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INTERNATIONAL LABOUR OFFICE  
INDIA BRANCH

B.I.T. REGISTRY
20 MAY 1957
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With:
On:

Industrial and Labour Developments in April 1957.

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

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CHAPTER 1. INTERNATIONAL LABOUR ORGANISATION.

INDIA - APRIL 1957.

11. Political Situation and Administrative Action.

General Elections held in India: Congress retains Power  
in 12 out of 13 States: Opposition Grows: Communists  
form Government in Kerala.

General Elections were held all over India during March 1957. An electorate of 193 million, voted for Congress Governments at the Centre and in 11 States but gave the Communist Party a mandate to form a Government in the Southern State of Kerala.

The Communist Party failed to gain an absolute majority in Kerala but took over power to run a Government within the framework of a democratic Constitution with the help of five Independents returned to the Assembly with the party's backing.

In the eastern coastal State of Orissa also there was no absolute majority for either the Congress or its main challenger, the Ganatantra Parishad. But the Congress was able to form a Government with the help of Independent members.

In Kashmir the 14th State of the Union, elections have not yet been completed.

The Lok Sabha: Labour Minister unseated. - In the Lok Sabha the Congress Party has won 365 seats out of 488 for which elections have been held - it had claimed 365 out of 489 in 1951 - and continue to command under the leadership of Shri Nehru the same dominant position it had been enjoying in the past.

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The Praja-Socialists have once again failed to secure recognition as the leading Opposition party and have to be satisfied, as in the old Lok Sabha, with the third position in the House. The party has actually won two seats less than the 21 which the Socialist Party and the Kishan Mazdoor Praja-Party which later merged to form the P.S.P. had gained in the first elections. The communists and their allies continue to hold the honour of the largest Opposition group and have improved their strength from 25 to 29. The Jan Sangh has secured four seats against the three it held in the old Lok Sabha. As many as 48 seats have been shared by 14 other political parties and Independents returned number 23 - a decline of 13 from the number in the dissolved House. Four political parties have secured a better representation in the House than the Jan Sangh, one of the four All-India recognised parties. The Peasants and Workers Party of Bombay has won as many seats as the Jan Sangh. Dr. Ram Manohar Lohia's Socialist Party has claimed seven seats and as many have been won by the Gantantra Parishad, the Scheduled Castes Federation and the Jharkhand Party of Shri Jaipal Singh. The strength of the Hindu Mahasabha has, on the other hand, gone down from four to two, both its president, Shri N.C. Chatterjee, and the General Secretary, Shri V.G. Deshpande, having lost at the polls. The Ram Rajya Parishad which on many points has the same outlook as the Hindu Mahasabha has once again drawn blank.

Other parties represented in the House will be: Forward Bloc, 3; Janata Party, 3; Dravida Munnetra Kazhagam, 2; Congress Reforms Committee, 2; and Revolutionary Socialist Party, Muslim League, Lok Sevak Sangh, and Eastern Tribal Union of Assam, 1 each.

The elections have recorded "casualties" among front-rank parliamentarians both from the Congress and Opposition parties. Among prominent Congressmen who lost were some members of the Union Government, including Shri Khandubhai Desai, the Labour Minister. Outside the Ministerial fold, notable Congress defeats, were those of Shri V.V. Giri, former Labour Minister, Shri N.V. Gadgil, Shri G.D. Ambekar, former president of the I.N.T.U.C. and Shri G.L. Bansal. The list of Opposition casualties included Shri Asoka Mehta, Shri H.V. Kamath, Shri Sarangadhar Das and Shri M.S. Gurupadaswamy, all of the P.S.P., Dr. Ram Manohar Lohia, Chief Spokesman of the Socialist Party, Shri N.C. Chatterjee, President of the Hindu Mahasabha, and Shri V.G. Deshpande, general secretary of the Mahasabha, and Dr. Lanka Sundaram, an unattached parliamentarian.



Rise in Number of Women Members.- Twenty-seven women have been elected to the Lok Sabha and 195 to the various State Assemblies in the second general elections as compared to 21 and 80, respectively, in the last elections.

Twenty-three women elected to the Lok Sabha belong to the Congress, two to the Communist Party and two to the Chota Nagpur Santhal Parganas Janata Party, according to an official analysis.

Of those elected to the State Assemblies, 179 belonged to the Congress, four to the Communist Party, one to the People's Democratic Front, two to the Chota Nagpur Santhal Parganas Janata Party, three to the Ganatantra Parishad and the remaining six are Independents.

The Bihar Assembly will have 32 women, the largest for any State, followed by Madhya Pradesh with 27, Uttar Pradesh with 26, Bombay with 25 and Mysore with 18.

The Position in States.- The following table shows the party position in the States and ~~the~~ gives the names of the respective Chief Ministers and Labour Minister:-

State.	Total No. of Seats.	Party Position.	Party forming Government.	Chief Minister.	Labour Minister.
Andhra Pradesh.	301	Congress ...215 Communists.. 35 P.S.P. .... 1 Independents..10 Others.....40	Congress.	Shri Sanjiva Reddy.	Shri D.Sanjiviah.
Assam.	108	Congress.....71 Communists... 4 P.S.P..... 8 Independents..15 Others.....11	Congress.	Shri Bishnuram Mehdi.	Shri K.P.Tripathi.
Bihar.	318	Congress....209 Communists.. 7 P.S.P. .... 31 Independents..18 Others.....53	Congress.	Dr. Sri Krishna Sinha	Dr. A.N. Sinha

State.	Total No. of Seats.	Party Position.	Party forming Government.	Chief Minister.	Labour Minister.
Bombay.	396	Congress..... 232 Communists..... 13 P.S.P..... 36 Independents.. 64 Others..... 43 Jan Sangh..... 4	Congress.	Shri <sup>y.B.</sup> Chavan.	Shri Shantilal H. Shah.
Kerala.	126	Congress..... 45 Communists..... 60 P.S.P..... 9 Independents.. 6 Others..... 8	Communists.	Shri E.M.S. Shri T.V.Thomas. Nambudiripad.	
Madhya Pradesh.	288	Congress..... 232 Communists..... 2 P.S.P..... 12 Jan Sangh..... 10 Independents.. 20 Others..... 12	Congress.	Dr.K.N.Katju.	Shri V.V.Draavid.
Madras.	205	Congress..... 151 Communists..... 4 P.S.P..... 2 Independents.. 15 Others..... 33	Congress.	Shri K.Kamaraj.	Shri R. Venkataraman.
Mysore.	208	Congress..... 150 Communists..... 1 P.S.P..... 18 Independents.. 15 Others..... 4	Congress.	Shri S.Nijaling- appa.	Shri Vaikunta Baliga.
Orissa.	140	Congress..... 56 Communists..... 9 P.S.P..... 11 Independents.. 13 Ganatantra.... 51 Parishad.	Congress.	Shri Harekrushna Mahtab.	Shri Nilamani Routroy.

State.	Total No. of Seats.	Party Position.	Party forming Government.	Chief Minister.	Labour Minister.
Punjab.	154	Congress.....118 Communists..... 6 P.S.P..... 1 Jan Sangh..... 9 Independents... 13 Still Vacant... 5	Congress.	Shri Pratap Singh Kairon.	Shri Amar Nath Vidyalankar.
Rajasthan.	176	Congress.....119 Communists..... 1 P.S.P..... 1 Jan Sangh..... 26 Independents... 32 Others..... 17	Congress.	<sup>M.L.</sup> Shri Sukhadia.	Shri D. Gupta.
Uttar Pradesh.	430	Congress.....286 Communists..... 9 P.S.P..... 44 Jan Sangh..... 17 Independents... 49 Others..... 25	Congress.	Shri Sampurnanand.	Shri Acharya Jugal Kishore.
West Bengal.	252	Congress.....152 Communists..... 46 P.S.P..... 21 Forward Block.. 8 Independents... 11 Others.....14	Congress.	Shri Bidhan Chandra Roy.	Shri Abdus Sattar.

(The Hindustan Times, 7 April 1957.)

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New Central Cabinet formed: Labour Ministry designated  
as Ministry of Labour and Employment: New Ministry  
for Steel, Mines and Fuel created.

A new Central Council of Ministers, with Shri Jawaharlal Nehru, as Prime Minister was sworn in at New Delhi on 17 April 1957. Shri Gulzarilal Nanda has taken over the Labour Ministry, which has been designated as Ministry of Labour and Employment.

An official statement gives the following details of the re-organisation of the Central Ministries:

The Ministry of Production has been abolished and the work transacted in this Ministry has been distributed amongst the Ministries of (i) Commerce and Industry; (ii) Transport and Communications; and (iii) Steel, Mines and Fuel.

The Ministry of Natural Resources and Scientific Research has been abolished and the work transacted in the Ministry divided between the two new Ministries of (i) Education and Scientific Research; and (ii) Steel, Mines and Fuel.

The Ministries of Commerce and Consumer Industries and Heavy Industries are combined into one Ministry to be known as the Ministry of Commerce and Industry.

A new Ministry to be known as the Ministry of Steel, Mines and Fuel and constituted with the following allocation of work:

Department of Iron and Steel: Steel plants at Rourkela, Bhilai, Durgapur, Mysore Iron and Steel Works. All steel plants in the private sector. Office of the Iron and Steel Controller.

Department of Mining: All mines and mining. Indian Bureau of Mines. Indian School of Mines and Applied Geology. Special Mining Projects.

Department of Fuel: Fuels, including coal, lignite, oil and gas (by oil is meant exploration, drilling, existing and future refineries, distribution and pricing).

The Ministry of Labour is designated as the Ministry of Labour and Employment. All business at present transacted in the Ministry of Labour shall be handled by this Ministry.

The distribution of portfolios among the new Ministers are as follows:-

Members of Cabinet

<u>Name</u>	<u>Portfolio</u>
Shri Jawaharlal Nehru:	Prime Minister and Minister of External Affairs and also in Charge of the Department of Atomic Energy.
Maulana Azad:	Minister of Education and Scientific Research.
Pandit G.B. Pant:	Minister of Home Affairs.
Shri H. D. Desai:	Minister of Commerce and Industry.
Shri Jagjivan Ram:	Minister of Railways.
Shri Gulzarilal Nanda:	Minister of Labour and Employment and Planning.
Shri T.T. Krishnamachari:	Minister of Finance.
Shri Lal Bahadur Shastri:	Minister of Transport and Communications.
Sardar Swaran Singh:	Minister of Steel, Mines and Fuel.
Shri K.C. Reddy:	Minister of Works, Housing and Supply.
Shri A.P. Jain:	Minister of Food and Agriculture.
Shri V.K. Krishna Menon:	Minister of Defence.
Shri S.K. Patil:	Minister of Irrigation and Power.

Ministers of State

<u>Name</u>	<u>Portfolio</u>
Shri Satya Narayan Sinha:	Parliamentary Affairs.
Dr. B.V. Keskar:	Information and Broadcasting.
Shri D.P. Karmarkar:	Health.
Dr. Pajjabrao Deshmukh:	Co-operation.
Shri K.D. Malaviya:	Mines and Fuel.
Shri M.C. Khanna:	Rehabilitation and Minority Affairs.
Shri Nityanand Kanungo:	Commerce.
Shri Raj Bahadur:	Transport and Communications.
Shri B.N. Datar:	Home Affairs.
Shri M.M. Shah:	Industry.
Shri S.K. Dey:	Community Development.
Shri A.K. Sen:	Law.
Dr. K.L. Shrimali:	Education and Scientific Research.
Shri Humayun Kabir:	Transport and Communications.

Deputy Ministers

<u>Name</u>	<u>Portfolio</u>
Bardar Surjit Singh Majithia:	Defence.
Shri Abid Ali:	Labour.
Shri A.K. Chanda:	Works, Housing and Supply.
Shri M.V. Krishnappa:	Food.
Shri J.S. Hathi:	Irrigation and Power.
Shri Satish Chandra:	Commerce and Industry.
Shri S.N. Misra:	Planning.
Shri B.R. Bhagat:	Finance.
Dr. M.M. Das:	Education and Scientific Research.
Shri Shah Nawaz Khan:	Railways.
Shrimati Lakshmi N. Menon:	External Affairs.
Shrimati Violet Alva:	Home.

(The Statesman, 18 April 1957).

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12. Activities of External Services.

India - April 1957.

Participation in Conferences, Meetings, etc.

(a) The new Labour Minister, Shri Gulzarilal Nanda who assumed charge on 18 April 1957, sent a message that he would like to meet Shri V.K.R. Menon, Director of this Office at the earliest moment. The Director called on him on 20 April. Shri Nanda was holding a general discussion with his Officers and Shri Menon was invited to join. Two interesting points which Shri Nanda mentioned were (i) there will be no fresh labour legislation during the next two years and emphasis will be effective implementation of ~~the~~ existing legislation and (ii) the need for considerable improvement in the form of reporting by the Labour Departments of the State Governments to the Central Labour Ministry and vice-versa. Shri Nanda added that the formal reports will be supplemented by a periodic exchange of personal letters between him and the Labour Ministers of States.

(b) Shri V.K.R. Menon, Director of this Office, represented the ILO at the Third Session of the Asian Regional Conference of Free Trade Unions held at New Delhi from 30 March to 4 April 1957.

(c) Shri Menon attended a meeting of the Steering Committee of the UNESCO Research Centre on the Social Implications of Industrialisation in Southern Asia held at Calcutta on 25 and 26 April 1957.

CHAPTER 2. INTERNATIONAL AND NATIONAL ORGANISATIONS.

INDIA - APRIL 1957.

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

Third Asian Regional Conference of the International Confederation of Free Trade Unions, New Delhi, 30 March - 4 April 1957: Resolutions adopted on Workers' Education and Rationalisation.

The third session of the Asian Regional Conference of the International Confederation of Free Trade Unions (ICFTU) was held at New Delhi from 30 March 1957 to 4 April 1957. Mr. Charles H. Milard, Director of the ICFTU inaugurated the Conference and Mr. Jose J. Hernandez (Philippines) was in the chair.

The I.L.O. was represented at the Conference by Shri V.K.R. Menon, Director of the New Delhi Branch Office. Addressing the inaugural meeting of the Conference, Shri Menon conveyed the greetings of the Director-General of the International Labour Office and said that the basic idea underlying the whole conception of the I.L.O. was that social programmes could be advanced only if people were free to organise and fight for measures and policies that would meet their needs.

The session adopted, inter alia, resolutions urging the banning of nuclear tests and on workers' education, rationalisation and assistance to the economically underdeveloped countries of Asia.

(Shri Menon's report on the proceedings of the Conference will be sent separately.)

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25. Wage-Earners' Organisations.

India - April 1957.

Fourth Annual Conference of the Indian National  
Mine Workers' Federation: Shri Michael John  
urges Greater Safety Measures in Mines.

The fourth annual conference of the Indian National Mineworkers' Federation (INMWF) was held at Chirimiri on 13 and 14 January 1957. Shri Michael John, Vice-President, Indian National Trade Union Congress (INTUC) presided and Shri Khandubhai K. Desai, Union Labour Minister inaugurated the conference.

Mutual solution of grievances urged: Shri Desai's address.— Inaugurating the meeting, Shri Desai, the Labour Minister, assured the miners that the Government would take suitable measures to ameliorate their working and living conditions at an early date.

Shri Desai said that miners in India were the most exploited class and the Government was trying to ameliorate their condition since independence. But the welfare of miners depended upon their own healthy and strong organisation and he was happy that the Indian National Mineworkers Federation was rendering valuable services to their cause. He appealed to the delegates to devote energy and selfless service for the uplift of the down-trodden miners.

Giving some valuable suggestions to the delegates, Shri Desai said that slogans were of no avail and wrong slogans might mislead the workers. Abusive languages were also not helpful for trade unionists. More emphasis should be laid on the mutual negotiations with the mine-owners in dealing with the day to day grievances of the workers instead of seeking help of industrial tribunals.

Appealing the mine-owners, Shri Desai said that India had chosen the ideology of socialism and the Congress as well as the Government was trying to build a new society on the socialistic pattern. The mine-workers had also to play a good part in the fulfilling that task and here was a chance for them to mould themselves accordingly. He further said that though the majority of mines in India were owned by individuals, ultimately the mines were the property of the nation as well as the miners. The misuse of mines was not to be tolerated any more, he said and added, that not only India but the modern world had accepted the principle of partnership of workers in the industries and hoped that the mine-owners would also think and behave in the same manner.

Shri Desai also disclosed that the Government was going to present a bill in the next session of the Parliament to establish a welfare organisation in manganese mines.

Shri Michael John's presidential address.- During the course of his presidential address, Shri John stated that the most notable event during the year was the publication of the award of All-India Industrial Tribunal (Colliery Disputes) in May 1956. In spite of many defects the award was another milestone in the progress of the coalmine workers in this country. The workers in the mines were far behind other industrial workers and it was for the first time that the coal-mine workers had been brought in line with them. The secretary's report mentioned the improvements effected in the working and living conditions of workers in mines other than coal-mines through adjudication and collective bargaining. But notwithstanding all this, the regrettable fact remained that a large majority of the mine-workers in this country were still below the poverty level.

Shri John was glad to note that some of the demands of the Federation like leave with pay, abolition of contract system and revision of the Standing Orders, which were not referred to the tribunal, were placed on the agenda of the Industrial Committee on Coal Mining which met in New Delhi last August. It was unanimously agreed to increase the privilege leave from seven days a year to one day for every 20 days of attendance for surface workers and one day for every 16 days of attendance for underground workers. The overtime rate for surface workers has also been increased from one-and-a-half times to twice the normal rate. Though there was not much difference of opinion on the desirability of ~~system~~ the abolition of the contract system, the parties could not agree to the extent and the time within which the system should be abolished. Both the employers and the workers were asked to submit their memoranda on the subject so that the Government could evolve a just and satisfactory solution. The Federation had submitted its memorandum and,

he hoped the Government will take an early decision in the matter. It was also decided that the Government will draft and circulate model standing orders for the industry within three months and finalise them within six months in consultation with the representatives of the workers and the industry.

The President urged that attempts should be made to extend the benefit given to the colliery workers to those in other mines. While leave and over-time benefits will apply to all mine-workers, the decision regarding the abolition of contract system will apply to collieries only. He hoped similar decision will be taken in respect of other mines also. He also reiterated the Federation's earlier demand for the establishment of a welfare organisation and provident fund schemes for workmen in mines other than collieries.

Recent-Mine disasters.- Shri John said that the recent disasters had once again brought out in relief the question of safety in the mines. He was glad to note that many of the recommendations of the Courts of Enquiry that had been set up to enquire into these disasters had been accepted by the Government. He ~~would like~~ pointed out, however, that the question of safety was going to be more and more important as shallow mines were becoming exhausted and as people had to work at greater depths. The high target of production that had been fixed for the coal industry was likely to lead to mining practices that were not desirable from the safety point of view. He hoped that in view of the above considerations safety measures will be revised and improved and the Department of Mines will see that these were properly observed.

Reduction in hours of work.- Shri John felt that the hours of work in the mining industry should be reduced. It was now recognised all over the world that mine-workers required special consideration due to the unnatural, disagreeable and unpleasant nature of the work they were called upon to do. He felt that a five-day week will be conducive to creating better efficiency and higher productivity.

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Absenteeism.- Referring to the problem of absenteeism, the President stated that statistics showed that absenteeism in coal-mines was neither less nor more than in other industries in this country, if only surface work was taken into account. It was true that absenteeism for underground workers was slightly higher; but even in their case, was not higher than in other countries. In any case, absenteeism depended upon the nature of the work as also on the systematic provision for holidays and leave. It was recognised and admitted that "in industries where the work is excessively fatiguing, periodical absence from the job constitutes a sort of defence mechanism for a tired workman and tends to prevent an abnormal accumulation of fatigue poisons and a resultant breakdown in health". It was his firm belief that it was not only by giving attendance bonuses but by giving improving the working and living conditions, giving adequate wages, affording protection from accidents and sickness and providing sufficient rest and recuperation that absenteeism could be effectively reduced.

Productivity.- "The other oft-repeated allegation about the lower productivity of the Indian miners is also without basis. If all the factors are taken into consideration, we make bold to say that the Indian miner is not responsible for his apparently low productivity. What we had been saying on this subject has received support from no less a person than Mr. Gorbett, one of the most experienced mining engineers in this country. In the course of his presidential address to the Mining, Geological and Metallurgical Institute of India he has pointed out the output per manshift in this country is not being calculated on a proper basis. He also suggested ways and means as to how the productivity in the Indian mines can be improved and it is pertinent to point out that nearly all the measures suggested by him relate to improving the working conditions and increasing the efficiency of the management. People who complain that the Indian miner is an idler and that he does not care to earn more than he requires should not forget that given proper facilities an Indian miner can and does work as efficiently and as hard as his counterpart in other countries. It is also to be noted that the overall productivity in the coal industry in 1955 has gone up by 35 per cent since 1947. On the other hand, we would like to mention that even six months after the Award of the All-India Industrial Tribunal (Colliery Disputes) many employers in the industry are not able to provide an adequate number of tubs. This is not to apportion blame. What we are trying to point out is that it does not serve anybody's purpose to make the miner a scapegoat for all the sloth and inefficiency that is prevailing in the industry. We feel that there is room for making improvements all around and both the industry and workers should put their heads together for evolving more rational and efficient methods of work".

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Problems of Coal Industry and Workers' participation in Management.- Referring to the problems facing the coal industry, Shri John urged improvement in transport and welcomed the Lok Sabha Estimate's Committee's suggestion that "in the long run nationalisation of the coal industry is essential in the interest of industrial development".

Meanwhile he would suggest that there should be a closer association of the workers with the management in the industry. While the country was thinking in terms of workers' participation in management, even the works committees were not being given a fair trial in the coal industry. Though the statutory provisions were there, they did not exist in a majority of collieries; where they did exist they functioned only in name or what was worse still they were used for thwarting the genuine trade union movement; and where they had the backing of the unions they were not allowed to function.

Growing strength of the Federation.- Shri John said that the Federation had gained considerably in strength and during the period under review had consolidated its position as the sole representative of mine-workers in the country. Industrial relations had undergone a change for the better. The growing number of collective agreements including the latest one with the Assam Railways and Trading Company Limited was an index of the organised strength of the Federation.

General Secretary's Report.- The Conference has also before it a report by the General Secretary, inter alia, recording the collective agreements and other settlements entered into by the Federation of its member unions.

Resolutions.- Resolutions adopted at the conference unanimously demanded nationalisation of mines, abolition of contract system, abolition of Gorakhpuri labour camps; leave with pay, gratuity, provident fund scheme for ore, mica and other mines, welfare organisation for ore and other miners, amendments in the Industrial Disputes Act, 1947 and the Maternity Benefit Act.

Office-bearers.- The following were elected the office-bearers for the current year: President: Shri Michael John; Vice-Presidents: Shri R.L. Malviya, Shri V.G. Gopal, Shri R.N. Sharma; Shri Sinha and Shri R.K. Singh; General Secretary: Shri Kanti Mehta; Secretary: Shri S. Das Gupta; Assistant Secretary: Shri R.K. Dube; and Treasurer: Shri Gokulanand Singh.

(The Indian Worker, Vol. 5, No. 17-18,  
26 January 1957, pp. 14-19 and 36.)

28. Employers' Organisations.

India - April 1957.

30th Annual Session of the Federation of Indian Chambers of Commerce: President's Stress on Training of Technical Personnel.

