting ground for the medical and social workers, where mutual advice and co-operation would be available to help in the treatment of the patient and in extension of the Rehabilitation services. Whenever return to the original jobs was possible without endangering the individual and his co-workers, it should be arranged. Creation of favourable public opinion could go a long way in making re-employment easier.

With regard to leprosy, the Conference recognised that the aftercare and rehabilitation was much more complicated, not only due to deformity but also due to prejudices of society; it was, therefore, necessary that intensive efforts be made to educate the society to adopt a balanced attitude towards leprosy patients. Since rehabilitation was needed largely for advanced cases resulting in deformity and disability, intensive early case-detection and treatment should receive priority in the future anti-leprosy programmes. Craft training centres for leprosy cases should be established at convenient places and arrangement for boarding and lodging during the period of craft training should be provided for those who need.

With a view to facilitate employment opportunities for those cured of leprosy, the Conference suggested the following steps:-

- (a) Instruction should be imparted at clinics and hospitals on the care of hands and feet and prevention of deformation.
- (b) Deformation already contracted should be corrected by physiotherapy and orthopaedic surgery. Surgical centres should be established for the purpose of hand reconstruction and physiotherapists should also be made available at these centres. The training of surgeons in hand surgery and training of physiotherapists and welfare workers should be actively taken up by Government.

(c) The rehabilitation and aftercare programmes for leprosy cases need to be a joint effort of the Government and the voluntary agencies; the Government taking initiative in planning, financing and coordinating, and the voluntary agencies supplementing these programmes.

Charter of Youth Welfare - The Conference formulated a Charter for Youth (persons between the ages of 14 and 25) Welfare, placing emphasis on physical (including recreational), mental, emotional and spiritual development. The objectives of youth welfare were the building up of an integrated personality capable of shouldering responsibility for effective citizenship, to be achieved through agencies like Bharat Scouts and Guides, Bharat Yuvak Samaj and Youth Hostels Association. For rural areas in particular organisations like Young Farmers' Club, 4-H Clubs and other youth clubs should be encouraged.

The Charter provided that all States should have facilities for giving vocational guidance to the youths. Vocational Training for youths should be related to the needs of employment. There should also be ample opportunities for apprenticeships, care being taken to see that these apprentices, are not exploited. Special agencies should be set up for the employment of youth.

It urged to study the needs of youths and take steps to achieve their welfare, for which there should be youth welfare committees at National, State and other levels.

Financial Aid to Voluntary Agencies - The Conference made detailed recommendations on the principles of grants-in-aid and financial help to voluntary social service agencies on the basis of a study by a subcommittee of the Conference. Briefly the Conference felt that it was important to evolve and operate a sound programme of grants-in-aid to voluntary welfare agencies for the planned development of social welfare. The programme of grants-in-aid should be made an integral part of a well thought out overall plan. It should be such that a maximum number of agencies was adequately helped, that voluntary endeavour was so assisted as to promote its growth, that a set of rationally worked out general principles was applied and that coordination between voluntary and statutory agencies was encouraged. Only thus can the objective be reached of the planned development of social welfare and the realisation of a welfare state.

{The papers of this Conference have been sent to Geneva under this Office Minute No.D.7/520/57 dated 25 February 1957}.

Chapter 6. General Rights of Workers.

66. Strike and Lockout Rights.

India - February 1957.

Andhra Pradesh: Textile Industry declared a
Public Utility Service.

In exercise of the powers conferred under the Industrial Disputes Act, 1947, the Government of Andhra Pradesh has declared the textile industry in the State to be a public utility service for the purpose of the said Act for a period of six months from 24 January 1957.

(G.O.Ms.No.62, Social Welfare and Labour, dated 16 January 1957; Andhra Pradesh Gazette, Part I, 24 January 1957, page 121).

'L'

67. Conciliation and Arbitration.

India - February 1957.

Uttar Pradesh: Draft U.P. Industrial Disputes
Rules, 1957.

The Government of Uttar Pradesh published on 31 January 1957, the draft U.P. Industrial Disputes Rules, 1957, proposed to be made in exercise of the powers conferred under the U.P. Industrial Disputes Act, 1947. The rules deal inter alia with powers, procedure and duties of conciliation officer, forms of memorandum of settlement, notice of change, and arbitration agreement, powers of labour courts, tribunals and arbitrators, procedure for registration of settlement, recognition of 'protected workmen', procedure for retrenchment of workmen and re-employment of retrenched workmen. The draft rules will be taken into consideration by the Government after 28 February 1957.

(Government Gazette of the Uttar Pradesh,
Extraordinary, 31 January 1957, pp. 1-22).

'L'

Chapter 7. Problems peculiar to certain
Categories of Workers.