The thirtieth annual session of the Federation of Chambers of Commerce and Industry was held at New Delhi on 23 March 1957. Shri Jawaharlal Nehru, Prime Minister, inaugurated the meeting and Shri Lakshmi Pat Singhania, President of the Federation, was in the chair.

Prime Minister's address.- In his inaugural address, Shri Nehru called upon all sections of the community not to argue too much about questions of provincial or linguistic problems or free enterprise versus socialism. He said that while India might learn from the experience of other countries, it would frame its own political, economic and social policies on lines it considered right and suited to circumstances prevailing here. The Government was not dogmatic in its economic policies. India had to march forward. Apart from its own desire to march, there was the compulsion of circumstances which forced India to march. Speaking of the plans for economic development of the country, he said, "We have arrived at a critical stage, leading a country from a certain type of underdeveloped economy to a better and higher type. This transition period is a difficult one. Somebody has to pay for it. Of course, the whole country has to pay for it but the question arises how the burdens are to be spread out. It is a question which the Government will have to consider".

The Role of Industry.- Shri Nehru conceded that the tax burdens on industry were heavy and that the industry had cause to complain. But he exhorted the businessmen to shoulder the burden so that the national objectives may be attained. He continued "We are not going to say that the burden is too heavy for us or that our arms or limbs are too weak to carry us forward. Is that a kind of thing any man or nation with spirit is going to say? We have assumed a burden and we shall carry it whatever happens. We must take up that attitude because not only are we a proud people but one lesson that many of us learnt when we served our great master, Gandhiji, was not to be frightened. Broadly speaking, we have accepted a certain pattern and a certain road along which we should advance. It is laid down, more or less, in our Five-Year Plans. These Plans are not rigid. We may vary them, we may change them, we may add to them, we may subtract from them according to circumstances, but broadly they are there and broadly you have accepted them and the country has accepted them. So let us march along that path to the best of our ability and not argue too much about things which have been decided upon so that we can turn all our energies to surviving and overcoming the difficulties that have arisen".

Co-operation with Government.- Shri Nehru said that industry could co-operate with the government to the mutual advantage of both. He referred to the great need for technical and managerial personnel to man the projects in the Second Five-Year Plan. He said that the success of the Plan to a large extent was dependent on the competence of this human material. At present the public sector was running short of such managerial and technical skills. He, therefore, suggested that the industry could co-operate with the government by lending technical personnel to the government where their need was greater and the government could place their men at the disposal of the industry if needed. Industry could also absorb men of the defence services who under the present rules retired in their 30s or in the early 40s. This was fine human material which could be used with advantage in the industry.

Presidential Address.- Shri Lakshmi Pat Singhania in his presidential address touched upon the current economic forces at work in the country. He outlined the interdependence of costs, prices, income disbursements, consumer spending, investment and employment as it concerned the pressing problems of today. He said that, "a satisfactory solution of these problems in an integrated manner is a pre-condition of strengthening our economy, so that the required rate of growth, and, through it, the wider objectives of our society can be attained. At this juncture of India's history, the undivided attention of the nation must be pivoted on the large and immense task of building up the economy and not dissipated in discussion and controversies about the role and place of public and private sectors."

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Economic advancement does not and cannot proceed through rigid and water-tight sectors, much less through acrimonious discussion. It is a process which involves inter-penetration of sectors at each stage of development.

"No doubt, we have to look upon our economic problems not in isolation, but in the context of social and political development. The economy is but a functional sub-system of the wider social system, its function being to provide for the society at large the strength it needs to achieve long-term objectives. While the economy as such cannot and should not impose its own values and goals on the entire social order, its normal functioning can be ignored only at the peril of the well-being of society. Our problem is not merely to take a short-cut to economic growth, but also to avoid the more hazardous way. It is a matter of satisfaction that, by and large, our people have shown willingness and ability to adapt themselves to new forces and ideas inherent in industrialisation. We must not overlook or consider as matters of ~~mighty, efforts of~~ mere routine those unceasing daily, yet mighty, efforts of millions of men and women which constitute the foundation of our capacity to build up the nation."

Capital formation.- Dealing with capital formation, Shri Singhania said that the growth of savings depended on appropriate fiscal and monetary policies by the Government. Industry and trade required to be provided with adequate finance. Unduly high levels of taxation and drastic measures of restrictions of credit had to be avoided. "It is true that inflationary pressures, as and when they appear, have to be curbed. But price increase is a symptom and the cure lies in assisting production. At the same time, it should be recognised that some increase in the level of prices will inevitably accompany the rise in national income and expenditure. The experience of the last two years indicates that credit stringency and restrictive Governmental policies have attempted more to arrest a rise in prices rather than look to the effects of the expansion of industries and the consequent growth in production".

Shri Singhania said that the present heavy burden of taxation also acted as a deterrent to new investment. "It can singly, more so in conjunction policy", added Shri Singhania, "check the healthy growth of the capital market. Even as it is, we do not have a well-developed capital market".



Shri Singhanian said that in an underdeveloped country like India, the problem was as much one of augmenting savings as of increasing consumption. The growth of industry and trade could be supported only if there was a wide market for industrial products.

Shri Singhanian referred to the spreading of the activities of the State Bank of India to rural areas and said that this was a good thing but he would like to be assured that this would not reduce finance for the urban sector. "What must be avoided, however", he said, "is the flow of funds from the urban to the rural areas at the expense of the former, for even now great stringency is felt for finance in industrial and business circles."

"The aim must be", Shri Singhanian added, "to mobilise savings and bring them back into circulation to lubricate the economic system. And more and more consumer goods must also be made available to the people. The fact of the matter is that basic consumer goods, such as cloth, are not flowing as freely as they should. There is a two-fold reason. One is the present policy of asking the organised industrial enterprises to go slow in their expansion and modernisation programmes, presumably to protect the smaller units of production. The other cause is the levy of excise duties, the rates of which are higher than what either the consumer or industry can bear."

Referring to the problem of difficulty in the foreign exchange situation, Shri Singhanian pleaded for the setting up of new export industries and the strengthening of existing ones.

Problem of technical personnel.- The President emphasised the crucial role of managerial and technical personnel in the successful execution of the Plans when he said, "The greatest ignorance in the present circumstances is in the field of technical knowledge, and the greatest paucity technical personnel, both key resources. It would be no exaggeration to say that lack of technicians is a major bottleneck to the rapid industrialisation of our country. It is heartening that the need for assessing requirements and availability of technicians has been accepted by Government and some work has been done by the Planning Commission in this direction through the Engineering Personnel Committee. The size of the problem can be gauged by the figures of requirements collected by the Committee. The additional demand for civil, mechanical and other categories of engineers during the Second Plan has been estimated at over 90,000. As against this, the annual out-turn of engineers is expected to increase from 8,500 in 1955 to 11,000 in 1960. Additional training facilities will, therefore, have to be provided in order to bridge the gap between the out-turn and the expected intake. Similarly, we are short of medical practitioners. By the end of the First Plan we had about 70,000 doctors in the country - i.e., only one doctor for about 5,500 persons. The annual out-turn from medical colleges is about 2,500 doctors. On the other hand, 4,000 additional doctors may be required every year during the first-next five years. These figures only serve to indicate the

shortages of skilled personnel. Apart from engineers and doctors, we need agricultural experts, veterinary personnel, personnel for forestry, soil conservation, mining and geological survey, project executives, teachers and a wide range of experts in different technological fields. The training of personnel should, therefore, receive a very high priority. A number of institutes have already been established for this purpose. For instance there is the Institute of Technology at Kharagpur which was established during the First Plan. The Institute of Science at Bangalore is also being further developed. There are research institutes such as, the National Physical and Chemical Laboratories which provide facilities for higher research. Very much more needs to be done. About eight years back, the All-India Council of Technical Education was set up by the Government of India to promote and coordinate technical education in the country. The Council, in turn, established half a dozen All-India Boards of Technical Studies in the main branches of engineering and technology. These Board could have proved useful in suggesting the lines in which developments were required, and coordinating the activities of the various agencies for promotion of education. Unfortunately, I find that they have not been active.

"There is another aspect of the problem of supply of technicians which needs careful attention. New developments are taking place in the field of technology almost every day. We have to assess the requirements of personnel in advance in the light of these developments. Besides, the demand for technicians does not follow any regular trend. A new project brings with it all the new problems and requirements including those of technicians. This means that very careful and detailed planning is needed in this field. Sufficient attention has to be given to supply and demand position of different categories of skills. The efforts being made at present to overcome the shortage seem, however, to be limited. There is lack of balance between the out-turn of university graduates and diploma holders and availability of jobs. The resulting phenomenon of a large number of unemployed, though educated, but not qualified for specific jobs, cannot but add to the frustration of our youth. I believe that our entire educational system needs to be overhauled. It is only by the establishment of technical institutions which take on students earlier in their career - soon after matriculation - that the wastage of higher education occurring at present can be prevented and at the same time the availability of trained manpower increased. What is needed is not more graduate and post-graduate institutions, but newer types of training schools which train up young men and women for specific jobs."

Resolutions. - The more important of the resolutions adopted by the session are given below:-

1) Economic Policy.- The resolution stated that the Indian business community can play an effective role in the plans of economic development. Confident of the capacity of businessmen to undertake and fulfil the obligations and duties expected of them in a developing economy, the resolution called upon them to bend their energies to augmenting the material resources. The Federation, stated the Resolution, was appreciative of the various measures taken by Government towards increasing the volume of production - agricultural and industrial - and employment opportunities. At the same time it was gravely concerned over the stresses and strains which had developed in the economy during the past year or so. There had been a rise in prices, a rapid decline in our foreign exchange resources and tightness in the money market. Another matter of serious consequence was the continuous fall in production of foodgrains since the past two or three years necessitating large imports of foodgrains. In the present predicament, the Federation felt that all sections of the community must put forth their best. It strongly urged upon Government also to assist the people in a positive way to contribute their mite to economic growth. In this connection, the Federation requested Government, among other things, to

- 1) give increased weightage to the improvement of agricultural production and provide facilities for its implementation;
- 2) adopt a monetary policy which while putting appropriate restraint on non-essential expansion, speculation and consumption, encourages production of essential items;
- 3) formulate the taxation policy so as to encourage savings thereby ensuring the creation of investment resources for the Plan.

ii) Foreign Exchange situation.- A resolution on the need for augmenting the foreign exchange resources, called for an import policy to conserve foreign exchange resources and export promotion and suggested certain measures in this regard. These included, further restriction on the import of consumer goods and steps to augment internal production to meet domestic requirements; a liberal licensing policy for establishment of new units and expansion of existing ones; review of the current restrictions on the import of capital goods and priority for establishment of industries which will help reduce imports or augment exports; suitable schemes for Government guarantees to back up import of capital goods on deferred payment basis as also to cover exchange risks; steps to be taken by industry and trade, with the active help and co-operation of Government, to diversify export trade both in regard to commodities and export markets. Indian industries, particularly export industries, should be permitted and encouraged to adopt modern methods of production to improve their competitive position in the world markets; positive programme to increase ~~ear~~ earnings on invisible account through increased utilisation and development abroad of Indian banking, insurance and shipping and an imaginative drive for attracting tourist traffic.

iii) Taxation Policy.- The resolution on "a scientific tax structure" referred to the additional corporate taxation recently imposed and to the scheme of deposits with the Government by companies of part of their profits and accumulated reserves and said: "Those measures are likely to act as serious handicaps in the functioning of corporate enterprise and the scheme of deposits in particular will also act as a serious impediment unless the rules to be made in this behalf are such as to eliminate all possible difficulties." The resolution, therefore, called for the evolution of a scientific tax structure.

iv) Productivity.- The resolution on productivity stated: "The Federation believes that the objectives of the Second and future Plans of economic development of the country can be realised only by a concerted drive on the part of all concerned to increase productivity. National income as also the incomes of different sectors of the economy can rise only if economic efficiency is increased. Agricultural productivity in our country is proverbially low. So is the output per man-hour in industry and tertiary occupations. There is also need to increase the productivity of investment by improving technology and organisation. Productivity in agriculture can be increased only by reducing the pressure of population on land and improving the age old methods of cultivation. Similarly, unless there is improvement in the techniques and organisation and increase in the contribution of labour no significant rise can be expected in industrial productivity."

"Incomes of various factors of production have also to be related to the productivity of each. An increase in wages unrelated to increases in productivity can only mean a breeding ground for inflation which will nullify the advantages of a wage rise. Labour should be ensured of its fair share in the growth of productivity and in turn it should be the duty of workers to put in the effort required to attain a high level of efficiency. The Federation urges that it is the responsibility of all, in whatever capacity, connected with agriculture or industry, trade or transport, to exert their energies and improve their performance. This alone can make a real contribution to the economic advance of the individual as well as the nation."

"Therefore, the Federation emphasises the need -

1) to augment the facilities for technical education to provide for a regular flow of different categories of skilled personnel so essential for our plans of developments; and

2) to encourage the adoption of modern and improved methods of production in agriculture as well as in industries, small, medium and large-scale, so that production is increased, quality improved and costs reduced for the benefit of consumers."

By other resolutions, the Federation called for an integrated transport policy, uniformity in sales tax policies, need for taking corrective measures to ease the tightness in money market, and the setting of regional and central income tax advisory committees.

The session elected Shri Babubhai M. Chinai as the President for the coming year.

(An account of the last year's annual general meeting was given at pp. 15-19 of the report of this Office for March 1956 ).

(Text of the Presidential Address and Resolutions received in this Office;

The Statesman, 24 March 1957 ).

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Annual Conference of the All-India Manufacturers' Organisation, New Delhi, 13 April 1957: Prime Minister assures respected Place for Private Sector.

The annual conference of the All-India Manufacturers' Organisation was inaugurated at New Delhi on 13 April 1957 by Shri Jawaharlal Nehru, Prime Minister. Shri S.N. Haji, chairman of the Organisation presided.

Scope of the Private Sector: Shri Nehru's address.-  
In the course of his address, Shri Nehru, assured the private sector that it had necessarily to have "not only a very important place but a respected place in the context of the broad policies that we pursue". He said that the public sector inevitably must expand in this country "but I do not want people to think as if the public sector and the private sector are mutually contradictory or come in the way of each other, pulling each other back".

Shri Nehru said it was patent that the second Plan "puts great burdens upon us - greater than we had imagined when we framed the Plan". He had no doubt, however, that "our difficulties, in a sense, are temporary".

The next two years, possibly the next three years "were likely to be difficult for us and we have to pull ourselves up during these two or three years".

The measure of our difficulties during the period, he said, "is the measure of the advance we are making, the measure of the development that the country is making".

While not under-estimating the difficulties of the situation, Shri Nehru wanted his audience to bear in mind the other side of the picture - the "tremendous" effort being put into the community development scheme; the development of small-scale industries in areas like Punjab; the development of integrated co-operative schemes in parts of Bombay and Madras States; the development of long-staple cotton in certain areas in Malabar, Assam and some other places; and last but not least, the discovery of uranium, thorium, and other atomic ores "in substantial quantities", in parts of India.

Shri Nehru said that one of his colleagues had recently made a quick survey of the small-scale industries that had been started in Punjab since independence and was very much impressed with what had been done both by the permanent residents there and those who had come from Pakistan as refugees. "I believe he listed 26,000 small enterprises that had grown up in the last few years in Punjab with a relatively small capital but with a great deal of energy and enterprise. That is the kind of thing which heartens one and increases one's self-confidence".

The community development scheme, Shri Nehru said, had by and large worked with "amazing success". The real thing that had taken place in the community project areas in the country, apart from the increase in agricultural food production, more roads more schools and dispensaries and so on was the fact that the peasantry was enabled to pull itself out of the ruts in which it had lived for thousands of years. Anything more tremendous and more revolutionary, he said, he could not imagine and all this was being accomplished within the democratic structure of society.

Shri Nehru said the development of co-operatives in India had so far touched only the fringe of the problem. However, recently he had been reading a report which he received from the Reserve Bank on the development of some integrated co-operative schemes in parts of Bombay State and parts of Madras State and he found it "extremely encouraging".

The development of long-staple cotton in India, he said, was of very considerable importance from the point of view of the textile trade and the foreign exchange situation. "We are developing it, I believe, in certain areas in Malabar, in Assam and some other places".

He said that in spite of India's general economic under-development and backwardness "we are rather advanced - we are very advanced so far as Asia is concerned - in the atomic sciences which are going to be the future power-giving sources for this country, not today but 10 or 15 years later. It is, therefore, of great importance that we have made very significant discoveries of atomic ores in some parts of India".

Shri Nehru devoted a considerable part of his speech advising his audience to break away from old habits of thought: to exorcize the ghosts of Adam Smith and of Karl Marx. These "ghosts and spectres", he said, "prevent us from realising that we live in a terrifically dynamic and changing world and what might well have been clear thinking some time back is out of date today in view of the new developments in science and technology and the like".

If India had to progress, he said, "we have to develop the spirit of enterprise in the 370 million people of India. We are not going to regiment them and make them robots. I am all for enterprise but when 'free enterprise' actually leads not to free enterprise but to huge accumulations of power, economic and the rest, it is not free enterprise in the right sense of the word at all. It comes in the way of the real development of the spirit of enterprise in the people which I would like to develop".

Presidential address.- Shri S.N. Haji, chairman of the all-India Manufacturers' Organisation, in his presidential address stressed the need for greater collaboration between the Government and the private sector in State enterprises.

Shri Haji welcomed the Government's new industrial policy statement but urged that in its implementation greater scope should be provided for the private sector to venture into all industries except those to be regarded as State monopolies.

He recalled that under the new industrial policy statement it was open to the Government to associate the Government public in the equity capital of public enterprises and said: "We would like to stress that in as many industries as possible excepting the four industries, namely, arms and ammunitions, atomic energy, railways and air transport which are to be developed as Government monopolies, the people, either as individuals or in corporate bodies, should be associated in financial participation through investment in shares up to 49 per cent of the total share of the capital of these enterprises".

Shri Haji said this step, besides being of financial help to the Government, would enable people "to realise that both the sectors are working for the common good of the country". He also thought that the step would bring about greater democratic control and greater bring nearer to them the goal of co-operative socialism.



To implement the suggestion, Shri Haji said, the Government would have to convert industrial enterprises into public limited companies or corporations. Men of known integrity and experience in the private sector should be invited to work on the boards of directors of the enterprises.

He said: "At present for the positions of director, managing director and chairman of these corporations, the Government turn to Ministers and the official cadre only. There is enough talent in business circles and there is no reason for just a few persons alone being made directors in a number of Government concerns. A broad-based directorate, by inclusion of qualified personnel from the business world, will be conducive to efficient functioning of these concerns".

Shri Haji said the manufacturers' organisation was opposed to any suggestion for scaling down the outlay of the second Plan and declared: "It is essential to provide the resources necessary for the success of the Plan even if it requires temporary hardship upon sections of the community".

The organisation thought that some adjustments in the phasing of certain individual development programmes in the Plan might be necessary and these could be daring annual revisions of the Plan. "At the moment, there is, however, no justification for tinkering with either the targets or the period of the Plan," he said.

It was imperative that the targets fixed for essential consumer commodities should be raised as had been done in the case of food grains. The targets should be achieved by increasing production in existing units or by establishing new units.

It was also essential that "all restrictive policies of an ideological nature which stand in the way of larger output by organised factory units should be abandoned". "In an expanding economy like ours", he said, "there is ample scope for both large-scale industries to co-exist and develop further".

The White Paper on the Central Budget had disclosed the inadequacy of corporate savings for financing programmes in the private sector. "In view of the fact that the problem of raising resources for investment has to be looked at both from the point of view of the public sector and of the private sector and that the main source of capital for private enterprise is savings effected by itself, it is hoped that in the ensuing budget the private sector will be enabled to plough more resources back into its production channel, by providing adequate and deserved relief in corporate and personal taxation. This concession in taxation should be made available to provide adequate resources for the industries covered by the second Five-Year Plan".

For overcoming difficulties for the implementation of the Plan arising out of shortfall in foreign exchange, Shri Haji suggested that the Government should obtain foreign aid and foreign capital in a large measure either by way of grants and loans or by way of equity capital from abroad.

He said the import restrictions on steel, ball-bearings, chicory and butter paper should be liberalised. If the shortage of steel was not made good, a situation would arise in the next two or three months when a large number of engineering industries might face the prospect of partial closure.

On transport, Shri Haji emphasised the need for developing overseas shipping, "an earner of foreign exchange". "If only India can manage to have 1.2 million tons as early as possible, sufficient to carry at least 25 per cent of her foreign trade, she will be saving per annum about 450 million rupees worth of foreign exchange or 2,250 million rupees in five-year period", he said. "In fact the matter is so urgent that the Government may well consider approaching the World Bank for the special requirements of shipping particularly as neither foreign exchange nor loan funds are available for shipping today."

(The Hindustan Times, 14 April 1957).

All India-Management Association set up.

An All-India Management Association (A.I.M.A.) was formed at a meeting of the representatives of the various management associations and institutes which had been organised recently in Bombay, Bangalore, Ahmedabad, Calcutta, Coimbatore, Delhi, Hyderabad, Madras, Mangalore, Tiruchirappalli, etc., held at New Delhi on 21 February 1957.

Dr. A. Lakshmanaswamy Mudaliar, Vice-Chancellor, University of Madras, is the President of the A.I.M.A., and Shri J.M. Shrinagesh, President, Institute of Management, Bangalore, Shri N. Dandekar, President, Bombay Management Association, Shri Charat Ram, President, Delhi Management Association, and the nominee of the Calcutta Management Association are the four Vice-Presidents.

The permanent secretariat of the A.I.M.A. is at New Delhi.

(Delhi Management Association -  
Newsletter, March 1957, pp.1-3 )

## Chapter 3. Economic Questions.

### 34. Economic Planning, Control and Development.

India - April 1957.

#### 130 Million People benefited by Community Projects: Report of the Ministry for 1956-1957.

The Community Development and National Extension Service programme today covers 222,000 villages with a population of approximately 129.9 million, says the report of the activities of the Ministry of Community Development for 1956-57.

Of this coverage, about 56 per cent is under intensive development and the rest under the National Extension Service. Families benefited by the development activities number 11,140,000.

A significant contribution of the programme during the past few years, the report says, has been the manner in which it has by and large energised Government organisations from the Centre down to the village and the increasing trend for co-ordination of the developmental and other welfare activities among the various departments of the Government both at the Centre and in the States.

Panchayats and other statutory bodies started up to 30 September 1956, numbered 28,000. Nonstatutory bodies, like village councils and vikash mandals, totalled 46,000. Community centres, including community recreation centres and libraries, numbered 155,000.

It has been estimated, the report says, that agricultural production in the community project and National Extension Service areas rose by 20 to 25 per cent. Several measures have been devised to achieve targets fixed in the second Five Year Plan.

In the field of animal husbandry, the setting up of breeding, artificial insemination and key village centres was continued. On 30 September 1956, key village centres numbered 5,838.

Progress of Co-operation.- The emphasis on co-operative methods of organisation as the channel of self-reliant efforts under the community development programme was continued during the year. New co-operative societies formed till September 1956 numbered 41,000 and new members enrolled totalled 2,330,000.

Till 30 September 1956, 1,667,000 acres of land were reclaimed and the additional area brought under irrigation was 2.85 million acres in the community project areas. A significant achievement in this connection was the development of irrigation through co-operation.

While a number of irrigation co-operative societies, have sprung up in Andhra Pradesh, lift irrigation co-operative societies and tube-well irrigation societies, have been formed in Gujerat and the Punjab.

In education new schools started number 20,000, while 7,794 schools were converted into the basic type. A scheme for the training of village schoolteachers has been drawn up. About 34,000 village schoolteachers will be given training during the remaining four years of the second Five Year Plan under the scheme.

The village development work apprenticeship scheme was introduced during the year.

The number of adult education centres increased substantially during the year. On 30 September 1956, they numbered 53,000. People made literate up till 30 September 1956, numbered 1,284,000. The number of units of people's organisations, such as youth clubs, farmers' unions and mahila samitis, almost doubled and stands at 110,000. Village leaders trained number 66,000.

Much progress was achieved in regard to communications. By 30 September 1956, 7,135 miles of pucca road were constructed. Kutcha roads constructed totalled 42,000 miles. In addition improvements were effected in 30,000 miles of existing roads.

A minimum programme for village and small-scale industries has been drawn up for each community development and National Extension Service block, with suitable modifications to suit local conditions and requirements. In the 26 pilot projects started last year for the development of such centres, surveys in drawing up comprehensive plans for industrial development have been carried out by 12 teams appointed for the purpose. The programme for training of technical personnel has also received adequate attention.

From the beginning of the programme in 1952 till 30 September 1956, 2,040 production-cum-training centres were started and 75,000 people were given refresher and basic training. While 146,000 people have were provided with full-time employment, 518,000 were found part-time work.

The value of the people's voluntary contributions in cash, kind and labour till the end of September 1956 amounted to 330 million rupees or 59 per cent of Governmental expenditure, which totalled 563 million rupees.

(The Statesman, 3 April 1957).

Higher Industrial Output in 1956: Annual Report  
of the Ministry of Commerce and Consumer Industries.

Industrial production in India was higher in 1956 than in the previous year and to sustain the level of production and to provide for all development schemes, the country's import of capital goods went up rather sharply, says the annual report of the Ministry of Commerce and Consumer Industries for 1956-57.

The total value of exports during the year was lower by 30 million rupees and imports higher by 1,590 million rupees and the deficit increased to 2,020 million rupees from 400 million rupees in the preceding year, the report adds.

The items which were responsible for the decline in exports were oils, oilcakes, raw cotton and jute manufactures. The export of certain commodities, particularly tea and tobacco, registered an increase.

The report says that in order to meet the adverse balance of payments position every effort is being made to increase exports by relaxing export restrictions, setting up Export Promotion Councils and by revising trade agreements with other countries.

There are 15 trade agreements in force with other countries and during the year, trade agreements were signed with eight more. A committee of experts has now been appointed to review the steps taken in connection with export promotion and to suggest further concrete measures to increase exports. An export credit guarantee organisation is also being set up.

Output of Cloth.- The production of mill cloth stood at 5,280 million yards during 1956 and exceeded that in 1955 by 186 million yards.

Various fiscal measures were taken such as the tightening up of credit, prohibition of accumulation of excessive stocks in mills and giving rebates for increased production which resulted in checking the rise in prices and towards the end of the year, the prices even showed a tendency to decline.

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About 2.1 million more spindles have been allotted for the production of yarn to meet the requirements envisaged in the second Plan and 18,000 automatic looms are also being allotted.

The handloom industry has also been making steady progress and the estimated production in 1956 is 1,479 million yards compared to 1,454 million yards in 1955.

Though 12-1/2 per cent of the looms were cut by the Indian Jute Mills Association voluntarily the production of jute goods, says the report, was maintained at the same level and it is estimated to be 1,150,000 tons as compared to 1,097,000 tons for 1955. About 856,040 tons were exported during 1956 against 895,700 tons during 1955.

Foreign exchange worth about 1,120 million rupees of which 470 million rupees was in hard currency was earned during 1956. Steps are also being taken to increase the production of raw jute to make the industry self-sufficient.

The production of tea, coffee and rubber has been satisfactory during the year under review. About 663.6 million lbs of tea was produced in 1956 while the coffee crop amounted to 34,019 tons. The production of rubber amounted to 23,450 tons. The export of tea during the year reached the record figure of 516 million lbs and 8,000 tons of coffee were also released for export.

Two schemes, one for the development of coffee and the other for rubber, involving an expenditure of 25 million rupees and 20 million rupees, respectively, have been sanctioned aiming at a longrange increase in production. When the schemes are fully implemented, the increase in production would be 10,000 tons of coffee and 28,000 tons of rubber.

Small Industries.— The report says the promotion and development of small industries continued to receive special attention during the year under review.

Financial assistance, says the report, has been given to State Governments on a very liberal scale and during the current financial year, grants amounting to 7.462 million rupees and loans amounting to 87.2 million rupees have been sanctioned for the development of small-scale industries.



Fourteen industrial estates have also been sanctioned and loans amounting to 8.983 million rupees given to State Governments for the purpose. Increased provision is being made in the Budget for 1957-58 for development of small-scale industries.

Six regional officers have been appointed to expedite the sanction and implementation of schemes by the State Governments. Besides the four Regional Small Industries Service Institutes, five institutes and seven branch institutes have been opened in States.

Forty-eight industrial extension centres have been sanctioned to assist individual small-scale units in their common technical problems and in some places to provide common service facility centres for groups of manufacturers.

The report says the National Small Industries Corporation has also expanded considerably and the scheme for the supply of machinery on a hire-purchase basis has been very popular. The Corporation is assisting small units to secure orders from Government purchasing agencies as well. To expedite the work, especially relating to hire-purchase of machinery, subsidiary corporations are being set up in Bombay, Calcutta, Delhi and Madras.

The State Trading Corporation of India (Private) Limited was set up in May last as a private limited company. Besides the organisation at headquarters, it has regional offices at Calcutta, Madras, Bombay and Vishakhapatnam.

The company has already made a valuable contribution and is expected to play an increasingly significant role in diversifying and developing the country's foreign trade.

(The Statesman, 29 March 1957).

Nepal: Draft 330 Million Rupees Five Year Plan  
for Economic Development.

Shri Tanka Prasad Acharya, Prime Minister of Nepal, inaugurated at Kathmandu on 1 March 1957, the country's 31-member planning body for the express purpose of reviewing the draft Five Year Plan and advising on its content and conduct.

Addressing the body, the Prime Minister said: "We seek a better and fuller life for our people. We want them to be freed from the scourges of poverty, hunger, insecurity, illness and pain. We want to witness on an expanding scale of a release of the latent capacities of our people through education, economic and cultural advancement, political freedom and voluntary participation in the building up of our country".

Asking members to rise above petty differences, the Prime Minister said: "We are determined to achieve a society based on the principle of human dignity and enlarged opportunity for all".

Shri Acharya suggested that for the work of the Commission it might be feasible to divide it into four panels - agricultural and village development, industry, transport and communications, social services and manpower, and fiscal, and financial policies, and he called upon the members to indicate individually the panels on which they would like to serve.

The Draft Plan.- The Draft Plan<sup>2</sup> estimates a total expenditure of 330 million rupees for a period of five years, allocated as follows:-

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1. The Statesman (New Delhi), 3 February 1957.
  2. Government of Nepal. Draft Five Year Plan. A Synopsis. (Kathmandu, 1956), pp.82.

<u>Type of Development.</u>	<u>Estimated Expenditure in Five Years.</u> <u>(In Million Rupees).</u>	
1. Village Development.		27.5
2. Agriculture.		12.0
3. Cadastral Survey.		7.0
4. Co-operative Societies.		1.0
5. Land Reform.		2.0
6. Irrigation.		20.0
7. Forestry.		20.0
8. Transportation:		
Roads.	50.0	
Railways.	33.0	
Ropeways.	15.0	
Airways.	6.0	
	104.0	
9. Communications:		
Telephone.	2.5	
Wireless.	2.5	
Post Office.	2.5	
	7.5	
10. Power.		30.0
11. Industry.		19.0
12. Minerals and Mining.		5.0
13. Commerce and Tourism.		1.0
14. Rapti Valley Project.		14.0
15. Settlement & Government Housing.		12.5
16. Health.		25.0
17. Education.		19.0
18. Surveys, Research, Statistics & Publicity.		3.5
Total Outlay for the Five-Year Plan.		330.0

The draft plan aims to present in outline a practical programme for economic and social development upon which all elements of the population can unite with confidence and enthusiasm. The central purpose of the programme is to raise production, employment, standards of living and general well-being throughout the country, thus opening out to the people opportunities for a richer and more satisfying life. The scope of the programme is broad, envisaging simultaneous advance on many fronts: agriculture, forestry, mining, industry and commerce; education and health; co-ordinated village development and other multi-purpose projects, transport by roads, ropeways, railways and airways; postal, telegraph and telephone communications; surveys, research and many types of technical training; and the improvement and modernization of governmental institutions to render them more efficient in performing their sole function of service to the nation.

For generations the economy of Nepal has remained virtually static. Until 1950-51, when there was a change in regime, Nepal was one of the most isolated countries of the world, cut off from effective contact with modern influences which in varying degree were transforming the economic life of most other nations. It seems probable that during the preceding century and more a growing population pressed ever more heavily against the means of subsistence, and that the living standards of a majority of the people suffered an appreciable decline. In the absence of any substantial compensating economic development, low level poverty became the lot of a large proportion of its citizens.

In countries like Nepal, which are on the threshold of new development, many key elements and related factors of economic growth are not found. It is therefore, important, in such event, to expand as promptly as possible statistical services which are needed not only for planning purposes, but also for the making of day-to-day determinations in both public and private sectors of the economy. It is even more important that the capabilities of government for decision and action be rapidly increased. Both of these objectives are given high priority in the Draft Plan. Pending the growth of statistical services and the development of more effective governmental administration across the country, planning is necessarily of a rough and ready character, based on incomplete data and adjusted to the Government's increasing but limited capacity to carry out the programmes and policies envisaged.

The draft plan places special emphasis upon the village development programmes. More than 95 per cent of the people of Nepal are farmers; the manner and extent to which they are helped in achieving greater economic security and a better life will provide the acid test of the development programme. The problems of a farm community are closely related and interdependent. Other countries have found, through trial and error, that a multi-purpose programme embracing education, health, agriculture, small-scale industry and co-operative organisation are more likely to take root, and to generate local initiative and enthusiasm than separate approaches by different governmental agencies to separate sectors of economic and social life in rural areas. Already initiated on a small scale, the multi-purpose approach adopted for the village development programme will be extended as rapidly as resources permit, with a high priority in the development Plan as a whole.

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The number of projects which stand in need of support, under the various programmes of the Five-Year Plan, is expected to run far beyond the financial resources available. The criteria to be applied in determining priorities of development programmes will, therefore, require careful determination. Preliminary analysis, subject to revision, suggests the desirability of according priority consideration to projects which: (1) promise any significant increase in production; or (2) are capable of early expansion, to the benefit of the population sector concerned and of the national economy, at relatively low cost and with currently available or rapidly obtainable personnel; or (3) are well adapted for training needed personnel; or (4) will contribute to the growth of administrative organs essential to the carrying out of priority activities; or (5) may be expected to contribute to an early expansion of available natural resources; or (6) are responsive to local initiative or expressed desire among the people most directly concerned; or (7) may be well and rapidly integrated with other priority activities envisaged under the Five-Year Plan; or (8) are important to the planning of future operations - through such foundational work as the conduct of well-conceived surveys and research projects.

Resources.- As regards resources, the ~~draft~~ draft plan assumes through taxation and budgetary measures an amount of 95 million rupees will be available as total Government income for the five year period. The Government of India has indicated that it will provide aid to the tune of 100 million rupees in support of the five year plan. The United States of America has been providing 5 million rupees of economic aid annually or 25 million rupees for the five year period.

These amounts thus make a total of 220 million rupees against which firm programming can proceed without waiting for firm commitments on further foreign assistance. Pending such commitments, these 220 million rupees may be regarded as the central and minimal development fund. Since the increases in revenues expected will develop mainly during the 3rd, 4th, and 5th years of the Plan Period, it is intended that reserves will be drawn upon to raise the governmental investment in the Five-Year Plan to totals of at least 10 and 12 million rupees during the first and second years, respectively, of the Plan Period.

As indicated above, the entire Five-Year Plan as projected calls for an outlay of approximately 350 million rupees. Full execution of the Plan would require in addition to the 220 million rupees just cited, about 110 million rupees, and this would come, necessarily, from external aid. Negotiations are now under way looking toward special assistance from both India and the United States in support of basic transportation projects. These negotiations afford reasonable ground for hope that, concurrent with our own exertions, the added assistance from India and the United States, and also through the United Nations, may be in sufficient volume to enable Nepal to proceed substantially in accordance with the full Five-Year Plan as now projected.

The draft plan gives proposed development measures in each field and mentions, inter alia, that a Royal Commission will be recommended to frame revisions in the Company Act and to develop suitable modern labour legislation.

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36. Wages

India - April 1957.

Central Wage Board for Cotton Textile Industry Set Up.

In pursuance of the recommendation contained in the Second Five-Year Plan regarding the establishment of tripartite wage boards for individual industries, the Central Government has by a Resolution dated 30 March 1957 set up a Central Wage Board for the Cotton Textile Industry.

The composition of the Board is as follows:  
Chairman Shri F. Jeejeebhoy, Independent Members  
(1) Shri Asoka Mehta, (2) Professor M.V. Mathur,  
Department of Economics, Rajputana University; Members  
representing Employers (1) Shri Arvind N. Mafatlal  
(2) Shri Bharat Ram; Members representing Workers  
(1) Shri S.R. Vasavada, (2) Shri G. Ramanujam.

The following will be the terms of reference of the Board: (a) to determine the categories of employees (manual, clerical, supervisory, etc.) who should be brought within the scope of the proposed wage fixation; (b) to work out a wage structure based on the principles of fair wages as set forth in the report of the Committee on Fair Wages.

Explanation.- In evolving a wage structure, the Board should, in addition to the considerations relating to fair wages, also take into account (i) the needs of the industry in a developing economy; (ii) the requirements of social justice; and (iii) the need for adjusting wage differentials in such a manner as to provide incentives to workers for advancing their skill; (c) to bear in mind the desirability of extending the system of payment by results.

Explanation.- In applying the system of payment by results the Board shall keep in view the need for fixing a minimum (fall-back wage) and also to safeguard against over work and undue speed.

(The Gazette of India, Part I, Section I, 6 April 1957, P.143).

Wage Increases for Manganese Mine Workers in  
Madhya Pradesh and Vidharbha Areas: Collective  
Agreement Concluded.

The Central Provinces Manganese Ore Company which employs about 13,000 workers in its various mines in Vidarbha (now in Bombay State) and Madhya Pradesh, has recently signed a new wage agreement with the Rashtriya Manganese Khadan Prantik Kamgar Sangh, an INTUC controlled labour union, providing for an increase in the average wages of the various categories of workers from 12½ per cent. up to 13 per cent., the average being about 16 per cent.

It is estimated that the newly concluded agreement will cost the employers about 10,00,000 rupees annually. In addition to the average increase sick pay has been increased to Annas nine per day.

Retirement gratuity scheme on the basis of the terms laid down in the agreement, is an innovation. Other amenities like free housing, primary education, medical aid, cheap grain, etc., remain unaltered.

The CHMO Company, it is further understood, has contributed to the Workers Welfare Fund to the tune of 12,50,000 rupees during the period from 1949 to 1955.

Since it is not possible to fix time rates in manganese mines due to the peculiar working conditions, the following wage formula was agreed upon:

(a) The average wage for underground piece workers shall be one rupee twelve annas per day at least.

(b) The minimum daily wage for other workers underground shall be one rupee ten annas per day.

(c) The average wage for surface piece workers on bed ore mines shall be one rupee ten annas per day at least.

(d) The average wage for boulder and dump workers shall be one rupee seven annas per day at least.

(e) The minimum wage for adults engaged on surface work other than actual mining shall be one rupee five annas for men and one rupee two annas for women.



If average wages for a period of 4 weeks are below the average wages agreed above, the deficiency will be made up as soon as possible thereafter.

Bonus.- As regards the bonus, the quarterly bonus of one month's basic pay will continue to be paid on the same conditions as laid down in an agreement concluded on 16 June 1953, and basic pay for the purpose of this payment will be calculated as laid down in the note to that agreement.

If an illegal or unjustified strike takes place in a mine in any quarter no bonus will be payable in respect of that quarter to all who participate in such strike.

Retirement Gratuity.- The retirement gratuity scheme which has been introduced for the first time, will be on the following basis:-

(a) 10-15 years continuous service as defined in the Mines Act. Retirement due to ill-health, old age or dismissal on grounds other than misconduct under Standing Orders or any other Law - 2 weeks pay for each year of completed service.

(b) 10-15 years continuous service. Resignation on proper grounds with good and sufficient notice - 10 days pay for each completed year of service.

(c) 15-20 years continuous service. Retirement due to ill-health, old age, resignation on proper grounds with good and sufficient notice, or dismissal on grounds other than misconduct under Standing Orders or any other Law - 3 weeks pay for each completed year of service.

(d) 20 years and over of continuous service. Retirement due to ill-health, old age, resignation on proper grounds with good and sufficient notice or dismissal on grounds other than misconduct under Standing Orders or any other Law - One month's pay for each completed year of service, subject to a maximum of 25 months.

(Hitavada, 1 March 1957).

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Collective Agreement on Bonus for Textile Workers  
in Coimbatore.

An agreement has been reached between the Southern India Millowners' Association, Coimbatore, representing 31 textile Mills in the district and the three INTUC unions - The National Textile Workers' Union, the Coimbatore District Textile Mills Staff Union and the Coimbatore District Textile Jobbers Union - settling the nine-year-old bonus disputes.

Mr. G. Ramanujam, General Secretary of the Tamilnad INTUC, said the bonus disputes between the managements of the 32 textile mills in the Coimbatore district and their workmen for the years 1948/49/50 and 1951 were referred to the Industrial Tribunal, Coimbatore, for adjudication. But in its final award the Tribunal awarded six months wages as bonus for the year 1948. The bonus for the years 1949-50 and 1951 which were referred to the Tribunal in 1952 are still pending before the Tribunal.

Mr. Ramanujam added: "As a result of the direct talks an agreement has been reached between the Chairman of the Southern India Millowners' Association representing 31 out of the 32 mills and the General Secretary of the Tamilnad INTUC representing the three INTUC unions whereby a higher bonus in certain mills is agreed to be paid than what was paid under the agreement with the Socialist Union.

Under the agreement workers in the Vasantha Mills, Rajalakshmi Mills, Radhakrishna Mills, Coimbatore Cotton Mills, Lakshmi Mills, Murugan Mills, Pioneer Mills, Dhanalakshmi Mills and Saroja Mills will get a total bonus of 13½ months for the four years in question distributed as 50 per cent. for 1949, 16-2/3 per cent. for 1950 and 29-1/6 per cent. for 1951.

These nine mills come under the first group of the mills paying the maximum bonus and the increased rate of 4-1/6 per cent. additional bonus secured over the Socialist union agreement. About 11,000 workers will get the additional bonus under this agreement. The bonus for Sarada Mills, which is the 32nd mill is being negotiated separately.

It has been agreed that the term basic wages for bonus purposes will include basic wages, night allowance, production allowance, etc., except the dearness allowance.

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The payment of additional bonus due under this agreement will be made on or before 30 March this year.

In respect of the disputes for the years 1949-50 and 1951 both the parties have agreed to request the Industrial Tribunal, Coimbatore, to pass an award in terms of this agreement, while the 1948 bonus appeals will be withdrawn.

It is understood that the agreement has been filed before the Industrial Tribunal, Coimbatore, for being recorded and passed into an award.

Mr. Ramanujam also announced that an agreement has been reached between the management of Pulliccar Mills Ltd., Tiruchengode and the National Textile Workers Union (INTUC) whereby the workers will receive bonus of 37½ per cent. of the earned wages in the year 1955.

It has been further agreed that basic wages shall include all allowances like night allowance, production allowance and maternity allowance, excepting dearness allowance.

The amount due under this agreement will be paid in one instalment on or before 30 April this year. The agreement will also cover all the staff and jobbers employed by the mills, besides the workers.

The agreement will now go before the Industrial Tribunal, Coimbatore, before whom the bonus dispute is pending, with a request by the National Textile Workers' Union and the management to be passed into an award.

(The Hindu, 22 March 1957).

Kerala: Bonus to Coir Workers: Settlement Reached.

According to an official press release, at a meeting of the Coir Industrial Relations Council, convened by the Labour Commissioner at Ernakulam on 29 March 1957 the issue of bonus to coir factory workers for 1956, which has been pending since the last several months, has been settled, according to the following terms:

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A uniform rate of bonus at  $6\frac{1}{4}$  per cent. of the total earnings will be paid for 1956 to workers in all coir industrial establishments in the State except in all the baling establishments in the Fort Cochin and Calicut areas. In these establishments the rate of bonus will be eight per cent. on an ad hoc basis.

In the interest of the industry and in view of pre-fixation, the uniform rate of bonus will be fixed at eight per cent. for the year 1957, for all coir industrial establishments in the State including baling establishments in Fort Cochin and Calicut.

In regard to principles on which the bonus payment is to be made in future, a sub-committee has been appointed which will submit its report to the Coir Industrial Relations Council within three months.

The present agreement covers all coir industrial establishments in Kerala comprising roughly one thousand major and minor factories. More than three lakh rupees will have to be paid as bonus to about 50,000 workers employed by the factories and affected by the agreement.

(The Hindu, 31 March 1957).

Increased Wages for Calcutta Seamen: 20,000 to be Benefited.

About 20,000 Calcutta seamen are to be benefited to the extent of 25 rupees each on an average per month, as a result of an agreement reached in principle at the Calcutta Maritime Board, composed of shipowners and seafarers, the Joint Secretaries of the National Union of Seamen of India announced in Calcutta on 16 April 1957.

The Joint Secretaries said that the Board has discussed the question on the suggestion of the Union. An agreement had been reached as a result of which the wages of Calcutta seamen would now be raised to the level of Bombay wages.

This would raise the wages of seamen in Calcutta on an average by rupees twentyfive each.

(The Amrita Bazar Patrika, 17 April 1957).

Dns:

37. Salaries.

India - April 1957.

Andhra Pradesh: Six Rupees Increase in Dearness Allowance for Non-Gazetted Officials.

Shri Kala Venkata Rao, Finance Minister, Andhra Pradesh, announced in the State Assembly on 25 March 1957, that Government servants whose total emoluments, that is pay plus Dearness Allowance did not exceed 100 rupees would get an ad hoc increase of six rupees per month from 1 April 1957.

Referring to opposition criticisms that the increase should have been 12 rupees as in the Madras State (vide pp. 48-49 of the report of this Office for March 1957), the Minister stated that the reason for this difference was that while Andhra Pradesh had to spend large sums on irrigation projects which were incessantly demanded by the people, there was no big irrigation project under execution in Madras. Every State could not be placed on an equal footing.

(The Hindu, 26 March 1957 )

West Bengal Government raise Dearness Allowance  
of its Employees: About 150,000 Government  
employees to Benefit.

The Government of West Bengal announced on 3 April 1957, a second enhancement of dearness allowance to its employees whose salary is 250 rupees and below.

A Government Press Note says that in August last the Government of West Bengal sanctioned an additional dearness allowance of 2 rupees per month to all Government servants other than the police and jail personnel, drawing pay up to 250 rupees per month. The Government has now decided to increase the additional dearness allowance from 2 rupees to 5 rupees per month with effect from 1 April 1957 and also to extend it to the police and jail personnel, who were excluded before, States a Press Note issued on 2 April 1957.

About 150,000 Government employees will get this benefit.