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 - February 1957.

New Pay Scheme for Railway Employees announced:
Upward Revision of Posts: 170,000 persons to be
benefited.

Shri Jagjivan Ram, Union Minister for Railways, announced on 10 February 1957, the details of a scheme aiming at a large-scale upward redistribution of posts in the non-gazetted cadres of all Government railways in India.

For details, please see pp. 24-22 of this report.

74. Indigenous Labour.

India - February 1957.

Uplift of Tribals and Scheduled Castes: Progress during 1955.

The report of the Commissioner for Scheduled Castes and Scheduled Tribes for the year 1955*, published recently, under Article 338 of the Constitution, reviews the progress of work in India in regard to removal of social, economic and cultural handicaps of scheduled castes and tribes.

The report deals in a detailed manner with, inter alia, social disabilities and efforts to remove them by official and non-official agencies, legislative and executive measures, (other than for the removal of social disabilities) adopted by the State Governments for the advancement of scheduled castes and scheduled tribes, the representation of scheduled castes and tribes in legislatures, local bodies and political posts, the administrative set-up in the States to look after the interests of these classes, the reservation for them in government service, educational facilities granted by the government to students belonging to scheduled castes and tribes, the schemes in the first and second five year plans relating to these sections of the population and the problems of the scheduled and tribal areas.

* Report of the Commissioner for Scheduled Castes and Scheduled Tribes for the Year 1955 (Fifth Report). By L.M. Shrikant. Part I. pp. viii - 235. Part II (Appendices) pp. iv - 213.

The Commissioner for Scheduled Castes and Scheduled Tribes ~~with~~ observes that the State Governments with a few exceptions have not still undertaken welfare schemes of backward classes under any definite planned programme. Even, while submitting schemes for the Second Five Year Plan, they have attached importance only to the amount of expenditure that may be earmarked for the schemes, without giving full details as regards the ultimate targets to be achieved within a definite time limit. A stage has now been reached when the State Governments should formulate planned schemes and implement them with full vigour and zeal in order to reach the goal in a measurable distance of time.

The backward classes have been divided into three main groups, viz., (i) Scheduled Castes, (ii) Scheduled Tribes, and (iii) Other Backward Classes. This division is necessary for a scientific approach to different problems which vary basically with regard to these three categories of backward classes. The removal of untouchability which is a problem special to the Scheduled Castes, requires a special treatment. The problems of Scheduled Tribes, who are cut off from the outside world and live in inaccessible areas, create a still difficult proposition. Similarly, ex-Criminal Tribes, better described as "Denotified Communities" require a different treatment. The repeal of the Criminal Tribes Act in 1952, laid a moral duty on the shoulders of the Government of India to come forward and offer grants to the States for the amelioration of the "Denotified Communities". The problems of Gadia Lohars and Vaghiris require special consideration and the problem of backward areas in Uttar Pradesh, inhabited by backward people is to be tackled in different way. The Government of India, on the Commissioner's recommendation, has started giving grants for the other Backward Classes (other than Scheduled Castes and ~~Scheduled~~ Scheduled Tribes) without waiting for the recommendations of the Backward Classes Commission appointed under Article 340 of the Constitution, which are now under the consideration of the Government of India.

Problems of Scheduled Castes.- It is only for the last three years, since 1953-54, that the grants are given for the removal of untouchability and this has given an impetus to the State Governments for raising the tempo of progress in welfare activities for the eradication of this evil in all aspects. During the First Five Year Plan Period, the amounts, which were earmarked as grants under various heads seem to have been fully utilised though revised or reconciled figures of actual expenditure have not yet been received from the State Governments.

In the course of the last three years, the tempo of propaganda for the removal of untouchability has gone up. Non-official agencies, like the Harijan Sevak Sangh, Bharatiya Depressed Classes League and others in the States, have re-doubled their efforts by enlisting voluntary and paid workers for an all round propaganda for the removal of untouchability. Though untouchability has been abolished under Article 17 of the Constitution, and made an offence by the act enacted by the Government of India, intensive propaganda should be undertaken by non-official agencies to see to the ultimate eradication of this evil. The idea of untouchability is, unfortunately, coupled with false religious beliefs, specially in villages. There is no doubt that as a result of the herculean efforts made by Mahatma Gandhi during the last 30 years, to eradicate this evil, the roots of the so called religious beliefs have been rudely shaken. These efforts, must, however, be continued till a death blow is given to the demon of untouchability.

The belief in untouchability is also coupled with the dirty work which is always associated with the work of Scheduled Castes - the scavenger's work and which leads to the idea of high and low castes in Hindu society. The idea that a particular community is bound to a particular profession - like scavenging, must be banished altogether and the Bhangis, Doms, Mehtars, Malas and the Madigas should be trained for other jobs so as to make them feel that they are the citizens of the country and are not foredoomed to the occupation which has been made their monopoly from times immemorial. The service conditions of the scavengers, specially in municipalities, require to be urgently improved. All the municipalities should be compelled by Government to provide housing facilities for their conservancy staff. This can be done by giving them subsidies or loans by the State Governments. It should receive the highest priority in the multifarious duties of the local bodies. If the municipalities are not willing to provide any housing facilities, the Government should step in and arrange to provide housing facilities at the cost of municipalities.

The other occupation which is considered low by the Hindu society is that of flaying and tanning of the skins of dead animals by Scheduled Castes (Chamars). In some of the States, special flaying yards have been provided for such Scheduled Caste people where provision for water is made. Instead of individual 'Kundies' or small pits of water, a common flaying yard with adequate supply of water is constructed for all the Scheduled Castes (Chamars) of the village. This will facilitate their work as well as develop their industry for which raw materials should be made available at cheaper rates and their products marketed on co-operative basis.

Some of the State Governments have given grants and subsidies to organise such co-operative societies for the purpose. These steps are in the right direction. These are the two occupations wherein the Scheduled Castes of the lowest rung of the ladder are employed.

The scheme of construction of houses for backward classes in most of the States is progressing well. Free sites for houses and subsidy for building materials coupled with loan are provided by State Governments for Scheduled Castes and Scheduled Tribes people.

The States have also begun distributing lands to Scheduled Castes and Scheduled Tribes where they preponderate in large numbers. Complete information is not available as regards the total acreage of land given by the different State Governments. The following table shows some of the figures that are available:-

Name of the State.	Total acreage of land granted to		Agricultural land given to Scheduled Castes Tribes in the Scheduled Areas during 1951-56.
	Scheduled Castes.	Scheduled Tribes.	
	Acres.	Acres.	Acres.
Andhra. -----	151.54*	769.95	Not Available
Bihar. -----	21,073.73	18,298.80	38,494 acres benefiting 19,378 families.
Bombay. -----	82,809.00	175,681.00	198,201 acres of land was given to all Backward Classes.
Orissa. (1951-54) -----	84,568.70	144,592.80	Not Furnished.
Uttar Pradesh. -----	1,625.74	--	--
Hyderabad. -----	81,848.57	117,673.20	15,900 acres.
Bhopal (1951-54). -----	20,099.84	15,494.63	--
Coorg. -----	196.02	120.89	--
Vindhya Pradesh. -----	24,925.00**	22,765.00	--

* Indicates the distribution of agricultural land during the years 1951-55.

** Includes 5222 acres of reclaimed land granted combinedly to Scheduled Castes and Scheduled Tribes.

This land also includes land collected under Vinobha Bhave's land-gift (Bhoodan) movement.

As for village and cottage industries, various measures have been taken by the State Governments for giving loans and subsidies for small industries, including weaving, which employ a good number of Scheduled Caste people. The village industry of weaving has received special attention at the hands of the Government of India and a good fillip is given to it by subsidising it and introducing new tools and methods of production for the development of this industry. If hand woven yarn is made available by the introduction of Ambar Charika in near future, it will add considerably to the income of Scheduled Caste families engaged in the profession of weaving in villages.

Thus, during the last five years, there have been definite signs discernible of the economic advancement of the Scheduled Castes. It must be admitted that it will go side by side with the economic development of the country as a whole. But the evil of untouchability should be wiped out without waiting for the economic development of the Scheduled Castes reaching a particular ~~area~~ level.

Tribal peoples.- The tribal people of India do not present a homogeneous ethnic stock. Linguistically, the tribes of India speak different languages and culturally the tribes show distinct patterns of life in different parts of the country. They stand on different levels of development and economically all the tribals cannot be considered on the same footing. For instance, the Todas in Nilgiris are pastoral but represent a unique social structure with polyandry and a buffalo creed and are absolutely different from the tribals of Bastar in Madhya Pradesh who are still different from the Nagas of Assam. Therefore, the solution of the tribal problems does not lie in standardised pattern of schemes as this regimentation will be injurious to the development of the tribal people on right lines. During the First Five Year Plan period, pilot schemes were undertaken and by the method of trial and error different schemes were tried in various parts of the country. For instance, the main problem of the tribals is with regard to the forests which are as dear and precious as life itself to the Scheduled Tribes. The forest officers generally have condemned shifting cultivation. But as a result of the recommendations of the expert committee appointed by the Government of India to probe into this question, a pilot project was started in Garo Hills in Assam and it has now become a model project which promises to be a good success and deserves to be extended in tribal areas of other States.