This increased dearness allowance will cost the State Government about 9 million rupees a year. The scale of dearness allowance which will now be admissible to Government employees of this category is as follows:

Those drawing pay upto:

50 Rupees per month.	-----	30 Rupees per month.
51-100 rupees per month.	-----	40 rupees per month.
101-150 rupees per month.	-----	45 rupees per month.
151-200 rupees per month.	-----	50 rupees per month.
201-250 rupees per month.	-----	55 rupees per month.

In addition to the above, a cash allowance in lieu of certain previous food concessions is paid to all Government employees of this category other than the members of the Police force and certain Jail staff. This cash allowance would vary from 7 rupees per month for the lowest pay groups to 5 rupees per month for the higher pay groups within this category.

(Amrita Bazar Patrika, 5 April 1957).

38. Housing.

India - April 1957.

Housing Schemes of the Government of India:  
Progress reviewed.

Subsidised Industrial Housing Scheme.- The Subsidised Industrial Housing Scheme came into operation in September 1952. It envisages construction of houses for industrial workers governed by the Factories Act, 1946 and mine workers (other than those employed in coal and mica mines) governed by the Mines Act, 1952 and who are in receipt of wages not exceeding 350 rupees per month, through the agency of:-

- (i) State Governments or Statutory Housing Boards,
- (ii) Private Employers, and
- (iii) Registered Co-operative Societies of Industrial Workers.

Financial assistance is permissible on the basis of the standard cost of different types of tenements, subject to the overall ceiling of (i) 2,700 rupees (minimum) and 3,490 rupees (maximum), per tenement, for all places, which may be increased by 200 rupees towards the cost of land and development in the towns with a population of over 300,000, outside Bombay and Calcutta; and 4,000 rupees (minimum) and 5,430 rupees (maximum) (which may be raised to 4,500 rupees and 5,930 rupees respectively, in special cases), per tenement, for Calcutta and Bombay, at the rates shown below:-

Construction Agencies.	Loan	Subsidy
(a) State Governments. -----	50 per cent.	50 per cent.
(b) Private Employers. -----	37-1/2 " "	25 " "
(c) Co-operative Societies. -----	50 " "	25 " "

4-1/4

The rate of interest on loan is 4-1/4 per cent per annum for State Governments and co-operative Societies, and 4-3/4 per cent for private employers. The loans granted under the scheme are recoverable in 25 years in the case of State Governments and co-operative societies, and in 15 years in the case of private employers. The payment of sanctioned financial assistance is made in suitable instalments related roughly to the progress of construction.

Since the introduction of the Subsidised Industrial Housing Schemes in September 1952, the Government of India had sanctioned financial aid to the extent of 226.4 million rupees (118.1 million rupees as loans and 108.3 million rupees as subsidies), for the construction of 79,678 tenements, upto the financial year 1955-56. The following table shows the extent of financial assistance sanctioned for the various construction agencies, during the period September, 1952 to March, 1956:-

Construction Agencies.	Year.	Assistance sanctioned		No. of tenements Sanctioned
		Loan Rs.	Subsidy Rs.	
A.- State Governments.	1952-53.	28,312,595	25,312,595	17,736
	1953-54.	11,387,990	10,088,390	7,877
	1954-55.	27,647,725	27,591,825	18,800
	1955-56.	40,280,197	37,830,197	23,786
	TOTAL.	107,628,507	100,823,007	68,199
B.- Private Employers.	1952-53.	1,335,592	910,394	1,428
	1953-54.	1,578,373	1,765,509	2,912
	1954-55.	3,867,037	2,507,893	3,810
	1955-56.	1,959,625	1,389,517	2,011
	TOTAL.	8,770,627	6,573,313	10,161
C.- Co-operative Societies.	1952-53.	..	..	..
	1953-54.	391,710	275,520	438
	1954-55.	423,725	211,862	321
	1955-56.	861,990	443,041	559
	TOTAL.	1,677,425	930,423	1,318
GRAND TOTAL.	118,076,559	108,326,743	79,678	

During the current financial year, a sum of 24.4 million rupees (11.8 million rupees as loan and 12.6 million rupees as subsidy) has been sanctioned for the various constructing agencies upto December 1956, for the construction of 9,767 tenements as shown below:-

	Loan. Rs.	Subsidy. Rs.	No. of tenements.
(a) State Governments.	9,799,090	9,399,840	5,945
(b) Private Employers.	1,554,180	2,851,085	3,485
(c) Co-operative Societies.	568,336	284,168	337
TOTAL.	12,921,606	12,535,093	9,767



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The work of construction on the sanctioned projects is in progress and about 44,000 houses were completed in all respects upto March 1956, and a good number of the remaining tenements is in the progress of completion.

As the disbursement of financial aid under the subsidised Industrial Housing Scheme, mainly depends on the progress of construction achieved; and also on the completion of certain formalities viz., execution of agreement, mortgage deed etc., in the case of private employers, a major portion of the amount sanctioned in a particular year actually becomes due for payment in subsequent years. Therefore, on the basis of the existing commitments and those expected to be made in respect of the projects at present under consideration, a provision of 60.8 million rupees (28.1 million rupees as loans and 32.7 million rupees as subsidies) has been made in the revised estimates for 1956-57 as against the budget grant of 79.5 million rupees for 1956-57. A provision of 46.5 million rupees (26.5 million rupees as loans and 20.0 million rupees as subsidies) has been made in the budget estimates for 1957-58, for Industrial Housing Scheme.

Low Income Group Housing Scheme.— The Low Income Group Housing Scheme was introduced in November 1954, and envisages cheap credit facilities, at convenient and reasonable terms, to the vast majority of people of India, with low incomes, to build and own their houses. Financial assistance under the scheme is payable through State Governments, in the form of long term loans at about 4-1/2 per cent interest to individuals and co-operatives of low-income groups (i.e., persons with an annual income not exceeding 6,000 rupees) and repayable in annual equated instalments over a period of about 30 years. Loan assistance is, however, restricted to 80 per cent of the cost of the house, including land, subject to a maximum of 8,000 rupees. The scheme also provides for:—

- (i) the grant of loans by the Centre to State Governments for the acquisition and development of land, at about 3-1/4 per cent interest, repayable in 3 years. The plots of land so developed and to be sold, with this period, to prospective builders on no-profit no-loss basis;
- (ii) the construction of houses by the State Government either themselves or through any other agency, designated by them, but all such houses are to be sold, either outright or on hire purchase basis, to persons in the low-income groups;

- (iii) the grant of assistance to local bodies, co-operative tenancy societies, non-governmental but recognised health institutions and hospitals, educational trusts and other charitable institutions for constructing houses for allotment to their low-paid staff on payment of rent. The charged rent is not to include any element of profit. Loan assistance in case of local bodies is, however, restricted to 2,800 rupees.

Assistance is payable in suitable instalments, related to the progress of construction.

Provision for a sum of 72 million rupees was made in 1956-57 for advancing under the scheme, and, out of this, a sum of 23 million rupees was actually disbursed to State Governments till the end of December 1956. A provision of 50 million rupees has been made in the budget estimates 1957-58.

Slum Clearance Scheme.— Allocation of 200 million rupees has been made by the Planning Commission for Slum Clearance Scheme during the Second Plan period. This figure of 200 million rupees includes the amount of 50 million rupees (being 25 per cent of the cost of this scheme) which has to be found by the States as a matching subsidy to that of the Centre. The Central contribution in this scheme will, therefore, be 150 million rupees (100 million rupees as loan and 50 million rupees subsidy).

It has not been possible so far to spend any amount for the reason that the scheme which was finalised only in May, 1956 calls upon the State Governments to complete a number of formalities before coming up for Central assistance. Ordinarily the average yearly expenditure under this scheme during the remaining 4 years of the Plan should be of an order of over 35 million rupees but as the execution of the sanctioned projects may not be so speedy in the initial stages and as payments are to be related to progress of work, a provision of 10 million rupees only has been made in the next year's budget. Out of this amount, 9 million rupees should be advanced as loan (repayable in 30 equated instalments) and the remaining 1 million rupees as subsidy.

Plantation Labour Housing Scheme.— Under this scheme a total allocation of 20 million rupees exists in the Second Five Year Plan. This scheme has already been circularised to the concerned States and preliminary work in connection with its implementation has already been taken in hand by most of the States. Against a total provision of 20 million rupees, a tentative demand of 12.3 million rupees has already been received from these States.

In this case also the States have to complete several formalities before launching the scheme, and, as such, it has ~~not~~ not been possible to make any disbursements under this scheme so far. However, disbursements are likely to commence in the current financial year.

On a pro-rata basis, a provision of 7.5 million rupees ought to have been made in the next year, but as the execution of the schemes is expected to be rather slow in the initial stages and as disbursements will relate to the progress of work, a small provision of 2.5 million rupees has been made in the budget for 1957-58.

Rural Housing Scheme.- A composite scheme for the setting up of pilot projects of village housing is being drawn up in consultation with the Planning Commission and other concerned Ministries. The total allocation for rural housing in the Second Plan is 100 million rupees but as a formal scheme has not yet been drawn up it has not been possible to incur any expenditure for this purpose. It is, however, hoped that the scheme would come into operation during 1957-58.

Ordinarily a sum of 25 million rupees should have been provided for during the next financial year but as the scheme, even if it is introduced early next year, would only be in the initial stages, a provision of 5 million rupees only has been made in the next year's budget.

(Explanatory Memorandum on the Budget  
of the Central Government for 1957-1958  
(As laid before the Parliament). pp.164-167).

39. International Economic Relations.

India - April 1957.

Protection to Exporters: Insurance Body to be set up.

The Government of India has decided to set up an Export Risks Insurance Corporation to provide protection to exporters against risks arising in the export trade, as a measure for stimulating the country's exports.

This decision, says a Press note issued by the Ministry of Commerce and Consumer Industries, has been taken by the Government on the recommendations of the committee, which was asked to consider the scope of a scheme of export credit guarantees.

The Corporation will be registered as a company under the Companies' Act and all its shares will be owned by the Government of India. The necessity or desirability of converting it into a statutory corporation will be examined in due course after adequate experience of its actual working is obtained.

The Corporation will cover only those risks which have been recommended by the committee, and will take care not to cover risks where there can be a collusion between exporters and importers, fraudulent practices and losses due to the fault of the exporter and/or the foreign buyer.

The risks, which, as recommended by the committee, will be covered, are: Division risk; import and export control risks with certain safeguards; insolvency and default risks; war and civil war risks; transfer risks; any other risk which is caused by factors outside the control of the exporter or buyer, which arises from events occurring outside the exporter's country; c.i.f. risks; and the inability to recoup by sale expenses incurred on market surveys, publicity, stock holding and other promotional measures for the development of a particular market.

The authorised capital of the Corporation will be 50 million rupees for the present, the subscribed capital being 25 million rupees. The subscribed capital will be increased from time to time as the growth of business warrants.

The headquarters of the Corporation will be located at Bombay.

The scheme, to begin with, will be worked on a voluntary basis. But an exporter, who chooses to insure his exports, will be required to insure all his exports during a period of 12 months.

(The Hindustan Times, 27 March 1957).

Indo-Finish Trade Pact extended by One Year.

The Indo-Finish trade agreement, which expired on 31 December 1956, was extended for one year through letters exchanged between the Governments of India and Finland on 21 March 1957.

Under the agreement both countries have undertaken to promote trade with each other in accordance with arrangements embodied in letters exchanged between their representatives on 12 January 1951, and 2 September 1952.

Among commodities for export from India are tobacco, hides and skins, cashewnuts, spices, jute goods, tea, coffee, shellac, coir yarn and manufactures, fibre for brushes and brooms, myrobolans and extracts, vegetable oils, handicrafts and cottage industry products, cotton textiles, coal and iron ore.

In the list of Finland's exports to India are mechanical and chemical wood pulp, newsprint, paper and paper products, boards, stationery, household and sanitary porcelain, steel files, machinery for farming, wood-working, road-making and manufacturing plywood, and electrical and tele-communication cables.

(The Hindustan Times, 22 March 1957).

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

INDIA - APRIL 1957.

41. Agriculture.

Uttar Pradesh Urban Areas Zamindari Abolition and  
Land Reforms Act, 1956 (U.P. Act No. IX of 1957).

The Uttar Pradesh Urban Areas Zamindari Abolition and Land Reforms Bill (vide page 36 of the report of this Office for September 1955) as passed by the Uttar Pradesh Legislature received the assent of the President on 7 March 1957 and has been gazetted as U.P. Act No. IX of 1957. The Act provides for the acquisition of the rights of intermediaries in lands situate within urban limits and held either by tenants, rent-free grantees, grantees at favourable rates of rent and grove-holders or by intermediaries as sir, khudkasht or groves and also for the introduction of land reforms similar to those that have brought into force in the rural areas.

(Government Gazette of the Uttar Pradesh,  
Extraordinary, 12 March 1957, pp. 1-29 ).

U.P. Plantations Labour Rules, 1957.

The Government of Uttar Pradesh published on 30 March 1957, the U.P. Plantations Labour Rules, 1957, made in exercise of the powers conferred under the Plantations Labour Act, 1951. The rules deal inter alia with the powers and functions of inspectors and certifying surgeons, provisions relating to health, medical facilities and welfare, constitution of advisory board and procedure relating to meetings of the board, hours and limitation of employment, payment of sickness and maternity benefits, and forms and returns.

(Government Gazette of Uttar Pradesh,  
30 March 1957, Part IA, pp. 413-432).

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Mysore: Coorg Tenants' Bill, 1957.

The Government of Mysore published on 18 March 1957, the Coorg Tenants' Bill, 1957, proposed to be introduced in the Legislative Assembly of the State. The Statement of Objects and Reasons to the Bill declared that there is no uniformity in the provisions of the tenancy laws in force in the areas which have come to the new State of Mysore from the State of Madras and the former States of Mysore, Bombay and Hyderabad. Coorg had no tenancy law at all. The question of introducing uniform tenancy law to the extent possible, applicable all over the State is under examination. In the meanwhile it has been considered necessary to preserve the status quo in areas other than Coorg, safeguarding at the same time that the position of tenants is not adversely affected by termination of tenancies.

The Coorg Tenants Ordinance, 1957 (vide page 53 of the report of this Office for March 1957), was promulgated on 11 March 1957. This Ordinance is on the lines of the Mysore Tenancy Act. Under this Ordinance, the maximum rent payable by a tenant is fixed at 1/3 of the crop or crops raised on such land or the value thereof. The landlord or his tenant may apply to the Subedar for determination of reasonable rent. The landlord cannot evict tenants except under certain conditions. If any tenant surrenders the land in favour of the landlord, the surrender has to be got registered in the office of the Subedar in the prescribed manner. The management of such surrendered lands shall be assumed by the State Government, and the State Government may lease such lands to persons and institutions in the given order of priority. The Bill seeks to replace the above Ordinance.

(The Mysore Gazette, Extraordinary,  
18 March 1957, pp. 1-9).

43. Handicrafts.

India - April 1957.

Credit for Small Scale Industries: State Bank  
Introduces Pilot Scheme.

The State Bank of India has introduced a pilot scheme to provide credit for small-scale industries. The scheme has been put into operation in nine selected centres - Agra, Delhi, Ludhiana, Bombay, Kolhapur, Surat, Coimbatore, Madras and Vijayavada - in the first instance.

Recognizing this special need of small-scale industries and with a view to making its own contribution, the State Bank of India has introduced a "Pilot Schemes for Small-Scale Industries". "The scheme which has been prepared in consultation with the Reserve Bank of India and is being worked in collaboration with other institutional agencies, has been put into operation at the following nine selected centres in the first instance; Bengal Circle; Agra, Delhi, Ludhiana, Bombay, Circle; Bombay, Kolhapur, Surat, Madras Circle: Coimbatore, Madras, Vijayavada."

"Full advantage of the scheme can be taken by all small industrialists ordinarily with capital assets of less than 0.5 million rupees and employing 50 workers if working with power or 100 workers if working without power. The ~~applicant~~ prospective borrower should approach the agent of the State Bank of India or the co-operative bank at the centre. After a personal discussion, the agent will ascertain the requirements of the applicant, give him the appropriate form, help him ~~to complete~~ to complete it and direct him, if desired, to the local representative of the agency concerned.

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Representatives of the agencies participating in the scheme will then decide which of them would entertain the application and the agency/agencies concerned would proceed with the granting of the loan. Other agencies would offer their own assistance, information and/or advise to the agency/agencies primarily responsible for the loan, the resources and efforts of all agencies being consequently placed in a co-ordinated manner at the disposal of the small industrialist."

"The State Bank, on its own part, has put into operation a "Liberalized Credit Scheme" at pilot centres in all the circles. It has been decided to relax the bank's standard requirements as also the administrative procedures in favour of the small industrialists towards whom the agents of the bank have been asked to adopt an attitude of positive help and guidance. The small industrialist will be considered for clean advances also in appropriate cases. Industrialists covered by the scheme will do well to take the earliest opportunity of approaching the nearest agent of the State Bank or the co-operative bank at the above-mentioned centres for obtaining all details about their entire credit requirements."

"The Pilot Scheme has been operating in addition to the other sources for obtaining credit, viz., State departments of industries and State finance corporations and applications can continue to be made to them directly. If, however, these applications are sent to an agent of the State Bank as mentioned earlier, he will forward them to the agency concerned, all of them being already actively associated with the scheme. In the light of the experience gained at pilot centres, the scope of the scheme will be extended to cover all places where the State Bank of India has its branches; and, indeed, a general scheme for small-scale industries should eventually emerge which will operate throughout the country and in which all types of credit agencies including other commercial banks will participate in a co-ordinated manner."

(The Hindustan Times, 16 March 1957).

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Kerala Khadi and Village Industries Board Act, 1957  
(No. 9 of 1957).

The Government of India gazetted on 27 March 1957 the text of the Kerala Khadi and Village Industries Board Act, 1957, enacted by the President to provide for the organisation, development and regulation of khadi and village industries in the State of Kerala and to constitute a Board to carry out the said objects.

The 'Reasons for the enactment' appended to the Act states that with a view to promote and develop khadi and village industries, the Central Government has constituted a Board called the All India Khadi and Village Industries Board and vested it with powers to prepare and organise programmes for the development of khadi and village industries and to deal with other matters incidental thereto. A similar Board known as the Kerala Khadi and Village Industries Board has also been constituted for the State of Kerala by the Government. The functions of this Board are purely advisory. It is considered that the Board, if it is to be effective, should be vested with statutory powers to organise, develop and regulate khadi and village industries in the State. Further, to enable the Board to receive grants from the Central Board direct, and also from the Government, it should be a corporate body with power to hold property, to sue and be sued and to enter into contracts. The present measure gives effect to these purposes.

(The Gazette of India, Extraordinary,  
Part II, Section 1, 27 March 1957,  
pp. 116-125 )

44. Merchant Marine and Fisheries.

India - April 1957.

Increased Wages for Calcutta Seamen: 20,000 to be benefited.

About 20,000 Calcutta seamen are to be benefited to the extent of 25 rupees each on an average per month, as a result of an agreement reached in principle at the Calcutta Maritime Board, composed of shipowners and seafarers, the Joint Secretaries of the National Union of Seaman of India announced in Calcutta on 16 April 1957.

For details, please see p.46 of this report.

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CHAPTER 5. WORKING CONDITIONS AND LIVING STANDARDS.

INDIA - APRIL 1957.

50. General.

Conditions of Work of Staff on Indian Railways:  
Railway Board's Annual Report for 1955-1956.

The following information regarding the conditions of work of railway employees in India during the year ending 31 March 1956, is taken from the Annual Report of the Railway Board on Indian Railways for 1955-1956\*.

Number of railway employees.- The total number of employees, on all Indian Railways (including non-Government Railways) and in the office of the Railway Board and other offices subordinate thereto, excluding staff employed on construction at the end of 1955-1956 was 1,029,068 as compared with 987,400 at the end of 1954-1955. The total route mileage at the end of the year increased from 34,707.16 to 34,735.60. The construction staff totalled 4,040 as against 2,723 (revised) in the previous year.

As compared with the previous year, there has been an increase in the total number of staff employed on Government Railways during 1955-1956 by 42,630 on open line and by 1,317 on construction.

The total cost of staff including that of staff on loan from the Indian Audit and Accounts Service, increased by 79,298,334 rupees during the year as compared with the total cost in the previous year. The increase in cost is chiefly on account of the increase in the number of staff.

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\* Government of India: Ministry of Railways (Railway Board): Report by the Railway Board on Indian Railways for 1955-1956. Vol. I. Published by the Manager of Publications, Delhi, 1957. pp. 139.

Recruitment and promotion.- One hundred and thirty seven appointments, temporary as well as permanent were made in the gazetted railway services by direct recruitment during the year.

Twenty-one promotions were made during the year from Class II and Class III Services to Class I. Action on the recommendations for the promotion of officers from Class II to Class I Services received from the various Railway Administrations had to pend for sometime for a decision regarding the introduction of the Departmental Promotion Committee procedure for permanent promotions from Class II to Class I.

The Railway Service Commissions at Allahabad, Bombay, Calcutta and Madras continued to conduct recruitment of Class III staff for railways. Thirty-two thousand, nine hundred and forty-seven candidates were selected by the Commissions of which 27,843 were for non-technical vacancies and 5,104 for technical.

Railway administrations continued to review temporary posts with a view to making as many of them permanent as possible so as to confirm the eligible temporary staff in available vacancies. The total number of temporary posts made into permanent during the year was 39,193, while the total number of temporary staff confirmed during the year was 43,064.

Relations with labour.- The relations between the Railway Administrations and labour were generally satisfactory. There were no major strikes during the year, although a number of occasional stoppages of work occurred.

Permanent negotiating machinery.- The Permanent Negotiating Machinery which was set up on Railways with effect from 1 January 1952, with a view to maintaining contact with labour and resolving disputes and differences which may arise between them and the Administration continued to function during the period under review. During this period, taking all the seven zonal railways, 662 meetings were held at headquarters level and 1,195 meetings were held at District/Divisional level. The discussions covered a wide range of subjects. The meetings were held in a cordial atmosphere.

At the highest tier of the machinery, no quarterly meeting between the Ministry and the National Federation of Indian Railwaymen could be held during this period, owing to a combination of circumstances. However, at the meeting held in July 1955 to discuss some of the terms of reference made to the Ad hoc Tribunal, other subjects of interest to staff were also dealt with.

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A preliminary meeting of the Tribunal was held at Bombay, in April 1955, wherein it was decided that the Railway Board and the National Federation of Indian Railwaymen should consult each other and arrive at an agreement with regard to the various issues to be placed before the Tribunal. It was accordingly decided to settle the disputes pending before the Tribunal as far as possible by negotiation. As a result of the negotiations held between the National Federation of Indian Railwaymen and the Railway Board in July 1955, agreement was reached on some of the terms of reference before the Ad hoc Tribunal.

Labour welfare.- During the year under review, the Labour Welfare Organisation on the Railways continued to function quite satisfactorily. A new welfare measure introduced during the year is the provision of rest homes for Class III and Class IV employees at suitable hill stations or seaside resorts or in otherwise pleasant surroundings where they can spend their holidays inexpensively and in reasonable comfort. The scheme is experimental for the time being. The number of rest homes on each Railway has been initially restricted to two or three, catering in the aggregate for 50 to 100 employees at a time on each Railway. The Railway Administrations have hired buildings from available sources and provided necessary essential equipment like utensils for cooking, furniture, recreational facilities, etc. Two types of accommodation have been arranged, the higher type being charged at 1 rupee per room and the lower at 4 annas per room.