This scheme can be called reorientation of shifting cultivation or modification of shifting cultivation. This prevents erosion of soil and destruction of forests without disturbing the tribal way of life. Shifting cultivation can also be modified by substituting it with terrace cultivation which is practised widely by the Nagas in hilly districts of Assam and elsewhere. But it is possible only where irrigation facilities are available. It is a marvellous feat of engineering, without any expert advice, that has been adopted by the Nagas in making terrace cultivation a success in Naga Hills District. The tribals can also be dissuaded from shifting cultivation by colonisation methods which have been adopted by some of the States, but it has not the potentiality of extension beyond a particular limit as cultivable land is not available every where and the tribals are reluctant to move from their old habitats.

The Scheduled Tribes are being exploited by various agencies, mainly the forest contractors and the money lenders. The economic advancement of the tribals lies mainly not so much in cottage industries as in enjoying the monopoly of minor forest produce and taking up gradually the forest contracts which are at present given to outside contractors. A good beginning has been made in the Bombay State where it is not only a model project but can be successfully tried in all the States with promises of immediate economic relief to the tribals. For the successful working of the scheme, it is necessary that the State Governments backed up by the Government of India should give all facilities for organising forest labour cooperative societies and manning them by properly trained personnel and giving enough financial resources for their proper working. By way of encouragement, the Government of Bombay was given a couple of million of rupees for giving subsidies to the newly started societies, both for the management and for investment, and supplying social amenities to forest labour workers. The working of such societies in Bombay has shown marvellous results beyond doubt. The forests are also better protected that way, as is natural, by those who inhabit it, than by the Forest Department of the State alone.

Special type of education is to be thought of for the tribals as they live in inaccessible areas. The remarkable progress shown by the Scheduled Castes so far as education is concerned, is not discernible in the case of Scheduled Tribes as the latter have not yet realised the value of education, having been cut off from the outer world for centuries. Boarding schools or Ashram Schools which are being tried in Orissa, Bombay, Bihar and Madhya Pradesh have proved successful and hold out promise of creating leadership among the tribals. The Ashram School Scheme has been fully described in the Section dealing with First Five Year Plan. It provides an understanding of tribal cultures, their strength and weakness, the forces that have integrated them and those that have produced fission and disintegration. Trained personnel is necessary to maintain such Ashram Schools.

96

The Scheduled Areas which are inhabited mostly by the Scheduled Tribes have to be developed but even among the Scheduled Areas the merged and the integrated areas which were formerly ruled by the Indian States are most backward. Priority should be given for all the schemes in such areas. Some of the States, like Bombay, Madhya Pradesh and to some extent Orissa, have undertaken regional schemes on the pattern of the National Extension Service Blocks. It is called the Sarvodaya Scheme in the Bombay State where a number of villages (nearly 50) have been grouped together for intensive development of the area. Many trained and veteran social workers have been put in charge of these Sarvodaya Schemes. But the tribals of Bombay State are different from the tribals of Madhya Pradesh and for them the Government formulated at the end of 1952 well planned schemes called the Tribal Welfare Scheme. The welfare work under the scheme for the tribals is proposed to be carried through the Welfare Centres. The target fixed is to be achieved at the end of the Five Year Plan period.

From each centre various activities radiate as follows:-

- (i) A primary and residential middle school with a provision for imparting instructions in agriculture and handicrafts.
- (ii) A mid-wife for Child Welfare and ante-natal and post-natal treatment.
- (iii) A stud-bull for serving cows, and a small poultry farm.
- (iv) A cottage industries workshop with an instructor to teach cottage industries to tribal people.
- (v) A small unit of labourers for spraying DDT to combat Malaria.
- (vi) Distribution of simple medicines through primary schools organised round about the centre.
- (vii) A multi-purpose co-operative society to help in marketing, collection of forest produce and supply of civil supplies of main necessities of life.
- (viii) Arrangements for social, cultural activities, such as organising dramas, folk songs, folk dances, sports, tournaments, etc.
- (ix) A well for drinking water and irrigation of the school farms.
- (x) 14 miles of approach roads round-about the centre.

The centre will spread all kinds of activities for intensive work within a radius of 10 miles and comprise of about 25 villages. In Orissa a number of Ashram Schools (Boarding Schools) were started in different areas and primary schools called Seva Ashrams were also started. Some of these Boarding Schools or Ashram Schools are to be extended into multipurpose High Schools with technical courses. There is no ban for any tribal student going out from the Boarding School to the High School for higher education, but mainly it is meant for creating tribal leaders, equipping them with technical knowledge of some arts and crafts.

97

It was a marvellous result of the Bhoodan Movement in Koraput district in Orissa where some 800 villages have surrendered all their lands to be redistributed equally among its tribal inhabitants. The Sarva Seva Samaj has undertaken the task of redistribution of land in these villages which are called Sarvasadan villages and all the inhabitants of the village have agreed to the redistribution of the land equitably among themselves. Under the Scheme, soil conservation, irrigation, intensive paddy cultivation by Japanese method, tree plantation, and housing for 200 families will be undertaken. Bullocks and improved types of implements for agriculture will be arranged partly by loan and partly by subsidy to the agriculturists. Multi-purpose co-operative societies will be organised and humble houses will be constructed for the tribals.

In order to give an idea of the magnitude of this big scheme the population proposed to be covered in Koraput District will be nearly 450,000 out of which 350,000 are tribals. It is proposed to cover the adjoining population of Ganjam and Balasore Districts.

The Government of Bihar, like the Government of Bombay, have entrusted schemes for welfare of tribals to non-official agencies. Some of the schemes, as it appears from the results achieved, have been working satisfactorily and effecting good economy in expenditure.

Among the Other Backward Classes, the problem of Ex-Criminal Tribes or Denotified communities is being tackled by the Government of Uttar Pradesh. As the population of Denotified communities of Uttar Pradesh is very large, they have started a colony for Denotified communities at Bhatpurwa, 6 miles from Gola Gokarannath and 120 miles from Lucknow. Seventy families of Karwals, who have been brought from Aryanagar, near Lucknow, have been settled here. About 575 acres of land have been acquired and tractorised. A multi-purpose co-operative society has been started to provide necessities of life to the settlers. They are quite satisfied with their new surroundings and have given up the habit of pilfering.

CHAPTER 8. MANPOWER PROBLEMS.

INDIA - FEBRUARY 1957.

81. Employment Situation.

Employment Exchanges: Working during December 1956.

General employment situation.- According to the review of the work done by the National Employment Service during the month of December 1956, inspite of a rise in the number of fresh registrants during the month, the number of unemployed on the live register marked a slight fall which was in keeping with the downward trend which had commenced towards the close of October 1956. The number of vacancies notified as well as the number of placements affected declined considerably during the month and were the lowest on record since January 1956. This fall was shared equally by the public and the private sectors. Reports from the States indicated that the situation in general remained almost static with slight deterioration in a few local areas.

Widespread shortage persisted in respect of overseers, draughtsmen, stenographers, typists, trained teachers, nurses, midwives and compounders. Dearth of physical training instructors, sanitary inspectors, surveyors and road roller drivers was also reported to be fairly widespread. Shortage of qualified engineers, experienced doctors, accountants and of skilled technicians such as turners, welders, moulders, electricians and boilermen was experienced by a number of exchanges.

Widespread surplus was reported in respect of motor drivers, untrained teachers, clerks, freshers from schools and colleges, unskilled office workers and unskilled labourers. Surplus was equally widespread in case of carpenters, motor mechanics, chowkidars and sweepers. A number of exchanges also reported a surplus of semi-skilled fitters, wiremen, cleaners and blacksmiths.

Registrations and placings.- The following table shows registrations for employment and placings during November and December 1956.

		<u>December 1956.</u>	<u>November 1956.</u>
Registrations.	-----	129,967	123,976
Placings.	-----	13,656	16,889

Fresh registrations marked an increase of 5,891 over the figures of previous month. Increase in registrations was particularly marked in the States of Uttar Pradesh (5,487), Madras (1,755), Bombay (1,029) and Rajasthan (945). On the other hand, there was a notable fall in registrations in the States of Mysore (1,250) and Punjab (968).

The number of applicants submitted for selection to employers was 89,901 during the month; as against 81,415 in November 1956. A comparatively large decrease in placements was recorded in the States of Punjab (1,532), Bihar (768) and West Bengal (472). Of the total number of placements effected 4,879 were secured under the Central Government, 5,522 under State Governments, 1,200 under Quasi Government establishments and local bodies and the remaining 2,055 with other employers.

Vacancies notified.- A total of 5,281 employers utilised the services of the exchanges during the month as against 5,293 during November 1956. The number of vacancies notified to the exchanges during December 1956 was 21,814, which was 2,692 less than the corresponding figures for the previous month. This decrease was mainly accounted for by the exchanges in Punjab (1,348), Himachal Pradesh (480), West Bengal (270), Orissa (233) and Delhi (207). On the other hand, there was an increase in the number of vacancies notified in the States of Madras (190), and Uttar Pradesh (156). Of the vacancies notified 7,388 were by the Central Government, 9,303 by State Governments, 1,646 by Quasi Government establishments and Local Bodies and the remaining 3,477 by other employers. There was thus a decrease of 1,380 in the public sector and of 1,312 in the private sector.