Another new welfare activity during the year is the organisation of railwaymen's children's camps. The North Eastern Railway gave a lead in this respect and organised the first camp at Kurseong in May 1955. Similar camps have since been held by other railways. Over 1,100 children attended these camps.

The expenditure on these camps is primarily met from the Staff Benefit Fund and the amount charged for each child is kept low so that the benefit of these camps is within the reach of the children of even lower paid staff. Besides affording the children a glimpse of the world outside, the camps provide an opportunity to mix together in outdoor life and to participate in debating, elocution, variety entertainments, singing, sports, etc. These camps have been greatly appreciated by the parents and the public who had the opportunity to visit them.



Railway grainshops.- Consistent with the policy of closing down the grainshop organisation, the Government kept open the offer of lumpsum payment in amounts varying from 30 rupees to 120 rupees depending upon the populations of the areas where the railway servant was serving till the end of June 1955, as an inducement to such railwaymen as were availing themselves of grainshops facilities to opt out in favour of the full dearness allowance in cash. About 92,000 railway servants out of a total of about 137,000 thus changed over to receiving full dearness allowance in cash by option or by closure of uneconomic grainshops serving less than 400 customers.

The offer of lumpsum payment was again repeated and kept open for the period 15 October 1955 to 30 November 1955, the minimum amount being refixed at 60 rupees. This resulted in a further reduction of the number of railway employees availing of grainshop facilities to about 15,000 by March 1956.

Railway schools.- The provision of educational facilities is constitutionally the responsibility of State Governments and Railway employees share these facilities with other citizens. For the convenience of their employees, the Railway Administrations are, however, maintaining 155 schools (Primary, Middle, Secondary and Intermediate Standards). These schools are recognised by the State Governments for the purpose of grants-in-aid and inspections are made periodically by State Education Officers, but the State Governments have so far been unable to take over the running of these schools due to financial stringency and other grounds. The existing schools are, therefore, being maintained and are expanded only to the extent it is absolutely necessary.

Co-operative Credit Societies and Banks.- The number of Railway Employees' Co-operative Credit Societies and Banks, their membership, capital, funds, transactions, etc., at the close of the year, are shown in the following table:-

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(i) Number of Co-operative Credit Societies and Banks.	31
(ii) Membership.	495,709
(iii) Share Capital.	Rs. 28,315,247
(iv) Reserve Fund.	Rs. 7,839,095
(v) Other Funds.	Rs. 7,483,589
(vi) Working Capital.	Rs. 189,365,276
(vii) Investment in Government Securities, Shares and Stock, etc.	Rs. 15,268,124
(viii) Loans to members.	Rs. 118,061,415
(ix) Amount of deposits from members.	Rs. 67,300,384
(x) Amount of loan borrowed from different sources, the average rate of interest paid thereon by seventeen Societies being approximately 4-1/2 per cent.	Rs. 29,017,652

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The working of Co-operative Credit Societies and Banks on the Railways was on the whole satisfactory during the year.

The average rate of interest on loans advanced by these societies to member employees is 6-1/4 per cent per annum. Thirteen societies paid a dividend to their shareholders at an average rate of 5-1/2 per cent per annum, while eight societies also paid bonus to their employees, ranging from half a month's pay to one month's pay. A sum of 14,038 rupees was paid on account of bonus.

During the year, the Officer on Special Duty (Co-operative Societies), continued his investigations into the working of these societies in addition to his duty of organisation and supervising Consumers' Co-operative Societies on Railways, with a view to consolidating their activities and bringing about co-ordination between the two. The number of the Societies and Banks whose working was examined by him during the year was nineteen.

The number of Consumer Co-operative Societies, their membership, capital, funds, transactions, etc., at the close of the year, are shown in the following table:-

(i) Number of Railwaymen's Consumer Co-operative Stores(excluding those registered as Joint Stock Companies and their branches) as on Indian Railways on 31 March 1955.		79
(ii) Number of Railwaymen's Consumer Co-operative Stores registered during 1955-1956.		22
(iii) Total membership of the Co-operative Stores as on 31 March 1956.		39,455
(iv) Total working capital of the Stores as on 31 March 1956.	Rs.	1,298,648
(v) Total share capital of the Co-operative Stores as on 31 March 1956.	Rs.	541,264
(vi) Total reserve fund of the Co-operative Stores.	Rs.	266,112
(vii) Purchases made during 1955-1956.	Rs.	3,918,491
(viii) Sales during 1955-1956.	Rs.	4,175,618
(ix) Gross profit for 1955-1956.	Rs.	265,878
(x) Net profit for 1955-1956.	Rs.	43,811

The total number of societies which were provided with accommodation up till the end of the year is 89, as against 60 in the previous year.

A sum of 16,871 rupees was paid by way of subsidy to thirteen Co-operative Societies.

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During the year sixteen Co-operative Societies declared a dividend on their shares. The minimum rate of dividend was 4 per cent while the maximum was 10 per cent.

There were 9 co-operative housing societies with a membership of 1,735. These societies had a share capital of 115,670 rupees and a working capital of 578,101 rupees. The number of built <sup>houses</sup> during the year was 30 while 45 houses were under ~~consideration~~ construction.

Provision of houses for railway staff.- Available resources were concentrated mainly on the construction of quarters for the essential category of staff who are required to live near the site of their work and for non-essential categories in places where private accommodation is not available.

During the year, 8,645 quarters for various categories of staff were constructed on Indian Railways, and allied establishments.

Canteens.- Section 46 of the Factories Act 1948 imposes a statutory obligation on employers to provide canteens in factories employing more than 250 persons. The Railway Board, however, decided that in addition to canteens compulsory under statute, canteens should be provided on railways where there is a large concentration of staff as a measure of staff amenity. In the light of this policy, many canteens have been opened and the staff are being encouraged to increasingly associate themselves in the management of the canteens.

Staff Councils, Staff Committees and Labour Advisory Committees.- The Staff Councils and the Staff Committees on Railways functioned smoothly during the year under review. The deliberations of these bodies were very useful in promoting better understanding between the Administration and the Staff.

The Labour Advisory Committee on the Railways associating representatives of labour in formulating welfare schemes, also worked satisfactorily during the year. These Committees act purely in an advisory capacity and consist of the Senior Deputy General Manager/Deputy General Manager (Works) as the Chairman, four representatives of organised labour, a representative of employees who are not members of unions and an officer representing the Officer's Associations.

Staff Benefit Fund.— The contribution to the Staff Benefit Fund increased during the year from 1 rupee to 2 rupees per employee per annum with effect from 1 April 1955 for a period of three years. The rate of contribution was enhanced with a view to affording greater scope to the Railways to spend more freely on the objectives of the Fund. Simultaneously some of the existing burdens on the Fund, such as the expenditure on the maintenance of Maternity and Child Welfare Centres on Railways were transferred to Railway revenues. This was given effect to from 1 April 1955.

It has been decided to include the Chief Medical Officer as a member of the Staff Benefit Fund Committee. According to the revised constitution of the Fund Committee, the Senior Deputy General Manager will be the Chairman, the members being the Chief Medical Officer, Deputy General Manager (P), one Welfare Inspector, to be nominated by the General Manager, and one representative of each Divisional/District/Workshop Council to be elected by the members of the Council.

The Fund Committees on the various Railways held in all 123 meetings at the Headquarters and/or District/Divisional levels. A majority of the constituent members attended each of these meetings, as they were primarily responsible for the administration of the Fund with the representatives of the Administration mostly filling the role of advisers. A sum of 304,774 rupees was paid by the fund as grants to employees on account of loss suffered by them in floods, etc., 4,506 rupees to dependents of railway employees; 226,862 rupees as grants to sick employees on long leave without pay; 96,454 rupees as relief for medical treatment and 230,907 rupees as other forms of relief. The Fund also gave grants to schools, sports associations, institutes, clubs, etc.

Medical Aid.— The medical organisation on Railways continued to look after the health of, and provide medical aid to, railway servants and their families. There are, on the railways, altogether 80 well-equipped and adequately staffed hospitals and 426 dispensaries with 3,390 beds, maternity and child welfare centres which continued to render useful service to the families of the employees. Besides institutional and domiciliary midwifery services, the Health Visitors attached to the centres paid home visits to ascertain the conditions in which the children were living and to advise expectant mothers on matters of hygiene and health. Under-nourished children and expectant mothers were in certain cases supplied free milk and vitamins. These centres were taken over from the Staff Benefit Fund by Railway Revenues with effect from 1 April 1955.

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An Officer on Special Duty, was appointed in Board's Office in connection with the planned expansion of medical facilities. Five new hospitals and 15 new dispensaries were constructed and 164 more beds were provided in railway hospitals during the year.

The provision of T.B. beds in various sanatoria, either by reservation of the existing beds or construction of wards and annexes at Railway expense, progressed satisfactorily. Besides the 45 improvised beds in Railway hospitals, reservation of 190 beds and provision of 50 beds in the form of annexes of additional wards in various sanatoria throughout the country, were sanctioned, bringing the total to 274 beds, including beds maintained at the cost of Staff Benefit Fund some reserved, and 70 in annexes or additional wards. In order to build annexes of 15, 40, 15 and 20 beds at Songad, Bhopal, Itki and Bhowali Sanatoria respectively, respective Governments of the States were contacted. The Board decided to establish chest clinics on the Railways in District/ Divisional hospitals with a bed strength of 50 and over.

The work of B.C.G. vaccination, X-Ray and screening of the chest of new recruits to Railway service and railway employees and their families, where facilities were available, was carried out satisfactorily. Proper sanitary arrangements, anti-malaria measures, preventive measures for control of infectious and contagious diseases like small-pox, cholera, typhoid, etc., training of staff in first-aid, and programmes of post-graduates training of doctors, were carried out satisfactorily during the year.

Training facilities.- The scope of instruction at the Railway Staff College was enlarged by adding to the curriculum additional lectures by lecturers drawn from the University of Baroda.

During the year, four sessions for probationary officers were held, in which 75 officers of several Departments attended. Two special sessions were also arranged for temporary Assistant Engineers for whom a special syllabus was prescribed and 18 temporary engineers were given training. Two officers of the Burma Railways were given special courses of training for a fortnight each and one officer from Martin Light Railway was given training in one of the regular sessions for probationers. Three special courses of lectures for senior officers were also arranged. Discussion on these lectures as well as the subsidiary lectures by the senior officers who attended proved very useful and instructive.

During the year, the erection of the model railway comprising 15 stations was completed and brought into use. This has proved useful to the officer trainees.

In addition there are at present 27 training schools functioning on Railways, including one each for the Chittaranjan Locomotive Works and the Integral Coach Factory.

During the year certain additional training facilities were approved on four railways, namely, -

- (i) Northern Railways - additional accommodation for transportation school at Chandausi;
- (ii) Southern Railway - a training school for Railway Protection Force staff at Tiruchchirapalli;
- (iii) South Eastern Railway - a training school for Railway Protection Force staff at Kharagpur;
- (iv) Western Railway - a permanent railway school at Udaipur for the staff of Operating, Commercial and Engineering Departments.

A Committee of Railway Officers was appointed to review the existing facilities of the theoretical and practical training of the technical staff in the mechanical and electrical engineering departments and to make recommendations for improvements therein. During the year the Committee's report was under consideration.

Instructions were issued to the Railway administrations regarding the training of the accounts department staff, power running staff, permanent way staff and Class IV staff, and for the provision of refresher courses in regions and districts or divisions for the staff connected with the safe operation of trains and the staff who come in daily contact with the public.

A Committee of selected heads of departments with the Senior Deputy General Manager (or where that post did not exist, a head of department) as Chairman was set up on each railway to function as a control board for training schools. It was also decided that each major training school on a railway should be placed under the supervision of a senior scale officer.

Having regard to the fact that a large number of staff of various categories would have to be recruited for the execution of the Second Five-Year Plan and given intensive training, the Railway Board appointed an Officer on Special Duty to assess the requirements and organise in a planned manner the training facilities necessary for the large number of engineering personnel required on Railways to meet ~~met~~ their immediate needs and also to initiate and develop the schemes for establishing adequate and suitable facilities on a permanent basis. The officer submitted proposals for setting up three centres for Engineering staff, viz., Assistant Inspectors of Works, draftsmen, estimators, works mistries, and tracers one each in the Northern, Central and Eastern Zones, respectively.

Accidents.- The following table shows the number of passengers, railway servants and other persons killed and injured in accidents on Indian Railways exclusive of casualties in railways workshops during 1955-1956 as compared with the previous year:-

Classification.	Killed		Injured	
	1954-55	1955-56	1954-55	1955-56
<b>A.- Passengers -</b>				
(a) In accidents to trains, rolling-stock, permanent way, etc.	147	17	303	268
(b) In accidents caused by movement of trains and railway vehicles exclusive of train accidents.	507	383	2,970	2,867
(c) In accidents on railway premises in which the movement of trains, vehicles, etc., was not concerned.	1	1	154	157
Total.	455	401	3,427	3,292
<b>B.- Railway servants -</b>				
(a) In accidents <del>caused</del> to trains, rolling-stock, permanent way, etc.	26	28	235	203
(b) In accidents caused by the movement of trains and railway vehicles exclusive of train accidents.	127	161	5,323	5,205
(c) In accidents on railway premises in which the movement of trains, vehicles, etc., was not concerned.	27	45	16,793	17,715
Total.	180	234	22,351	23,123
<b>C.- Other than passengers and railway servants -</b>				
(a) In accidents to trains, rolling-stock, permanent way, etc.	48	34	163	115
(b) In accidents caused by movement of trains and railway vehicles exclusive of train accidents.	3,733	3,644	1,829	2,125
(c) In accidents on railway premises in which movement of trains, vehicles, etc., was not concerned.	23	9	131	115
Total.	3,804	3,687	2,123	2,355
<b>GRAND TOTAL.</b>	<b>4,439</b>	<b>4,322</b>	<b>27,901</b>	<b>28,770</b>

Of the total of 4,322 persons killed, 3,687 or 85 per cent were other than passengers and railway servants. Of this number, 3,073 were trespassers and 359 were suicides. Altogether 55 persons were killed on railway premises otherwise than during the movement of trains, vehicles, etc.

On the Government Railways, the main causes for the accidents to railway servants caused by the movement of trains and railway vehicles, exclusive of train accidents, are analysed in the following table:-

Cause	Killed		Injured	
	1954-55	1955-56	1954-55	1955-56
(1) Misadventures or accidental.	112	151	4,904	4,848
(2) Want of caution or misconduct on the part of the injured person.	8	9	400	334
(3) Want of caution or breach of rules, etc., on the part of railway servants other than the persons injured.	4	1	11	14
(4) Defective apparatus, appliances, etc., or want of sufficient appliances, safeguards, etc.	1	-	-	1
TOTAL.	125	161	5,315	5,197

(The report for the year 1954-1955 was reviewed at pages 40-46 of the Report of this Office for March 1956).



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

India - April 1957.

Workers' Education: Constitution of Central Tripartite Board recommended by Team of Experts.

The constitution of a semi-autonomous central board to lay down policy and administer the programme of workers' education is one of the main recommendations of the international team of experts in its report to the Government.

Terms of reference.- The Government of India has allotted a sum of 5 million rupees for workers' education so as to enlist their support in raising India's industrial output and to ensure that they benefit in the fruits of their labour. To ascertain the needs of the workers and to recommend action in the field of workers' education, the Central Ministry of Labour and Employment, in co-operation with the Ford Foundation, appointed <sup>an</sup> international team to suggest specifically the steps to be taken for:

~~To ascertain the needs of the workers and to recommend action in the field of workers' education, the Government of India, in co-operation with The Ford Foundation, appointed an international team to suggest specifically the steps to be taken for:~~

(i) education of union representatives in the principles and techniques of trade union organisation, management and financing;

(ii) education of union members for intelligent participation ~~and effective participation~~ in union affairs and for the better performance of their duties as citizens;

(iii) education of union representatives in responsible and effective participation in management; and

(iv) other general aspects of workers' education.

Within these broad terms of reference, the Team was free to develop its own procedure and to consider any other matters with a view to making appropriate suggestions\*.

\* See Press Note issued by the Ministry of Labour announcing the Team and its purposes as reproduced in Appendix "A".

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

During the first week in February 1947, the Team assembled in New Delhi and held preliminary discussions with the Minister for Planning and officers of the Ministries of Education and Labour and with trade union and employers' organisations. A four-week investigatory trip followed and covered the important centres of industry and/or education throughout the country, including Indore, Bombay, Ahmedabad, Bangalore, Mysore, Madras, Calcutta, Jamshedpur, D.V.C. (Maithon), Chittaranjan, Dhanbad, Sindri, Banaras, Kanpur and Lucknow. At these sites, discussions were held with local trade unions and their members, employers and their associations, educationists and Government personnel as to their respective views on workers' education and how their assistance could be secured.

Recommendations.— The more important of the team's recommendations are summarised below:

Central Board.— The team has recommended that a Central Board, having semi-autonomous authority, should be established comprising representatives from trade unions, employers, Government (including Ministries of Labour and Education) and educational institutions.

Its primary functions should be to: (i) Lay down policy; (ii) Administer the programmes, allocate funds, inspect, coordinate, audit accounts; etc.; (iii) Arrange for the provision of educational materials; (iv) Establish standards for teachers and programmes; (v) Encourage the establishment of active educational departments within the national unions and federations; and (vi) Otherwise stimulate and promote the development of workers' education.

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The team has pointed out that if the workers' education scheme is to succeed, co-operation will need to be developed among representatives from trade unions, employers, Government and educational institutions.

It is however, pointed out that trade unions have the main interest in workers' education. In fact, they have taken the initiative in establishing workers' education in other countries of the world. Only because of very limited financial resources, rival trade unionism and other pressing problems have they been unable to undertake a systematic programme in India. It is of crucial importance that they be given the largest group representation on such Board. Government is providing the initial funds and it needs to be assured that its contributions are properly used. The co-operation of educational institutions in conducting programmes under the plan entitles them to representation on the Board.

In addition to Central Board, State and/or Regional Boards on similar lines should also be set up.

Facilities for all workers.- The team has recommended that all industrial workers, whether literate or illiterate, trade union member or not, and full-time union officials and staff should be eligible for the services provided by the Boards. This would ensure that any worker, who wishes, has the opportunity to understand what a trade union is and how it operates, and to develop the necessary skill, confidence and knowledge to participate in any level of trade union activity -- from active membership to the highest office in the trade union.

The team has pointed out that for historical reasons, many trade union officials today are individuals who are not now, nor have ever been, workers in the industry or occupation which their trade union organises. Many of these so-called "outsiders" have made outstanding contributions to the trade union movement, although unfortunately some have not hesitated to use their positions for personal or other ends as distinct from trade union purposes. While the latter category of "outsiders" should not be eligible for the benefits of the workers' education programme, it would not be appropriate to exclude the former. Indeed, it would be a loss to the trade union movement to deny itself the benefit of their services. It was, therefore, recommended, that those "outsiders" who have been workers or who devote full-time to union activity should also be eligible for participation in any programme.

Finance.- The team has suggested that the workers' education programme should be financed by Central and State Government grants; Contributions from trade unions; Assistance in kind from educational institutions, e.g., class rooms, libraries, teaching, etc.; Support by employers through payment of release time wages for the duration of the training period; and Grants from funds consisting of unpaid wages, fines, canteen profits, etc.

Favourable climate.- The team emphasises that workers' education can not fully achieve its goals unless a more favourable climate is provided. Trade unions, employees, Government and the general public can help to make this climate possible. Government has two key methods at its disposal. One is improved labour legislation and the other, setting the example in the public sector for employers in the private sector. The Government might appropriately give consideration to improving existing measures for eliminating unhealthy rivalry among trade unions, encouraging collective bargaining and voluntary arbitration and for promoting the financial stability of trade unions. The Government has a responsibility as the largest single and increasingly important employer, to set the example in its industrial relations practices. Its policy in its relationship to trade unions, its day-to-day relations with the trade unions, its wages and working conditions should serve as a challenging model for employers in the private sector.

Employers likewise can contribute to an improved environment. Greater willingness to decide industrial relations practices through mutual agreement with trade unions and to accept voluntary arbitration when necessary as a substitute for litigation, and a greater emphasis on a problem-solving approach instead of a legalistic one is suggested. Workers may not accept technological advances and increased productivity as a goal unless they witness some relationship between this increase and their income. A wage policy which provides for wage and/or incentive bonus adjustment as productivity increases is essential.

Employers should likewise give consideration to the need for expanding management training in the field of trade union-management relations.

Trade unions on their part can make their contribution by eliminating extraneous ideological and political influences, by uniting together and by devoting their efforts to improving the conditions of workers.

Other recommendations.- Other recommendations include, provision for training teachers and programme administrators, preparation of suitable material, such as pamphlets, books, manuals, guides, and charts in different languages, and method of instruction.

Conclusion.- In conclusion the team observes: "Workers' education in India could become the foremost pattern of its kind in the world. It is being inaugurated under the most auspicious signs and with the most generous support of the Government, trade unions, employers and educational institutions. Give proper direction by those entrusted with its initial administration and development, it can well become a factor in realising the lofty ideals as outlined in the Plan framed by the people through their Government."

( A copy of the report of the team was sent to Geneva under this Office Minute No.D.1/1214/57 dated 11 April 1957 ).

(Government of India, Ministry of Labour:  
'Report on Workers' Education,' Mimeographed,  
pp. 32 and xxvi ).

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Workers' Education Seminar, New Delhi, 20-22 March 1957:  
Government's interest in Growth of Trade Unionism stressed  
by Labour Minister.

A three-day seminar on workers' education, organised by the Union Ministry of Labour in co-operation with the Ford Foundation, opened in New Delhi on 20 March 1957.

The seminar was attended by seventy-five delegates representing employees' and employers' organisations in the country, the Government, universities and the team of international experts appointed by the Government to study the question of workers' education. Shri V.K.R. Menon, Director of this Office, attended the seminar on behalf of the ILO.

Dr. V.K.R.V. Rao, Dean of the Faculty of Social Sciences of Delhi University, was the President of the seminar.

Shri Vishnu Sahay, Secretary of the Union Labour Ministry, who inaugurated the seminar, explained briefly the facts leading to the Government's decision to have a programme of workers' education. The Government, he said, believed that by merely promoting legislation and taking other measures like the creation of machinery for adjudication of industrial disputes labour's position would not be improved. It was thought that there should be a basic change in attitude towards labour problems. The Union Labour Minister, who had a long experience of labour's problems, therefore, persuaded the Planning Commission to include a scheme of workers' education in its plan relating to labour.

Shri Sahay explained that the role of his Ministry in the promotion of workers' education was one of helping the scheme with finance and other aid. The Ministry would not prescribe the content or syllabus of workers' education or the way it should be imparted. All these matters would be left to the representative organisation which would carry out the scheme.

Dr. Rao said that the organisation of the seminar was a historic event in the development of the labour movement in India as also in the country's economic development.

India, he added, had formulated a scheme of democratic planning and not regimented planning and the goal was a socialistic pattern of society. Labour was playing now and would play an important role in the years to come both in the economic and political spheres. In the context of this development, workers' education was of great significance, he said.

Workers' share in management: Government's policy explained.- Speaking on the question of trade unionism, Shri Khandubhai Dosai, Union Labour Minister, underlined the Government's interest in the growth of the trade union movement owing to the realization of its likely important role in an increasingly industrial economy. The trade union movement in India, he said, had acquired a destiny of its own as a major partner in the whole scheme of the country's economic and social progress. The Indian trade union movement, he said, had a unique ~~movement, he said, had~~ share of responsibility in the development of the country.

"The socialist society which we endeavour to achieve in our country is one in which the worker shares the management of the enterprise as a co-owner along with the employer who in turn acts as a co-worker with him in the promotion of industry", he said. This goal, Shri Dosai pointed out, was the objective set before the country by Gandhiji. He said the education which could make the workers an effective participant would take time. It was, therefore, appropriate and essential that they provide for training in this regard.

It was with this aim in view, he said, that the Government took two important steps - first, to send a team to study the trade union movement in countries where it was known to have advanced, and, secondly, to appoint the present eight-man team of international experts to study the problem and recommend programmes for the development of the movement with specific reference to education. The team appointed in February had visited major industrial and educational centres in the country with a view to acquainting itself with developments in trade unionism and industry and education in India.

Shri Desai laid stress on tripartite negotiations for solving the labour problems and was satisfied that India attached a great deal of value to the tripartite tradition in regard to labour problems. This tradition, of tripartite discussions, he felt, safeguarded the interests of the community.

Shri Desai said the trade union movement had a major role in the development of the national economy particularly in relation to the second Five-Year Plan. But a great deal of work would have to be done to evolve strong, lively and constructive trade unionism in the country, he added. Shri Desai expressed the hope that the experiments with the schemes of workers' participation in the management would be extended to more areas in the country and the scope of such participation would be considerably widened in the next two years.

As the public sector was likely to become increasingly important, the State had to become a model employer. Shri Desai reminded the participants of the corollary - the obligation of the workers to consider service to his industry as service to his country.

The reports of the seminar discussions were read by four chosen representatives led by Shri S. Guruswami of the Federation of Indian Railwaymen. He prefixed the report with his own remarks and said that the Government's decision had not come too soon. But he felt the decision reflected the Government's recognition of the urgent necessity facing the country. If the trade union movement had grown, as in other countries, it would have been solved with the help of extraneous influences.

Shri Gokhale, representing employer interests, said the employers were in general agreement with the Government policy.

Prof. Wadia, reporting on behalf of the educationists, said the education of workers should be left to educational institutions to manage.

(The Statesman, 21 March 1957;  
The Hindustan Times, 23 March 1957).



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56. Labour Administration.

India - April 1957.

Report on the Working of the Ministry of Labour  
during 1956-1957.

The Ministry of Labour, Government of India, has published recently a Report\* on the Work of the Ministry during 1956-57 and plans for 1957-1958. A brief review of the report is given below:-

Labour Legislation.- The only Act passed during the year was the Industrial Disputes (Amendment) (Miscellaneous Provisions) Act, 1956, which repealed the Industrial Disputes (Appellate Tribunal) Act, 1950. The existing system of tribunals has been substituted by a three-tier system of original tribunals. The Act has also widened the scope of the definition of the term "workmen".

As for steps taken to implement legislation, the administration of the Working Journalists (Conditions of Service and Miscellaneous Provisions) Act, 1955, which was assented to by the President in December 1955, was transferred to the Ministry of Labour from the Ministry of Information and Broadcasting in April 1956. A Wage Board for fixing rates of wages of working journalists has been constituted in May 1956, under the chairmanship of a retired High Court Judge. The report of the Board is awaited.

Revised schemes for regulation of the employment of dock workers, under the Dock Workers (Regulation of Employment) Act, 1948, for the ports of Bombay, Calcutta and Madras were framed and brought into force in October-November 1956, in the light of the recommendations of an enquiry committee appointed for the purpose. As recommended by the committee, draft decasualisation schemes for unregistered dock workers in these ports were also published for eliciting public comments.

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\* Report 1956-1957. Ministry of Labour. (A Short Statement of Activities of the Ministry of Labour during 1956-1957 and Plans for 1957-1958). pp. 26.

Model Rules under Section 87 of the Factories Act, relating to safety, health and welfare of workers employed in cashewnut processes were framed and forwarded to the State Governments of Bombay, Madras, Andhra and Travancore-Cochin (now Kerala) for adoption. Model Rules were also framed under Sections 59 and 80 and Chapter VIII of the Act. The Chief Adviser Factories is also framing, in consultation with Chief Inspectors of Factories, draft model rules for:-

- (i) prescribing qualifications for the Factories Inspectors under Section 8(i);
- (ii) chemical works under section 87 on the lines of United Kingdom Chemical Works Rules; and
- (iii) organisation of industrial medical services at the ambulances room (dispensaries) maintained in factories employing 500 or more workers and having an independent medical service under Section 45(4).

For drawing up agreement on the standards of compliance with the provisions of the Act in Cement Industry, a Central Tripartite Technical Committee has been constituted. Its first meeting was held in January 1957. The question of setting up a similar Committee in respect of the Cotton Textile Industry is under consideration.

Priority lists for inspection of factories have been drawn up so that factories with unsatisfactory working conditions as regards safety and health, receive top-most priority.

Amendments to the Payments of Wages Act, 1936, to meet certain practical difficulties and the Workmen's Compensation Act, 1923, with a view to revise its provisions comprehensively are proposed to be made in the near future.

During the year under review the Employees' State Insurance Scheme under the Employees' State Insurance Act, 1948, was extended to Akola and Hinganghat areas (now in Bombay State), Berhanpur area of Madhya Pradesh; Alleppey, Quilon, Trichur, Alwaye and Ernakulam areas of Kerala and Madura, Ambasamudram and Tuticorin areas of Madras State and six industrial areas of Rajasthan namely Jaipur, Jodhpur, Bikaner, Pali (Marwar) and Bhilwara. The total number of employees covered so far is about 1.095 millions. The total insurable population in the country is somewhat above 2 millions.

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From 1 June 1956, extended sickness cash benefit has been made available to T.B. patients under certain qualifying conditions. This benefit will be payable for 18 weeks after exhaustion of the period of sickness benefit already admissible under the Act. Such insured persons will also be entitled to receive extended medical care under certain conditions.

The Corporation has also decided to provide artificial limbs free of cost to insured persons who have lost a limb due to employment injury. They will be entitled to two limbs, one a dress limb which gives a normal appearance and the other working limb which will conform to occupational needs. The Corporation will bear transport costs as well as expenses on accommodation at the Army Artificial Limbs Centre, Poona, of injured employees who need artificial limbs.

The Central Government decided during the year to raise the rates of employers' special contribution from 1-1/4 per cent to 3-1/2 per cent in implemented areas and from 3/4 per cent to 1-3/4 per cent in non-implemented areas early in 1957-1958.

The Employees Provident Funds Act, 1952, was extended to 19 additional industries including newspaper establishments. The total number of factories brought under the purview of the Act is so far over 4,000. The number of subscribers in the covered factories exceeds 2 millions. The average monthly collection of Provident Fund contributions is about 16.5 million rupees. The total contribution upto November 1956 amounted to about 730 million rupees.

In December 1956, the Employees' Provident Funds Act, 1952 which applied only to factory industries was amended by Parliament to empower Government to extend it to non-factory establishments. In exercise of the new powers the benefit of compulsory contributory provident fund under the Employees' Provident Funds Act, 1952, is being extended to workers in plantations of tea, (except in Assam where a similar Act of the State Government is already in operation), coffee, rubber, cardamom and pepper employing 50 or more workers. This will take effect from 30 April 1957. With this extension approximately 0.360 million of additional workers are likely to get provident fund benefits and their monthly contribution to the fund including the employers' share is estimated to amount to 1.652 million rupees.

Proposals to amend the Coal Mines Labour Welfare Fund, to regularise the existing procedure under which expenditure from the Coal Mines Labour Welfare Fund is subject to parliamentary control, the Mines Act, 1952, mainly to bring some of its provisions in line with similar provisions in the Factories Act, 1948, and Mines Maternity Benefit Act, 1941, in the light of the Model Standards of Maternity Benefit Legislations prepared in August 1955, are being considered.

New Proposals for Labour Legislation.- Two new Bills are being proposed. First a bill for promotion of welfare of labour employed in manganese mining on the lines of similar legislation for mica mines has been made ready for being introduced in Parliament. Secondly, it is proposed to have a separate and comprehensive legislation for motor transport workers to provide for hours of work, rest period, weekly day of rest, overtime, medical facilities, annual leave with pay, sick leave, welfare amenities, etc., A committee under the Chairmanship of the Chief Adviser of Factories has been set up to advise on the details of the proposed legislation.

Industrial Relations.- There was an increase in the number of man-days lost through work-stoppages, mainly due to the stoppages of work in 30 collieries in West Bengal and a few cotton textile mills in Bombay. Twenty one industrial disputes relating to mines and industrial disputes relating to central sphere undertakings (other than mines) were referred for adjudication to tribunals during the year 1956. The Award of the All India Industrial Tribunal (Colliery Disputes) was enforced from 25 June, 1956. This Award covers about 960 coal mines in the country. There were 14 appeals against the Award before the Labour Appellate Tribunal. The Labour Appellate Tribunal announced its decisions on 29 January 1957.

With a view to implementing the recommendations contained in the Second Five Year Plan, a Study Group was sent to certain European Countries for making a study of the problems of labour participation in management obtaining in those countries. Further necessary action for evolving a system for Labour participation in management will be taken on receipt of the report of this Study Group.

Labour Welfare.- Model draft regulations concerning the licensing of hand-drawn and cycle rickshaws were drawn up and circulated to State Governments for adoption.

A scheme has been drawn up for inclusion in the Second Five Year Plan for the training of welfare personnel. The scheme aims at providing training for the running of welfare and social education centres, organising community welfare and such other multi-purpose welfare programmes and activities.

It has been decided that a special survey should be conducted in certain industries in connection with the abolition and/or regulation of the working conditions of contract labour.

Workers' Education.- With a view to implementing the recommendations contained in the Second Five Year Plan, a Committee for Workers' Education has been set up with the help of foreign experts whose services have been obtained through the Ford Foundation. The Committee of Experts is expected to give their report shortly.

Bonus for Plantation Workers.- In accordance with the Delhi Agreement on Bonus, gardens in the membership of Indian Tea Association, paid over 40 million rupees as the first instalment of bonus for 1953 and 1954 to about 600,000 of plantation workers in Assam and West Bengal. Most of the other gardens in these States have also paid the first instalment of bonus for 1953 and 1954 at the rates laid down in the Agreement. The second instalment of bonus for 1953 and 1954 was payable in the form of National Savings Certificates. The Assam Government has entrusted the work of collection of the amounts due to workers as the second instalment and their investment in National Saving certificates to the Board of Trustees of the Assam Tea Plantations Provident Fund Scheme. The task of disbursement of bonus to workers who have been repatriated from Assam has been entrusted to the Controller of Emigrant Labour, Shillong.

Wage Boards.- In pursuance of the recommendations made in the Second Five Year Plan, it has been decided to set up a Tripartite Wage Board for the cotton textile industry to begin with. After some experience has been gained with the working of the Board, the principle will be extended to any other industry for which such a Board may be considered necessary.

Welfare of Coal Mines.- Under the Coal Mines Labour Welfare Fund an important step towards the provision of housing to coal mines workers was taken with the sanction of a new housing scheme which envisages direct construction of 30,000 houses by the Fund in the course of next five to six years. By the end of the year necessary formalities in connection with the scrutiny of applications, fixing the number of houses to be constructed in the various collieries, selection of sites etc., are likely to be completed.

Another important scheme sanctioned was for the grant of financial assistance to colliery owners for provisions and improvement of Colliery Dispensaries under which interest free loans for improving the existing dispensary buildings, for purchase of equipment and for construction of new buildings, will be paid. The amount of loan will be equal to the actual cost of construction and/or purchase of equipment subject to a maximum of 16 times the annual grant-in-aid payable for dispensary service.

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Expansion of the Central Hospital, Dhanbad to a bed strength of 250 was sanctioned. The Rehabilitation Centre attached to the Central Hospital, Asansol, also started functioning. The construction of the 30 bed Regional-cum-Maternity and Child Welfare Centre at Jamai was completed and another hospital at Burhur in Madhya Pradesh is nearing completion. Malaria control operations continued to be made in the various coalfields and a scheme for holding Malaria survey in the coalfields was sanctioned.

Other activities like the Miners' Institutes for women and children's welfare and Adult Education also continued as before. An important scheme was sanctioned for the grant of scholarships to the sons and daughters of coalminers under which 50 scholarships of 20 rupees per month for general education and 20 scholarships of 30 rupees per month for technical education will be awarded.

A scheme was sanctioned under which wells will be sunk in various coalfields for which Fund will pay 50 per cent of the cost.

Labour Welfare in Mica Mines.- Construction of a separate ward of 8 beds to be attached to the Central Hospital, Karma, for the treatment of mica labourers suffering from infectious diseases was sanctioned. Sanction was also accorded to the construction of a 15 bedded hospital at Tisri in Bihar and a 30 bedded hospital at Gangapur in Rajasthan.

Four schools in Bihar and six in Andhra continued to impart primary education to the miners' children. In Andhra, concession for grant of scholarships and supply of mid-day meals, milk, clothing, books and slates continued to be given to the miners' school-going children. Two multi-purpose institutes continued to function in Rajasthan. Establishment of 10 community centres in the Mica fields of Bihar was sanctioned.

Sanction was accorded to the sinking of two wells in the Mica fields of Andhra and the question of sinking of 20 more wells in Bihar was under consideration.

Accidents.- The year witnessed a major accident in the Burrha Dhemu colliery due to inundation which took a toll of 28 lives. A court of inquiry has been appointed to inquire into the causes of and circumstances attending the disaster, and its report is awaited.

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The question of appointing a high level commission on the lines of the Royal Commission on Safety in Coal Mines in the United Kingdom, is receiving consideration.

The Department of Mines remained considerably understaffed in the ranks of Inspectors with 24 out of the 43 sanctioned posts remaining unfilled for want of suitable candidates.

Gorakhpur Labour.- To enquire into complaints that employers are subjecting Gorakhpur labour to unfair labour practices, a committee with the Coal Mines Welfare Commissioner, Dhanbad, as Chairman, and a representative each of the Coalfields Recruiting Organisation (a private employers organisation), the Indian National Mineworkers Federation and the Colliery Mazdoor Congress, as members, has been set up. The Committee will review the conditions under which the labour recruited through the Gorakhpur Labour Organisation are at present working.

Agricultural Labour Enquiry.- In pursuance of the recommendation of the Planning Commission, another Agricultural Labour Enquiry, almost on the same lines as the 1950-51 enquiry has been undertaken, primarily with the object of assessing the improvement achieved in the condition of agricultural labour as a result of the implementation of the First Five Year Plan. A pilot enquiry was conducted in April-May, 1956 in about 24 villages in some States for testing the questionnaires etc. The National Sample Survey has been entrusted with the field work. The enquiry was started in August 1956.

Rural Consumer Price Index Scheme.- As required under the Minimum Wages Act, 1948, the work relating to the construction of the Consumer Price Index Numbers for agricultural workers, based on the results of the Agricultural Labour Enquiry has been taken up. The National Sample Survey has been entrusted with the work for collection of the retail price data.

Family Budget Enquiry for Industrial Workers.- In pursuance of the recommendation of the Planning Commission in the Second Five Year Plan and with the object of compilation of Consumer Price Index Numbers which would truly reflect the present consumption pattern of industrial workers, a scheme to conduct fresh family budget enquiries at important industrial centres all over India has been prepared and circulated to the State Governments ~~etc~~ for comments.

Case Studies of Good Labour Relations Management.- Study of labour relations management under the Tata Iron and Steel Company was undertaken in January-February 1956 and a report thereon is under issue.

Industrial Hygiene Surveys.- To improve the working conditions in factories, industrial hygiene surveys to assess and evaluate potential hazards in industry and collection of objective information on occupational diseases and other industrial health problems are taken up from time to time. The report of the industrial hygiene survey on silicosis in metal grinding (scissors and razor grinders in Meerut), has been published. The survey on the study of thermal environment and determination of comfort ranges in relation to work conducted by the Chief Adviser of Factories in the textile mills in Ahmedabad in cooperation with Ahmedabad Textile Industry's Research Association and with assistance of Technical Cooperation Mission has been completed.

Central Labour Institute.- The report mentions briefly the composition of the Central Labour Institute and the help of the I.L.O. in the working of the National Productivity and the T.W.I. Centres.

Technical Assistance.- During the period under review 59 persons belonging to Central and State Governments and workers' and employers' organisations were sent abroad for training in labour subjects, such as, supervisory training (TWI), higher productivity techniques, mining inspection, labour administration, factory inspection, boiler inspection, trade unionism and foremanship, under the various technical assistance programmes.

Expert assistance in the various labour fields, such as, productivity, supervisory training, vocational training, employment market information and occupational analysis and for the training centres and for the study of thermal environmental conditions in industry, were made available by U.K., U.S.A., and Sweden under the Indo-U.S. Technical Cooperation Programme and the I.L.O. Expanded Programme of Technical Assistance. Equipment and supplies for the training centres and the Central Labour Institute were also procured from U.S.A. under the Indo-U.S. Technical Cooperation Programme.

The Ministry of Labour received 10 I.L.O. fellowship-holders from Thailand, Japan, Burma and Egypt under the U.N. Expanded Programme of Technical Assistance for training in Labour Administration, Employment Policy, Cooperative Housing, Family Living studies and Social Security.

Exchange of Workers in Asian Countries under UNESCO Programme.- The general Conference of the United Nations Scientific and Cultural Organisation at its Eighth Session held at Montevideo in November-December 1954, decided to take steps to encourage exchange of manual and non-manual workers for educational purpose and organise group study tours for Asian workers within the Asian region to promote international understanding. The purpose of the Scheme is to bring together the workers of different Asian countries and the grants under the scheme are intended to benefit ordinary wage earners.



Under this scheme, one group of 5 Japanese workers visited India during November 1956, and another group of 8 Japanese workers came to India during December 1956, each for about a month. A programme of visits to several industrial centres was organised for them by the Indian National Trade Union Congress. As visits of these groups of workers from Japan were arranged through the agency of UNESCO on a reciprocal basis, 2 groups of Indian workers, one of 5 workers and another of 8 workers also visited Japan during October-November and November-December 1956, respectively each for about a month.

Labour Conferences.- This section reviews briefly the India's participation in the 39th session of the International Labour Conference, Geneva, June 1956, and the various committees and bodies of the I.L.O. Three National Conferences, namely, the third meeting of the Committee on Conventions and the fifteenth session of the Standing Labour Committee, April 1956, the fifth session of the Industrial Committee on Coal Mining, August 1956, and the 13th session of the Labour Ministers' Conference, December 1956, were held during the period under review.

National Employment Service.- An important development during the year was that with effect from 1 November 1956, the day-to-day administration of the employment exchanges and training centres of the Ministry of Labour has been transferred to the State Governments. The Government of India will continue to pay 60 per cent of the cost of the organisation, but will generally limit their responsibilities to policy, procedure, co-ordination and standards. They will continue to prepare schemes, with the assistance of experts, for the consideration of the State Governments and help them in assessing their requirements. But the State Governments will be responsible for the administration of the institutions and for developing them.

Following, in general, the recommendations of the Shiv Rao Committee and, in consultation with the State Governments, a number of schemes have been undertaken under the Second Five Year Plan, for the improvement and extension of the service rendered by the Employment Exchanges. During the year, 28 new employment exchanges were sanctioned up to the middle of February which of which twelve had started functioning. The State Governments were taking ~~for starting~~ steps for starting the other exchanges sanctioned. During 1957-58, it is proposed to open 48 new employment exchanges.

A pilot project for the collection of employment market information, prepared with the assistance of an I.L.O. Expert, was launched in Delhi. This is part of a scheme for collecting information regarding manpower requirements in the public and private sectors with a view to co-ordinating demand with the available supply. The project is continuing on a quarterly basis. Steps have been taken to extend the programme to the rest of the country during 1957-58.

An Occupational Research and Analysis programme has also been undertaken, in pursuance of which Occupational Information Units have been established at the Central and State Headquarters of the employment service. The object of this programme is to prepare a national classification of occupations and other placement and counselling aids and to conduct research into various problems connected with the description and classification of occupations. This work will be continued and extended during the next financial year.

During the year, also a second addition of a Handbook on Training Facilities was prepared. This Handbook gives detailed information regarding the training facilities available in various trades and occupations in each State. This scheme provides for the issue of volumes covering individual States and also a consolidated all India volume.

To guide school-leavers in the choice of careers a programme of work for issuing a series of pamphlets giving information regarding careers, employment opportunities, rates of remuneration, conditions of work etc. in shortage occupations was undertaken as part of an overall programme of occupational information. This will be continued during 1957-58. Preliminary steps were also taken during the year for starting vocational Guidance and Counselling Programmes at selected Employment Exchanges.

During 1957-58, it is also proposed to open Youth Employment Sections at selected Exchanges in different States with a view to guiding young persons along occupational lines best suited to their aptitudes and capacity.

Training.— A resolution announcing the Government of India's decision to set up a National Council for Training in Vocational Trades was published in August 1956. The Council will consist of representatives of Central Ministries, State Governments, Employer's and Worker's Organisations, professional and learned bodies and a few other experts. Among others, the functions of the Council will be to advise and assist the Government of India in regard to training policy, establish and award National Trade Certificates, prescribe standards in respect of training, arrange for the inspection of training institutes and grant recognition to institutes. Nominations for filling the seats allotted to the State Governments on the Council are being received. The first meeting of the Council is expected to be held in April 1957.

Earlier, pending the setting up of the National Council, a Working Group of experts was set up in April 1956, to advise the Directorate General on matters relating to the training of craftsmen. This Group which consists of representatives of some of the Central Government Ministries and some experts, was inaugurated by the Labour Minister. The working group set up several Sub-committees which vetted proposed new schemes including the standardization of tools and equipment and re-organisation of the Central Training Institute for Instructors, Koni.

Craftsmen Training.— In regard to the craftsmen training programme, it was decided, during the year, to increase the capacity of training to nearly 31,000 seats, during the second Five Year Plan period, from the existing capacity of about 10,500 seats. The additional seats (about 20,700) were distributed among the various States after consultation with them and according to their needs.

Against this target, on the basis of proposals received from the State Governments, 2,500 seats had been sanctioned up to the middle of February, 1957. A number of these seats will be provided through the establishment of new centres, eight of which have been sanctioned so far. Proposals for providing another 1,000 seats are under consideration.

The programme Advisers to the Planning Commission who visited various States, discussed with the State Governments the allotments to be made for the development of craftsmen training during the year 1957-58. As a result of these discussions, a total amount of 49.6 million rupees was allotted. A conference of State Government representatives which was held at the Directorate General of Resettlement and Employment during the month of February 1957, discussed details of arrangements and settled the monetary and physical targets for the Plan period and also for the year 1957-58. The physical target for 1957-58 will be 10,634 seats for institutional training.

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An apprenticeship training scheme was prepared, during the year, in consultation with the Indian Engineering Association, and approved by the Working Group on Training. The scheme was finalised in consultation with the Ministry of Finance and circulated to State Governments for implementation. Under this scheme, 1,025 seats will be provided during 1957-58, the target for the entire Plan period being 5,000 seats. This target is, however, likely to be increased. The provision for the scheme is 9.523 million rupees for the Plans period and the allotment for 1957-58 is 0.9187 million rupees.

A scheme to provide evening classes for industrial workers at selected industrial towns was prepared by the Directorate General of Resettlement and Employment and approved by the Working Group on Training. This scheme was also finalised and circulated to State Governments for implementation. The total provision for the scheme is 4.5 million rupees out of which the allotment for 1957-58 is 0.7232 million rupees, 3,000 seats will be provided during the Plan period, 1,500 in 1957-58.