Register of unemployed.- There were 758,503 applicants on the live registers of the exchanges on the last day of the month under review; which was 2,002 less than the figures at the end of November 1956. Of those on the live register 9,057 were known to be employed and self employed persons, of whom 255 were women. The composition of the live register occupationwise is shown below:-

<u>Occupation</u>	<u>Number on Live Register as on 31 December 1956.</u>
1. Industrial supervisory.	4,781
2. Skilled and semi-skilled.	59,999
3. Clerical.	215,520
4. Educational.	25,395
5. Domestic service.	25,716
6. Unskilled.	388,423
7. Others.	38,669
Total. -----	<u>758,503</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>Placements</u>	<u>Number on Live Register</u>
1. Displaced persons.	5,152	624	40,970
2. Ex-Servicemen.	5,321	983	25,806
3. Scheduled Caste applicants.	13,871	2,023	73,915
4. Scheduled Tribe applicants.	4,116	478	16,998
5. Women.	7,588	899	39,625

(Review of the Work done by the National Employment Service during the Month of December 1956; issued by the Ministry of Labour, Government of India).

Bombay: Working of Textile Employment (Decasualisation)
Scheme during 1955.

According to the annual report* on the activities of Government of Bombay pertaining to labour matters during the year 1955, the Textile Employment (Decasualisation) Scheme for cotton textile workers which was introduced in Ahmedabad in 1949 and in Bombay and Sholapur in 1950, is being run on a voluntary basis with the co-operation of the Millowners' Association, Bombay and Ahmedabad Millowners' Association, Ahmedabad. The number of workers registered under the scheme during the period under review, demanded by the mills, submitted to the mills as against their demands and placed in the mills along with the comparative figures for earlier years for Bombay, Ahmedabad and Sholapur are shown in the following table:-

Year.	Registration.	Demand.	Submission.	Placement.
<u>Greater Bombay</u>				
1950	20,355	20,659	23,648	7,434
1951	46,409	55,408	70,871	40,237
1952	43,140	67,548	87,234	49,928
1953	31,916	44,230	62,888	34,663
1954	19,132	36,700	51,869	27,430
1955	15,907	45,543	56,107	28,191
<u>Ahmedabad</u>				
1950	13,123	10,768	10,392	3,112
1951	7,092	10,156	11,944	4,713
1952	12,862	25,061	25,275	9,374
1953	7,516	16,675	19,994	7,968
1954	4,408	14,077	13,310	5,372
1955	3,142	15,626	11,644	4,991
<u>Sholapur</u>				
1950	12,548	1,773	2,356	1,628
1951	2,830	2,775	3,463	2,633
1952	2,896	3,243	4,354	2,950
1953	2,569	2,102	2,877	1,949
1954	1,269	1,230	1,561	1,165
1955	2,185	3,406	4,420	2,875

* Annual Report on the Activities of Government Pertaining to Labour Matters during 1955, Government Publications Sales Depot, Fort, Bombay, 1957, Price annas six, pages 75.

As compared to the earlier years the figures of registration have fallen appreciably in Bombay and Ahmedabad mainly due to the restricted conditions of registration now in force and decrease in the number of unemployed workers at these places. The figures of demands received from mills and consequent submission by the Scheme and placements intimated have shown an upward trend during the same period. This may be attributed to the starting of the 3rd shift by several mills during the period under review. The fluctuations of the live register during the year subsequent to demands and placements are shown in the following table:-

Month ending 1955.	Bombay.	Ahmedabad.	Sholapur.
31 January.	4,591	1,341	1,829
29 February.	3,462	592	1,730
31 March.	1,918	512	1,594
30 April.	1,116	134	1,494
31 May.	1,239	255	1,336
30 June.	1,706	510	1,404
31 July.	2,017	679	1,625
31 August.	4,049	1,013	1,584
30 September.	2,408	884	1,619
31 October.	2,431	692	1,355
30 November.	2,309	642	236
31 December.	3,134	871	260

Several instances of misuse of service certificates and introduction cards have come to the notice of the Office. The provision for suspending registration of a worker who connives at his service certificate being misused by other workers for a period of threemonths in Bombay and two months at Ahmedabad is in force and is being strictly enforced in all cases. Several cases of such impersonations and mal-practices are also reported to the Police for further action. The local advisory committee at Bombay has decided that photos of workers should be affixed to their service certificates and has further recommended that 50 per cent of the cost of such photos should be paid by the employers. The Payment of Wages Act has also been suitably amended by Government for enforcing this provision.

The position regarding direct recruitment in Bombay did not show much improvement. The number of workers directly recruited during the year was 5,148 according to the returns received from the mills. This is about 18 per cent of the total placement by the mills. A considerable number of cases of direct recruitment which are not shown in the returns submitted by the mills were reported by the workers visiting the Sectional offices. Besides a number of mills have not sent returns showing the direct recruitment. Efforts were made through the Millowners' Association, Bombay, to dissuade the mills from direct recruitments. Exact figures of direct recruitment are not available at Ahmedabad as the mills at Ahmedabad do not send any regular monthly returns of direct recruitment. It is, however, felt that direct recruitment should be going on on a large scale in that place. No case of direct recruitment was, however, reported from Sholapur which is comparatively a small centre.

With a view to getting more co-operation from the mills in Bombay and to assess their difficulties and finding out ways and means to overcome the same, the managers of the mills which were not wholeheartedly co-operating with the Scheme, were requested to attend the meetings of the local advisory committee, Bombay. The frank discussion in these meetings had some effect on these mills. The four sectional sub-committees of labour officers are also doing their best to enforce the scheme effectively. But so long as the voluntary nature of the scheme continues, it is doubtful whether a complete stop can be put to direct recruitments. Direct recruitment in some mills upsets the working of the entire scheme. The unions at Bombay and Ahmedabad have, therefore, requested Government to put the scheme on statutory basis and their request is under consideration of Government.

83. Vocational Training.

India - February 1957.

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

Training of craftsmen.- According to the review of the work done by the National Employment Service during the month of December 1956, the number of trainees on the roll of various training institutes and centres on 31 December 1956 was 9,491. There were 7,768 trainees (including 9 women) in technical trades and 1,723 (including 568 women) in vocational trades.

Training of displaced persons.- The total number of displaced persons undergoing training at the end of December 1956, was 1,905. There were 1,528 persons undergoing training in technical trades and 377 in vocational trades.

Apprenticeship training for displaced persons.- A total of 1,099 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, 160 supervisors and instructors were receiving training at the central training institute for instructors, Koni-Bilaspur at the end of the month.

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.- Forty-six 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 trade.- In the II short term course of training in trade sheet metal work at the industrial training institute Bangalore under the craftsmen training scheme, 98 trainees were undergoing training in this trade against a sanctioned capacity of 96 at the end of the month under review.

(Review of the Work done by the National Employment Service during the month of December 1956; issued by the Ministry of Labour, Government of India).

85. Migration and Colonisation

India - February 1957.

Rehabilitation of Displaced Persons from East Pakistan:
80,000 Square-Mile Area to be Surveyed for Land
Settlement.

The Government of India will embark upon the biggest land reclamation project in the country for the rehabilitation of displaced persons from East Pakistan, when 80,000 square miles of a contiguous stretch of land will be surveyed in Andhra (including Hyderabad), Madhya Pradesh and Orissa very shortly.

Costing about Rs 10 crores for the first phase of the work, the project covers the eastern portions of the Sircars (Andhra), the eastern and south-western portion of the former Hyderabad State, the former Dastar State in Madhya Pradesh and the Jaypore Zamindary in Orissa.

A Committee under the chairmanship of Shri H.M. Patel, I.C.S., Union Finance Secretary, and consisting of representatives of the Planning Commission and the Union Ministries of Agriculture, Rehabilitation and Home Affairs, has been set up to draw up the detailed plan to implement the project.

The decision to reclaim land on a large scale backed up by a definite scheme has been necessitated by the heavy influx of refugees from East Pakistan, particularly during the last two years, and the scarcity of land in West Bengal, Assam and Tripura, where there is no possibility of settling more displaced persons.

(The Statesman, 11 February 1957).

CHAPTER 11. OCCUPATIONAL SAFETY AND HEALTH.

INDIA - FEBRUARY 1957.

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

Draft Amendments to Indian Boiler Regulations, 1950.

The Central Government published on 30 January 1957 the draft of certain amendments to the Indian Boiler Regulations, 1950, proposed to be made in exercise of the powers conferred under the Indian Boilers Act, 1923. A new Chapter XII is proposed to be added to the Regulations and the regulations contained therein deal with shell type boilers of welded construction. These regulations will apply to all boilers of fusion welded construction other than water boilers and electrode boilers referred to in Chapters V and X of the Regulations. The draft amendments will be taken into consideration by the Government after 1 May 1957.

(Gazette of India, Extraordinary, Part II, Section 3, 30 January 1957, pp. 349-437).

'L'

108

Indian Merchant Shipping (Life Saving Appliances)
Rules, 1956.

The Central Government published on 25 January 1957, the Indian Merchant Shipping (Life Saving Appliances) Rules, 1956, made in exercise of the powers conferred under the Indian Merchant Shipping Act, 1923. The rules deal inter alia with classification of ships for the purposes of the rules, life saving appliances to be provided in ships of different classes, general requirements for life-boats, motor life boats, mechanically propelled life boat, internal buoyancy appliances, equipment of lifeboats, ratios to be carried in lifeboats, radio telegraphy and other equipment to be carried in motor life boats, stowage and handling of lifeboats and buoyant apparatus, line-throwing apparatus and manning of life boats.