Training of Craft Instructors.— Proposals to re-organise the Central Training Institute for Instructors at Koni-Bilaspur and to set up another similar centre during the Second Five Year Plan period were formulated. To advise the Government of India on the re-organisation of the Institute at Koni, the services of a senior consultant and two specialists were obtained from the I.L.O. These specialists, who have been working at Koni since their arrival in India in July 1956, have offered various suggestions for re-organising the Institute. These suggestions have been examined by the Working Group on Training and arrangements are being made to implement them. It has been decided to establish at Bombay the Second Institute for training Craft Instructors. The assistance of the I.L.O. is being sought to provide experts and equipment for setting up this Institute.

Under the Indo-U.S. Agreement for technical co-operation equipment worth 1.5 million rupees was obtained from abroad, during the year, against a total provision of 3.2 million rupees. Efforts will be made to obtain supplies for the remaining provision during the year 1957-58.

The aid of the U.N. Technical Assistance Administration was invoked for obtaining similar aid from the U.S.S.R. to the value of 3 million rupees. Arrangements in this regard are in progress.

For improving the equipment position at the Central Training Institute, Koni, a provision of 0.2 million rupees was sanctioned by the Government of India during the year. Against this provision, indents for the supply of equipment worth 0.140 million rupees were placed, and arrangements for obtaining equipment for the balance of the sanctioned amount are being made.

Mysore: Administration Report of the Department  
of Labour for the Year 1955-1956.

The Government of Mysore published on 11 April 1957, its review on the administration report of the Department of Labour for the year ended 31 March 1956. According to its review, the work of the Department during the year was generally satisfactory.

Trade Unions.- The total number of trade unions at the close of the year was 194, with a total membership of 60,035, the new Unions registered numbering 36.

Standing Orders.- There were 142 industrial concerns in the State which came under the purview of the Industrial Employment (Standing Orders) Act, 1946. During the year the standing orders of 12 concerns were certified. This brings the total of the orders certified to only 22. As 85 per cent of the concerns have still not got their standing orders certified, the Government considered that this work must be vigorously pursued.

Industrial Disputes and Conciliation.- During the year 98 industrial disputes were investigated by the Labour Department and 49 of the disputes were settled by conciliation. The percentage of cases settled by conciliation records a marked decrease from that of the previous year's figure.

Strikes and Lock-outs.- There were 39 strikes and lock-outs during the year. The total number of workers involved and the total number of man days lost were 87,224 and 146,807 respectively. There were 9 cases of lay off as against 15 cases last year.

Adjudication by the Industrial Tribunal.- The State Government referred 12 cases for adjudication to the Industrial Tribunal as against 14 cases last year. The Tribunal disposed of 11 cases during the year.

Public Utility Services.- The Bangalore Transport Company Limited, the Air Transport Services and the Iron and Steel Industry were declared as Public Utility Services.

Works Committees.- Works Committees in 21 industrial concerns were functioning during the year. In some concerns they discharged the functions of unit production committees as well. The Government considered that efforts should be made to constitute works committees in more concerns.

Minimum Wages Act, 1948.- Minimum rates of wages have been fixed in respect of 9 out of 12 employments in Part I of the Schedule and for employment in agriculture covered by Part II of the Schedule. The inspectors under the Minimum Wages Act visited 308 scheduled industries and launched prosecutions in respect of two industries.

Shops and Establishments Act.- The provisions of the Act were in force in Bangalore Corporation area, Mysore, Davangere City, Bangarpet, K.G.F. area, Kolar Town, Tumkur, Town, Tiptur, Mandya, Chikmagalur Town, Bhadravati Town, Shimoga Town, Bellary and Hospet. The Inspectors secured relief in respect of 261 cases and a total of 4,345 rupees - 12 annas and 9 pies was got paid to the aggrieved. Prosecutions were launched in 449 cases, of which 395 were convicted and a fine of 3,444 rupees was realised.

The Assistant Commissioners, of Labour were empowered as Appellate Authority under the provisions of the Act in order that the workers of the mofussil towns may secure speedy relief. One hundred and fifty-one appeals were received during the year as against 127 during the last year. One hundred and sixty-eight cases have been disposed of and the rest were pending disposal at the close of the year.

Labour Statistics.- Statistics required under the Industrial Statistics Act, 1942, and Industrial Statistics (Labour) Rules, 1951, were collected and consolidated statements sent regularly to the Director, Labour Bureau, Simla. Consumer Price Index figures were compiled and published every month regularly, in respect of (1) Bangalore City, (2) K.G.F. area, (3) Mysore City, (4) Bellary Town, (5) Hassan, (6) Davangere, (7) Bhadravati, (8) Harihar and (9) Mandya.

Labour Welfare Centres.- The two welfare centres run by the Department of Labour at Bangalore City and the two aided welfare centres, labour fellowship settlement, Seshadripuram, and Seva Ashram, Srirampuram, continued to work satisfactorily.

The employers of large industrial concerns continued to afford facilities such as housing, medical aid, schools, creches, etc., to their employees.

(The Mysore Gazette, Part I,  
11 April 1957, pp. 154-156 )

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CHAPTER 6. GENERAL RIGHTS OF WORKERS.

INDIA - APRIL 1957.

63. Individual Contracts of Employment.

Punjab: Annual Report on the Working of the Industrial  
Employment (Standing Orders) Act, 1946, during the year  
1954.

The Government of Punjab published on 19 April 1957, its review on the annual report on the working of the Industrial Employment (Standing Orders) Act, 1946, in the State during the year 1954.

During the year under review, three new industrial establishments came under the purview of the Act, while 33 such establishments which were previously covered by the Act, fell out of the purview due to exemption having been granted under section 14 ibid. Thus the number of industrial establishments which stood covered by this Act by the close of the year was 178 as against 203 in the previous year.

Four new applications for certification of the draft standing orders were received, thus raising the number of uncertified standing orders to 108. Of these, 20 standing orders relating to contractors establishments were given up due to grant of exemption to such establishments, thus bringing down the number of uncertified draft standing orders to 88 at the close of the year under report. No Standing Order could be certified during the year.

The inspectorate staff continued to ensure enforcement of the certified Standing Orders by regular inspections.

No appeal under section 6 of the Act against the Certifying Officer was preferred during the year, and no prosecution was launched under the Act during the year under report.

(Supplement II, Punjab Government Gazette,  
19 April 1957, page 49 )

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

India - April 1957.

Punjab: Annual Report on the Working of the Payment of Wages Act, 1936, during the years 1954 and 1955.

The Government of Punjab published on 19 April 1957, its reviews on the annual reports on the working of the Payment of Wages Act, 1936, in Punjab during the years 1954 and 1955.

The salient features of the report for the year 1954 were as follows:

- (1) The Act continued to apply to all factories registered under the Factories Act, 1948, and to all classes of persons employed in industrial establishments during the year. Eight hundred and thirty-two registered factories and 3,408 industrial establishments covered by the Act, submitted their annual returns which showed that 44,465 persons were employed on an average daily in factories and 11,063 persons were employed on an average daily in industrial establishments.
- (2) A sum of 37,906,252 rupees in registered factories and 6,709,601 rupees in industrial establishments, that is, 44,515,853 rupees in all was paid as wages in 832 factories and 3,408 industrial establishments, respectively, during the year, as against 471,755 rupees paid in 1,010 factories and 3,607 industrial establishments in the preceding year.
- (3) Total deductions on account of fines, etc., from the wages of employees amounted to 17,225 rupees and 10 annas in factories and the entire amount was credited to the welfare funds maintained in the factories for welfare of the employees.
- (4) There were 2,796 complaints, including 46 pending from the last year concerning non-payment of wages or delay in payment of wages. Of these, 2,678 were disposed of by the inspectorate staff of the Labour Department leaving a balance of 118 as pending at the close of the year.
- (5) Fifteen prosecutions were launched for various offences under the Act. Of these, 11 cases were decided by the Court concerned, leaving a balance of 4 as pending at the close of the year.



During the year 1955, all registered factories and industrial establishments, numbering 1,037 and 2,929 respectively submitted their annual returns which showed that during the year under review, on an average 52,962 persons were employed daily in factories and 7,659 in industrial establishments.

The wages paid to workers in factories and industrial establishments amounted in the aggregate to 44,073,672 rupees and 4,638,069 rupees respectively; total 48,711,741 rupees against 44,515,853 rupees paid in the preceding year when the number of factories was 832 and that of industrial establishments 3,408.

The total deduction made from wages of employees on account of fines, etc., amounted to 19,517 rupees and 9 annas. The entire amount was credited to the welfare funds maintained in the factories.

Of the total of 3,030 complaints including 188 pending from the last year about non-payment of wages or delays in payment of wages 2,861 were settled through the mediation of the inspectorate staff of the Labour Department, leaving a balance of 169 only at the close of the year.

Twenty-eight prosecutions were launched for various offences under the Act, of these, 23 were decided during the year.

(Supplement II, Punjab Government Gazette,  
19 April 1957, pp. 47-48 )

65. Collective Agreements.

India - April 1957.

Wage Increases for Manganese Mine Workers in  
Madhya Pradesh and Vidharbha Areas: Collective  
Agreement concluded.

The Central Provinces Manganese Ore Company which employs about 13,000 workers in its various mines in Vidarbha (now in Bombay State) and Madhya Pradesh, has recently signed a new wage agreement with the Rashtriya Manganese Khadan Prantik Kangar Sangh, an INTUC controlled labour union, providing for an increase in the average wages of the various categories of workers from 12-1/2 per cent upto 13 per cent, the average being about 16 per cent.

For details, please see pp. 42-43 of this report.

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Collective Agreement on Bonus for Textile Workers  
in Coimbatore.

An agreement has been reached between the Southern India Mill-owners Association, Coimbatore, representing 31 textile mills in the district and the three INTUC unions - the National Textile Workers' Union, the Coimbatore District Textile Mills Staff Union and the Coimbatore District Textile Jobbers Union - settling the nine-year-old bonus disputes.

For details, please see pp. 44-45 of this report.

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66. Strike and Lockout Rights.

India - April 1957.

Industrial Disputes Act, 1947: Certain Services in States  
Declared to be Public Utility Services.

In exercise of the powers conferred under the Industrial Disputes Act, 1947, the following categories of services were declared to be public utility services for the purposes of the said Act by the State Governments concerned for the periods noted against them:-

<u>State.</u>	<u>Category of Service.</u>	<u>Period.</u>	<u>Notification Number and Gazette reference.</u>
Assam.	Air Transport Service.	6 months from 15 April 1957.	No.GLR 86/50/102 dated 20 March 1957, Assam Gazette, Part II-A, 27 March 1957, page 707.
Bihar.	Air Transport Service.	6 Months from 6 April 1957.	No.III/D1-11012/57L-4997 dated 21 March 1957; Bihar Gazette, Part II, 3 April 1957, page 922.
Bombay.	Certain categories of workmen working under Bombay Milk Scheme.	6 Months from 21 March 1957.	No.IDA 1454 dated 20 March 1957; Bombay Government Gazette, Part IV-A, 28 March 1957, pp. 408-409.)
West Bengal.	Tramway Services in Calcutta and Howrah.	6 months from 19 March 1957.	No.823I R/D/1A-2/56, dated 13 March 1957; Calcutta Gazette, Part I, 28 March 1957, p.118.
West Bengal.	Air Transport Services.	6 Months from 10 April 1957.	No.993 IR/1R/1A-4/57, dated 3 April 1957; Calcutta Gazette, Part I, 11 April 1957, p.1236.
Madras.	Salt Industry.	6 months from 1 April 1957.	No.SRO No.A 2030/1957, Fort St. George Gazette, Part I, dated 3 April 1957, page 634.
Orissa.	Cement Manufacturing Industry, at Rajgangpur.	6 months from 30 March 1957.	No.2081-II-46/57-Lab. dated 30 March 1957, Orissa Gazette, Part IV, 5 April 1957, p.306.
Uttar Pradesh*.	Cotton Industry and every undertaking connected with the manufacture or distribution of cotton textiles.	6 months from 22 April 1957.	No.2020(TD)/XXVIA-91(TD)-49 dated 13 April 1957; Government Gazette of Uttar Pradesh, Part I, 20 April 1957, page 448.

(\*The Government of Uttar Pradesh has issued the declaration under the U.P. Industrial Disputes Act, 1947).

68. Labour Courts.

India - April 1957.

*Individual*

Applicability of Industrial Disputes Act to an Individual  
Dispute: Supreme Court's Ruling.

The Supreme Court by a judgment delivered on 20 March 1957, held that an individual dispute "cannot per se become an industrial dispute but may become one if taken up by a trade union or a number of workmen", and thus set at rest the conflict of judgments between the various High Courts as to whether a dispute relating to a single person could form the subject of a reference under the Industrial Disputes Act.

The judgment was delivered in the appeal by the Newspapers Limited from a decision of the High Court of Allahabad, in which the main issue was whether the term "Industrial Dispute" in the U.P. Industrial Disputes Act covered a dispute by an individual workman. The reasoning of the judgment is equally applicable to the interpretation of that term in the Industrial Disputes Act (Central), 1947.

The facts leading to the appeal before the Supreme Court were that Tajammul Hussain, who was dismissed by The Newspapers Limited claimed that he had been wrongfully dismissed and should be reinstated. His case was not taken up by the other workmen of the company or by any union of workmen employed in a similar trade, but by the U.P. Working Journalists' Association, with which he had no connection. This dispute was referred by the U.P. Government to an Industrial Tribunal, which made an award granting reinstatement to the employee. The award was upheld by the Labour Appellate Tribunal and the High Court refused to interfere with it in writ proceedings.

The Supreme Court stated that in order to get the true import of the enactment, it was necessary to examine the reason for enacting the legislation, the evils it was to end and the objects it was to subserve. Both in England and in Australia it had been held that legislation providing for conciliation and adjudication of industrial disputes was essentially applicable to collective disputes only. The provisions of the U.P. Act also showed that "the machinery of the Act has been devised with the object of maintaining industrial peace so as to prevent interference with public safety and with public order or with the maintenance of supplies and services essential to the life of the community. The Act is based on the necessity of achieving collective amity between labour and capital by means of conciliation, mediation and adjudication".

On these premises the judgement proceeded to state that "the provisions of the Act lead to the conclusion that its applicability to an individual dispute as opposed to a dispute involving a group of workmen is excluded unless it acquires the general characteristics of an industrial dispute, namely, the workmen as a body or a considerable section of them make a common cause with the individual workman".

The Court held that in the present case there was nothing to show that the dispute had at any time been taken up by the other workmen of the company or that it had passed from the stage of an individual dispute to that of an industrial dispute. In these circumstances the Government had no authority to make a reference under the U.P. Industrial Disputes Act, and consequently the appeal was allowed and the order of re-instatement set aside.

(The Statesman, 21 March 1957 ).

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CHAPTER 7. PROBLEMS PECULIAR TO CERTAIN CATEGORIES OF WORKERS.

INDIA - APRIL 1957.

71. Employees and Salaried Intellectual Workers.

Punjab: Report on the Working of the Punjab Trade Employees Act, 1940, for the Year 1955.

The Government of Punjab published on 12 April 1957, its review on the working of the Punjab Trade Employees Act, 1940, in the State for the year 1955.

According to the review, the Act applied to 105 towns during the year under review. No new towns were brought under the purview nor was any town exempted from its application. In these 105 towns, the number of shops and commercial establishments and the number of employees stood at 105,166 and 41,303, respectively, as against the previous year's figures of 101,648 and 40,324 respectively.

The administration of the Act remained entrusted to the senior-most Deputy Chief Inspector of Shops, who also held the additional charge of the post of Chief Inspector.

A total of 186,725 inspections were carried out and 7,098 prosecutions were recommended by the inspecting staff. Of these 6,256 cases were actually put in courts for summary trial, in addition to 159 prosecutions launched by the Deputy Chief Inspector of Shops, Jullundur, and the Chief Inspector of Shops, 15,466 cases were decided by the courts during the year under report and 72,163 rupees were realized by way of fines. L A hnd 2

A total of 1,133 complaints for non-payment of wages were received while 35 were brought forward from the previous year, making a total of 1,168. Of these 1,142 were disposed of leaving a balance of 26 at the close of the year.

Ten long term and 17 short term exemptions were granted to different shops and commercial establishments under Section 18 of the Act.

(Supplement II, Punjab Government Gazette, 12 April 1957, pp. 44-45).

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

India - April 1957.

West Bengal Government raise Dearness Allowance  
of its Employees: About 150,000 Government  
employees to Benefit.

For details, please see page 45 of this report.

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CHAPTER 7. PROBLEMS PECULIAR TO CERTAIN CATEGORIES  
OF WORKERS.

INDIA - APRIL 1957.

71. Employees and Salaried Intellectual Workers.

Andhra Pradesh: Six Rupees Increase in Dearness  
Allowance for Non-Gazetted Officials.

For details, please see page 47 of this report.

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CHAPTER 8. MANPOWER PROBLEMS.

INDIA - APRIL 1957.

81. Employment Situation.

Employment Exchanges: Working during February 1957.

General employment situation.- According to the review of the work done by the National Employment Service during the month of February 1957, during the month the number of fresh registrants, the number of vacancies notified and the number of placings effected all declined. State Directors in general reported a deterioration in the employment situation or that the situation was static.

Widespread shortage persisted in respect of draughtsman, overseers, experienced stenographers, fast typists, trained teachers compounders, midwives and nurses. Shortage of boilermen, qualified doctors, experienced engineers and skilled technicians like turners and electricians was also fairly widespread.

Clerks, untrained teachers, freshers, from schools and colleges, motor drivers, carpenters, unskilled labourers and unskilled office workers remained persistently in surplus. Surplus in respect of motor mechanics, watchmen, attendents, and sweepers was also reported as fairly widespread. Semi-skilled fitters, wiremen, tailors, and cleaners were available in large supply as compared to demand.

Registrations and placings.- The following table shows registrations for employment and placings during January and February 1957.

		<u>February 1957.</u>	<u>January 1957.</u>
Registrations.	-----	111,499	135,225
Placings.	-----	12,827	14,573

The registrations, recorded a fall of 23,726. The decrease in registrations was almost widespread, a predominant decline being noticeable in the States of Uttar Pradesh (8,086), Bihar (3,839), Bombay (2,786), Madras (2,388), Rajasthan (2,173), Punjab (1,925), Andhra (1,859) and West Bengal (1,123). A significant increase was, however, observed in the State of Orissa (1,414).

Against the available vacancies, 81,011 applicants were submitted to the employers for selection as against 92,282 during the preceding month. A comparatively large decrease in placements was recorded in the States of Uttar Pradesh (784), Madras (616), Punjab (510), Delhi (302) and Andhra (301). On the other hand an increase in placements was recorded in the States of West Bengal (449), and Bihar (273). Of the total placements, 4,461 were secured under the Central Government, 5,138 under the State Governments, 1,491 under Quasi-Government establishments and local bodies and the remaining 1,737 with other employers.

Vacancies notified.- During the month under report 4,854 employers utilised the services of the employment exchanges as against 5,295 during January 1957. In all 20,157 vacancies were notified by these employers as compared to 28,939 during the previous month. The decrease in the number of vacancies notified was particularly notable in the States of Uttar Pradesh (956), Madras (651), Delhi (607), Punjab (597), Rajasthan (464) and Bihar (430). A marked increase was, however, observed in the State of West Bengal (780). Of the total number of vacancies notified as many as 7,003 were made available by the Central Government, 7,632 by the State Governments, 2,209 by Quasi-Government establishments and local bodies and the remaining 3,313 by other employers. There was thus, a decrease of 3,719 in the public and of 63 in the private sector.

Register of unemployed.- A total of 774,811 applicants were borne on the live register of employment exchanges at the end of the month under report, as against 777,154 at the end of January 1957. Of those on the live register, 9,010 were employed or self employed persons, of whom 290 were women. The composition of the live register occupation-wise is shown below:-

<u>Occupation.</u>	<u>Number on Live Register as on 28 February 1957.</u>
1. Industrial supervisory.	4,294
2. Skilled and semi-skilled.	60,574
3. Clerical.	215,303
4. Educational.	24,608
5. Domestic service.	26,726
6. Unskilled.	404,502
7. Others.	38,804
Total.	<u>774,811</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.	3,873	558	42,931
2. Ex-Servicemen.	4,908	855	26,337
3. Scheduled Caste applicants.	12,667	1,819	76,901
4. Scheduled Tribe applicants.	3,873	666	17,319
5. Surplus and discharged Central and State Governments employees.	3,518*	1,931*	6,425*
6. Women.	5,600	775	40,173

\* Figures for the Quarter November 1956 to January 1957.

Special Investigation: Number of Applicants on Live Register according to Age Groups.- An analysis of the age distribution of the applicants on the Live Register of employment exchanges at the end of December 1956 has revealed that out of 758,503 applicants on the live register, 305,104 or 40.2 per cent were accounted for by the age group 18 to 22 years. A total of 203,275 or 26.8 per cent were aged between 22 and 25 years. Those between 25 and 35 years (153,425) constituted 20.3 per cent. Of the total 40,287 or 5.3 per cent were below 18 years of age and 11,496 or 1.5 per cent fell in the group 45 years and above.

There was a significant variation in the age distribution of applicants in different occupations. Out of 191,226 clerks on the live register, 104,528 or 54.7 per cent belonged to the age group 18-22, and 52,471 or 27.4 per cent to 22-25. Out of 1,664 stenographers on the live register 56.7 per cent were between 22 to 35 years. A majority of applicants in the midwives trade belonged to higher age groups. Out of 1,097 applicants registered for this occupation 654 or 59.7 per cent were between 25 and 45 years of age. Most of the applicants desirous of being placed as overseers were comparatively young.

(Review of the Work done by the National Employment Service during the Month of February 1957; issued by the Ministry of Labour, Government of India )

National Employment Service and Craftsmen Training:  
Revised Statistics according to Re-organised States  
published.

The Directorate General of Resettlement and Employment has issued a handbook\* giving statistical data relating to the national employment service and the craftsmen training according to the re-organised States. The 'Preface' to the book states that the Fifth Joint Conference of Central and State Statisticians recommended that the various statistical series of basic importance should be revised according to the re-organised States, and that these 'should be worked back to 1950-51 and, if possible, to 1947-48'. In pursuance of this recommendation the important statistical data relating to the National Employment Service and the craftsmen training imparted at the Training Centres of the Ministry of Labour are now presented according to the re-organised States in ~~this~~ Handbook.

As the employment exchanges catered only to certain special categories of applicants, e.g., ex-servicemen, displaced persons etc., in the initial period of their existence the statistics relating to the earlier period were of limited scope and coverage. The revised statistical series relating to the National Employment Service have, therefore, been taken back only to 1953. The re-tabulation of statistics has been done according to the geographical location of the employment exchanges.

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\* Statistics relating to the National Employment Service and The Craftsmen Training of the Ministry of Labour by Re-organised States: Issued by the Directorate General of Resettlement and Employment, Ministry of Labour, Government of India, 1957, pp. 75.

In cases, where a district or a part thereof has been transferred from the jurisdiction of one exchange to another as a result of re-organisation, no adjustment in the statistics was possible as separate data at the district level was not available. It is, however, considered that the extent of error as a result of ~~our~~ inability to carry out such adjustments is of an insignificant order.