(Gazette of India, Extraordinary, Part II,
Section 3, 25 January 1957, pp. 301-329).

'L'

51

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

INDIA - FEBRUARY 1957.

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

Assam Fixation of Ceiling on Land Holdings Act, 1956
(Assam Act of 1957). (Assam Gazette, Part IV, 16 January,
1957, pp. 1-16).

'L'

BIBLIOGRAPHY.INDIA - FEBRUARY 1957.CHAPTER 2. INTERNATIONAL AND NATIONAL ORGANISATIONS.

- * (a) "Change in Asia - The Colombo Plan, 1956". Issued by Colombo Plan Information Unit. pp.71.
- * (b) "Technological Co-operation in South and South-East Asia". Issued by Colombo Plan Information Unit, Colombo. pp. 39.
- * (c) "Mill Statement for 31 August 1956 of the Millowners' Association, Bombay". 4 Sheets.
- * (d) Report of the Committee of the Bengal Chamber of Commerce and Industry for the year 1955, Vol. II Documents and Correspondence. pp. 257.

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

- * (a) "Progress for Small-Scale Industries 1956-57". Issued by the Ministry of Commerce and Consumer Industries, Government of India. pp. 91. (One copy sent to Geneva vide this Office Minute No. D.1/390/57 dated 9 February 1957).
- * (b) Annual Report of the Indian Council of Agricultural Research for 1953-54. Published by the Manager of Publications, Government of India, Delhi. pp. 189. Price Rs.3/10/-.

CHAPTER 5. WORKING CONDITIONS AND LIVING STANDARDS.

- * (a) "Annual Report of the Chief Inspector of Mines for the year ending 31 December 1954", Mines Act, 1952. Price Rs.20/8/-, pp.301.
- * (b) "Large Scale Industrial Establishments in India, 1950 and 1951". Issued by Labour Bureau, Ministry of Labour. pp.384 - 63 - 66. (Two copies sent to Geneva vide this Office Minute No. D.1/480/57 dated 21 February 1957).
- * (c) "Large Scale Industrial Establishments in India, 1952 (List of Registered Factories)". Issued by the Labour Bureau, Ministry of Labour. pp.376. (One copy sent to Geneva vide this Office Minute No. D.1/480/57 dated 21 February 1957).
- * (d) "Annual Report on the Activities of Government pertaining to Labour Matters during 1955". Issued by the Government of Bombay. pp.75. Price Annas 6.

* Publications received in this Office.

CHAPTER 5. WORKING CONDITIONS AND LIVING STANDARDS (CONTINUED):-

* (e) The Indian Conference of Social Work, Ninth Annual Session, Jaipur (28 December 1956 to 1 January 1957):

- (1) Souvenir Issued by the Reception Committee, pp.51.
- (2) Annual Report 1956, pp.36.
- (3) Programme and General Information, pp.26.
- (4) Recommendations of the Ninth Annual Session, pp.31.
- (5) Abstracts of papers, pp. 19 - 14.
- (6) Sectional Chairman's Address by Shri B.H. Datar, pp.13.
- (7) Sectional Chairman's Address by Shri S.P. Mohite, pp.10.
- (8) Sectional Chairman's Address by Shri J.F. Bulsara, pp.32.
- (9) Presidential Address by Shrimati Hansa Mehta, pp.11.
- (10) Welcome Address by Shri G.C. Chatterji, Chairman, Reception Committee, pp.4.

(One copy each of the above sent to Geneva vide this Office Minute No.D.7/520/57 dated 25 February 1957).

* (f) "Report of the Eighth Census of Indian Manufactures 1953". Brought out by the Directorate of Industrial Statistics, Ministry of Commerce and Industry, Calcutta, pp.663. Price Rs.89/8/-. (One copy sent to Geneva vide this Office Minute No.D.1/532/57 dated 26 February 1957).

CHAPTER 7. PROBLEMS PECULIAR TO CERTAIN CATEGORIES OF WORKERS.

* "Report of the Commission for Scheduled Castes and Scheduled Tribes for the year 1955" (Fifth Report) Part I, pp.255, Part II Appendices, pp.213. (One copy each sent to Geneva vide this Office Minute No.D.1/452/57 dated 18 February 1957).

CHAPTER 8. MANPOWER PROBLEMS.

* "Some aspects of the Population problem of India". By Gyan Chand. Published by Patna University. pp.167. Price Rs.8/-.

'L'

* Publications received in this Office.