The training statistics appearing in the Handbook relate to the two existing training schemes of the Ministry of Labour, viz., craftsmen training scheme and displaced persons training scheme. The data relating to trainees completed training has been furnished yearwise from the years of inception of the two schemes, i.e., from 1950 in case of craftsmen training scheme and from 1947 in case of displaced persons training scheme. The craftsmen training scheme which came into being in April 1950, was known as adult civilian training scheme prior to August 1954. Displaced persons training scheme which started functioning in 1947, is ~~carrying~~ catering to displaced persons only and is being administered on behalf of the Ministry of Rehabilitation.

The Handbook contains 41 tables under the head 'Employment Exchange Statistics' and 31 tables under the head 'Training Statistics'.

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83. Vocational Training.

India - April 1957.

Labour Ministry's Training Schemes: Progress during  
February 1957.

According to the review of the work done by the National Employment Service during the month of February 1957, the Directorate of training made further progress towards the expansion of facilities for craftsmen training. Various questions regarding training, arising from the transfer of the day-to-day administration of training centres to the State Governments, and subject relating to the development of training were discussed at a meeting with representatives from the State Governments and a programme of work was laid down. Steps were also taken to procure, without delay, the equipment required by the Training Centres.

Craftsmen Training.- Under the programme of work for the increase of facilities for craftsman training to 30,000 seats under the Second Five Year Plan, sanction was issued, during the month, for the introduction of 776 additional seats at the existing Training Centres in Uttar Pradesh, Rajasthan and Delhi. With this sanction the additional seats provided under the Craftsmen Training Scheme amounted to 5,424. The number of trainees on the rolls of various training centres (aided by the Central Government) at the end of the month was 11,141 which included 567 women.

Apprenticeship Training for Displaced Persons.- This scheme continued to remain in operation. A total of 1,057 displaced persons were receiving training at the end of the month in industrial undertakings and establishments in Uttar Pradesh and West Bengal against a sanctioned capacity of 1,300 seats.

Meeting with State Government representatives. To settle various questions relating to training a meeting of representatives from the State Governments was held at the Directorate General of Resettlement and Employment on the 11 and 12 February. The Director General presided and 26 officers in charge of the craftsmen training schemes in the various States were present.

The following subjects were discussed and appropriate decisions on them were taken:

- (a) Reappointment of the entire allotment available for the training of workers among the different States, scheme-wise, with reference to the provision made by the States in their plans and also with reference to the programmes finalised for 1957-58 by the Planning Commission's Programme Advisers;
- (b) Standardisation of directional and inspection staff at the headquarters of State Government;
- (c) Construction of buildings;
- (d) Purchase of tools and equipment;
- (e) Recruitment and training of instructional staff;
- (f) Determination of training needs in relation to the requirements of industry;
- (g) Trade testing of trainees; and
- (h) Organisation of apprenticeship training and provision of facilities for the in-plant training of passed out trainees.

The physical and monetary targets to be achieved by each State during 1957-58 were discussed and fixed. The physical targets for the year were fixed at 10,658 additional seats for institutional training under the Craftsmen Training Scheme, 1,355 seats under the Apprenticeship Training Scheme and 1,325 seats under the scheme providing for evening classes for industrial workers. The targets for the entire Plan period were fixed at 20,756 additional seats for craftsmen training and at 7,050 seats under the Apprenticeship Scheme. The target under the scheme of evening classes for industrial workers will be 3,050 seats. It was decided that the target of 20,756 additional seats for craftsmen training should be achieved by the end of 1958-59.

The monetary targets for the scheme were also fixed. The total provision for all the schemes was fixed at 48.73 million rupees for 1957-58; of this amount the share of the Central Government will be 29.97 million rupees, the balance being the State Governments' share.

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Equipment and Stores.- Under the U.S.-Indo Agreement for technical co-operation, further equipment valued at 20,000 rupees was received at Training Centres during the month. With this supply, the total value of equipment received under this aid programme amounted to 1.561 million rupees.

Progress was also reported under the proposal to obtain training equipment under the U.N.T.A.A. programme (Russian Aid). It was ascertained that equipment worth approximately 1.25 million rupees had been ordered by the I.L.O. for supply to the Training Centres.

For improving the equipment position at the Central Training Institute, Koni, a provision of 200,000 rupees has been made. Against this provision, indents for tools and equipment to the value of 40,000 rupees were placed during the month, bringing the total value of indents placed for equipment for the Central Training Institute and the Industrial Training Centre, Koni, to 0.17 million rupees.

The need to procure tools and equipment for the Craftsmen Training Centres as expeditiously as possible was discussed with the State Government representatives. It was agreed that the State Governments should purchase hand-tools and other available equipment and should furnish the Director of Training, Ministry of Labour, with a list of such items of equipment as they could not procure themselves. A sub-committee of the representatives who attended the meeting at the Directorate General of Resettlement and Employment was appointed to scrutinise the lists to be received from the States and to suggest ways and means of procuring the requirements.

Training of Craft Instructors.- In connection with the re-organisation of the Central Training Institute for Instructors, Koni, proposals for re-organisation regarding equipment and stores were received from the I.L.O. experts who have been working at the Institute under the assignment for advising the Government of India on the re-organisation of the Institute. Their proposals are being implemented.

In regard to the proposal to establish a second Institute for Training Instructors, negotiations are in progress to acquire a suitable site at Bombay out of three alternative sites in view. Pending a decision on this subject, it has been decided to start the second Institute at Aundh near Poona as a temporary measure. During the month of February, the Government of Bombay agreed to this arrangement.

*Institute*  
At the Central Training, Koni, the 18th regular session which had begun in November 1956, was in progress, during the month, with 158 Instructors and Supervisors on the rolls.

Under the scheme for training Women Craft Instructors, 20 women were receiving training at the Industrial Training Institute for Women, New Delhi.

Trade Tests.- The question of holding trade tests in the various States at the Training Centres transferred to the States was discussed at the State Government representatives meeting held during the month. The State Governments of Delhi, Mysore, Andhra, Bombay and Uttar Pradesh agreed at this meeting to make their own arrangements for trade-testing overseer-trainees.

Preparation of Manuals.- Work was continued during the month under the programme for the preparation of trade manuals, which was commenced in 1956 under the guidance of an I.L.O. expert. The object of this programme is to supply Training Centres with detailed instructions on the theory and practice in different trades in conformity with all-India standards. Manuals on two trades, one electricians and the other sheet metal workers, had already been completed. Work relating to two other trades, one linemen and wiremen and the other turners, was continued during the month.

(Review of the Work done by the National Employment Service, during the Month of February 1957; issued by the Ministry of Labour, Government of India ).

CHAPTER 9. SOCIAL SECURITY.

INDIA - APRIL 1957.

92. Legislation.

Employees' Provident Funds Act extended to Plantations.

In exercise of the powers conferred under the Employees' Provident Funds Act, 1952, the Central Government has directed that with effect from 30 April 1957 the said Act shall apply to the following classes of establishments, in each of which 50 or more persons are employed, namely: (1) tea plantations (other than tea plantations in the State of Assam), (2) coffee plantations, (3) rubber plantations, (4) cardamom plantations, and (5) pepper plantations.

(Notification SRO 529 dated 13 February 1957; the Gazette of India, Extraordinary, Part II, Section 3, 16 February 1957, page 549).

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Employees' State Insurance Schemes extended to  
Certain Areas in Uttar Pradesh.

In exercise of the powers conferred under the Employees' State Insurance Act, 1948, the Central Government has appointed the 31 March 1957, as the date on which the provisions of Chapter IV (except sections 44 and 45 thereof, which have already been brought into force) and Chapters V and VI (except sub-section (1) of section 78 and sections 77, 78, 79 and 81 thereof, which have already been brought into force) of the said Act shall come into force in the following areas of the State of Uttar Pradesh, namely:—

1. the areas within the Municipal Limits and Cantonment Limits of Allahabad, and the revenue village of — (i) Sipahdarganj and Mundera situated in pargana and Tehsil Chail in Allahabad District; (ii) Naini, (iii) Mahewa Patti Uprhar, (iv) Chak Ataullah and Chaka, (v) Chak Dondi, (vi) Chak Daudnagar, (vii) Chak Lal Mohammed Befikar situated in Pargana Arail, Tehsil Karchhana, in Allahabad District;
2. the areas within — (i) the Municipal Limits and Cantonment Limits of Varanasi, (ii) Sheopur Town area, District Varanasi, (iii) Revenue village of Bhithi in Pargana Ramnagar, Tehsil Varanasi, District Varanasi, (iv) Revenue villages of Lahartara, Varanasi University, Nagwa and Kazakpur in Pargana Dehat Amanat, Tehsil Varanasi, District Varanasi, (v) Revenue villages of Sheopur, Bharlai and Chhataripur in Pargana Sheopur, Tehsil Varanasi in District Varanasi;
3. the area within the Municipal Limits of Rampur, and Revenue village of Ghatampur in Pargana and Tehsil Rampur in District of Rampur;
4. revenue village Kalyanpur Kalan, in Tehsil and District Kanpur.

(The Gazette of India, Extraordinary,  
Part II, Section 3, 28 March 1957, p.1329).

93. Application.

India - April 1957.

Employees' Provident Fund Act, 1952: Continued  
Applicability even after Reduction in Workers'  
Strength below 50: Decision of Bombay High Court.

The Bombay High Court recently ruled that an establishment which is once covered by the Employees' Provident Funds Act continues to be covered by it irrespective of the fact that the number of workers employed is reduced to less than 50. The facts of the case, in which this ruling was given, were that a textile mill in Begumpura closed its weaving department from 6 April 1954. As a result of this, the total number of workers employed in the factory was reduced to less than 50. Under the new situation the employers felt that they could not afford to pay the specified benefits to their workers under the Employees' Provident Funds Act. Accordingly, the management requested the Government of Bombay and also the Regional Provident Fund Commissioner to exempt their factory from the provisions of the Employees' Provident Funds Act. Neither of those authorities acceded to this request. After this, the employers did not observe the provisions of the Employees' Provident Funds Act. A complaint was, therefore, filed against the employers by the State of Bombay. The case was tried by the Special Judicial Magistrate, First Class, Surat, who held that the Employees' Provident Funds Act, 1952 and the Scheme framed thereunder, were not applicable to the Mills on the dates of the alleged offences, as the number of workers was less than 50.

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The State Government filed an appeal in the Bombay High Court against the above decision. The Employees' Provident Funds Act applies in the first instance to certain industries specified in Schedule I and the units of which employ 50 or more workers. Drawing attention to the scope of the Act, the Court observed that it was clear enough that the unit in question was engaged in one of the scheduled industries and since it formerly employed more than 50 workers it fell within the ambit of the Act. There is no provision which says that any unit to which the Act once becomes applicable would cease to be covered as soon as the number of employees is reduced to less than fifty. It, therefore, held that once the Act applies to any unit it must continue to apply.

The Court expressed the view that the Act is a piece of social legislation meant for the benefit of workers and should be interpreted as such. "It is now well recognised that it is the paramount duty of the courts to put upon the language of the legislature honestly and faithfully its plain and rational meaning so as to promote the object of the legislature". Proceeding on this basis, it gave to Section 1(3) an interpretation which was more beneficial to the employees.

The appeal was therefore upheld and the decision of the lower court was set aside. The lower court was asked to dispose of the case in accordance with law.

(Appeal No.1082 of 1956, State of Bombay Vs. Hathiwala Textile Mills No.1 and others).

(Indian Labour Gazette, Vol. XIV, No. 8,  
February 1957, pp. 634-635 )



Report on the Working of the Employees' Provident Funds Scheme for the Year 1954-1955.

According to the report of the Central Board of Trustees of the Employees' Provident Fund for the year 1954-1955, out of a total of 526,071 persons employed in the factories covered by the Employees' Provident Funds Scheme 453,896 or 86 per cent were members of the Fund. On 31 March 1955, the Employees' Provident Funds Act was applicable to such of six scheduled industries, employing 50 or more persons, as had completed three years since their establishment. The membership of the Fund is open to all employees, except a few belonging to the excluded categories, who complete one year's continuous service in a factory or work for not less than 240 days during a period of 12 months. The following table shows the number of factories and employees covered by the Scheme in different industries as on 31 March 1955.

Name of Industry.	Factories*	Employees*
1. Cement .	19	27,713
2. Cigarettes.	9	10,742
3. Electrical, Mechanical or General Engineering Products.	599	38,096
4. Iron and Steel.	81	10,719
5. Paper.	20	5,807
6. Textiles.	626	360,819
TOTAL.	1,354	453,896

\*Figures relate only to non-exempted factories, i.e., factories covered by the Scheme.

Region-wise analysis shows that the Bombay region had the maximum number of factories covered by the above Scheme, viz., 458 factories with 181,868 members of the Fund. Next in order of strength came Madras and West Bengal with 191 and 249 factories and 85,312 and 32,260 members respectively. Kutch was the smallest region and with only 2 factories and 309 members of the Fund.

The total amount of Provident Fund contributions, during the year 1954-1955, due to be received from the factories covered by the Scheme was 61.5 million rupees and the amount received was 56.2 million rupees which showed an increase of 5.3 million rupees over the contribution received during the preceding year. A sum of 5.3 million rupees was outstanding from the defaulting factories at the end of the year. Of this, a sum of 1.5 million rupees had been realised till 31 December 1955. During the year under review a sum of 9.453 million rupees was received in the shape of cash and Government Securities from factories on account of the past accumulations of subscribers on their coverage under the Scheme.

The expenses of administration of the Scheme are met by levies of administrative and inspection charges on employers of both non-exempted and exempted factories @ 3 per cent and 3/4 per cent respectively of the total amount of provident fund contributions subscribed both by employees and employers during a month. A sum of 1.635 million rupees was received during the year by way of administrative charges from non-exempted factories and a sum of 0.933 million rupees was received as inspection charges from exempted factories. Of the total administrative/inspection charges, a sum of 1.350 million rupees was invested in Central Government Securities during the month of February 1955.

The income and expenditure of the Organisation during the year was 2.568 million rupees and 2.029 million rupees respectively. The State Bank of India continued to function as the Bankers of the Employees' Provident Funds Organisation, excepting for the PEPSU Region, where the Bank of Patiala acted as the Bankers to the Organisation. The various accounts of the Fund maintained by them showed that as on 31 March 1955 there was a balance of 5.5 million rupees in the Provident Fund Account and 0.524 million rupees in the State Administration Account. The position of balance in other Accounts as on 31 March 1955 was as follows: Refund Account - 0.342 million rupees and the Central Administration Account - 0.229 million rupees. The Investment Account had no balance as the entire amount was transferred to the Reserve Bank of India for investment in Central Government Securities. In addition to the accounts maintained by the State Bank of India, the Central office maintains two proforma accounts: (i) Interest Suspense Account and (ii) the Forfeiture Account, wherein the position of balance as on the close of the financial year was 2.811 million rupees and 0.411 million rupees respectively.

The investment policy adopted by the Organisation during the year provided for only 50 per cent investment in long-term securities, the rest 50 per cent being shared by the National Savings Certificates, short term securities and medium term securities in the ratio of 10, 10 and 30 respectively. The investment in short and medium term securities, though giving lower yield, was being done so as to have at any time readily available sum to settle the claims for refunds. But as the experience showed that the current collection of the provident fund contributions were more than sufficient to meet the demand for refunds the Reserve Bank of India was provisionally instructed during the latter part of the year to invest mainly in long term securities, and at the same time a request was made to the Ministry of Finance to suggest a revised pattern of investment.

The Central Government decided on the recommendations of the Central Board of Trustees to fix an interest rate of 3 per cent for the period 1954-1955 for credit to subscribers' accounts. The estimated amount available for disbursement to the subscribers in the shape of interest for the period 1954-1955 was 2.653 million rupees.

During the year under review, a sum of 0.231 million rupees was paid to 5,051 members as advance for payment of insurance premia. Out of 27,706 claims for refund of provident fund Rs. 25,563 claims were settled during the period under report. The total amount refunded to members on closure of their accounts was 3.575 million rupees. A sum of 7.108 million rupees was refunded to factories which were granted exemption from the Scheme on institution of equally beneficial provident fund schemes. Nearly 85 per cent of the subscribers' accounts for the financial year under review were completed and despatched.

(Indian Labour Gazette, Vol. XIV, No. 6,  
December 1956, pp. 457-460).

Employees' Provident Fund: Rate of Interest on Contributions raised to 3-3/4 per cent.

The Central Board of Trustees of the Employees' Provident Fund, which met in New Delhi on 25 March 1957, recommended to the Union Government that the rate of interest to be paid to members of the Fund on their accumulations during 1957-58 should be 3-3/4 per cent per annum.

The rate of interest paid during the previous year was 3-1/2 per cent.

According to an official Press release, the Board considered the difficulties in realising outstanding contributions to the Employees' Provident Fund from employers and suggested that the question of imposing more stringent punishment on defaulting employers should be examined.

The Board recommended that the Government's decision on the proposal to make the majority of the staff of the Employees' Provident Fund Organisation permanent be expedited. It was agreed in principle that funds available in the administrative account of the Employees' Provident Fund should be utilized for construction of buildings for some of the regional offices of the Organisation.

(The Hindustan Times, 26 March 1957).

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Full Policy Benefit for Clients of Insolvent  
Insurance Firms: Government's Decision.

Shri T.T. Krishnamachari announced in the Lok Sabha on 28 March 1957 the Government's decision to pay the policyholders of 29 insolvent life insurance companies their policy benefits in full by bearing the liabilities of the companies.

He said the decision would benefit 100,000 policyholders. He estimated the total uncovered deficit of the companies at 7 million rupees.

Shri Krishnamachari made a detailed statement about the position of the policy-holders in insurance companies which were found to be financially unsound in reply to a question.

Shri Krishnamachari said: "When the Life Insurance Corporation Bill was before Parliament, it was noticed that a certain number of insurers whose business would be vested in the Corporation were insolvent. Their liabilities including the actuarial reserves under policies in force were in excess of their assets. The financial position of some of these companies was so difficult that owing to want of funds they had not been paying the claims of their policy-holders. Accordingly, power was reserved to the Life Insurance Corporation by Section 14 of the Life Insurance Corporation Act of 1956 to reduce the amount of insurance under contracts of life insurance entered into before January 1956, by such insurers to the extent justified by their respective financial position.

The Finance Minister said that the Corporation had been examining the position of such insurers for some time. While investigations were not yet complete, a sufficiently clear picture had emerged.

After listing these companies, the Minister stated: "The total uncovered deficit of all the above insurers is estimated to be 7 million rupees. The business in force of these insurers amounted to 165 million rupees covering 116,000 policies on the appointed day - the date on which the Corporation was formed."

Shri Krishnamachari said: "The Corporation has now recommended that the Government should agree to its paying the policy-holders of these companies their benefits in full and that the Government should itself bear the liability. In the Corporation's view, it would be unfair to make the burden fall on the policy-holders of the solvent companies which would in effect be the case if the consequences of the decision to pay in full the policy-holders of the deficit companies are to be borne by the Corporation. The Government considers that the Corporation's recommendation is well conceived and in the interests of the large number of policyholders, both of the insolvent and of the solvent companies, and has, therefore, decided to accept the liability."

"It is proposed to meet this liability over a period of years out of the Government's share of the surplus ensuing at the biennial valuation of the Corporation".

(The Statesman, 29 March 1957 )

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CHAPTER 10. SOCIAL MEDICINE.

INDIA - APRIL 1957.

101. Maintenance of Community Health.

Public Health in Rajasthan Mining Settlements:  
Legislation adopted.

The Government of Rajasthan has published in Rajasthan Raj Patra of 31 October 1956 the Rajasthan Mining Settlement Act, 1956. The purpose of the Act is to provide for the control and sanitation of mining settlements in the State of Rajasthan and to make better provision to prevent the outbreak and spread of epidemic diseases in such settlements.

Under the Act the State Government are empowered to declare any area in which miners live as a Mining settlement and to establish a Mines Board of Health consisting of elected representatives of mine owners, workers, persons who receive royalties or rents from mines in the Mining Settlement and the nominees of the State Government.

Provisions has been made in the Act for the constitution of a fund for every Mining Settlement for meeting the expenses incurred by the Board.

The Act also empowers the State Governments to appoint Medical Officers and Sanitary Inspectors, etc. Under the Act, the Mines Board has been given powers to undertake such welfare measures as they may consider necessary either on the recommendation of the Medical Officer of Health or otherwise.

(Indian Labour Gazette, Vol. XIV, No. 7,  
January 1957, page 545 ).

CHAPTER 11. OCCUPATIONAL SAFETY AND HEALTH.

INDIA - APRIL 1957.

111. General.

Draft Uttar Pradesh Qualifications for Welders of  
Boilers Rules, 1957.

The Government of Uttar Pradesh published on -  
30 March 1957 the draft of the Uttar Pradesh Quali-  
fications for Welders of Boilers Rules, 1957, proposed  
to be made in exercise of the powers conferred under  
the Indian Boilers Act, 1923. The rules provide that  
no repairs by welding of any kind shall be undertaken  
by any person without previous sanction in writing  
of the Testing Authority and prescribe inter alia  
age and training of candidates for qualified welding  
operator tests and tests to be prescribed by testing  
authority. The draft rules will be taken into  
consideration by the Government after 1 May 1957.

(Government Gazette of Uttar Pradesh,  
30 March 1957, Part IA, pp. 433-436 ).

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

India - April 1957.

Draft Indian Metalliferous Mines Regulations.

The Government of India published on 28 March 1957 the draft of the Indian Metalliferous Mines Regulations proposed to be made under the powers conferred under ~~the~~ the Mines Act, 1952, and in supersession of the Indian Metalliferous Mines Regulations, 1926.

The Regulations which apply to every mine of whatever description other than a coal or oil mine, deal inter alia with returns, notices and records, examinations and certificates of competency and of fitness, appointment of inspectors and mine officials, duties and responsibilities of workmen, competent persons and officials, etc., general requirements about mine plans and sections, means of access and egress in mines, provision of ladders and sollars and guarding of ladderways, transportation of men and materials - winding in shafts and haulage, precautions to be observed in mine workings, precautions against dangers from fire, dust, gas and water, standard of ventilation in mines, provisions regarding adequate lighting arrangements and safety lamps, special precautions to be observed in using certain machinery, apparatus under pressure, etc.

The draft regulations will be taken into consideration by the Government after 1 July 1957.

(Gazette of India, Extraordinary, Part II, Section 3,  
28 March 1957, pp. 1239-1328 ).

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

INDIA - APRIL 1957.

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

- i) Uttar Pradesh Urban Areas Zamindari Abolition and Land Reforms Act, 1956. (U.P. Act No. IX of 1956). (Government Gazette of the Uttar Pradesh, Extraordinary, 12 March 1957, pp. 1-29).
  - ii) Kerala Khadi and Village Industries Board Act, 1957 (No. 9 of 1957). (The Gazette of India, Extraordinary, Part II, Section 1, 27 March 1957, pp. 116-125).
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- \* (a) Presidential Address of Shri Lakshmi Pat Singhania at the 30th Annual Session of the Federation of Indian Chambers of Commerce and Industry, held on Saturday, the 23rd March 1957, at New Delhi. pp.16. (One copy sent to Geneva vide this Office Minute No.D.7/1178/57 dated 5 April 1957).
- \* (b) Texts of Resolutions as finally approved by the Committee for Consideration at the 30th Annual Session, 1957 of the Federation of Indian Chambers of Commerce and Industry. pp.11. (One copy sent to Geneva vide this Office Minute No. D.7/1178/57 dated 5 April 1957).
- \* (c) Labour Policy in Second Five Year Plan - Memorandum by the Indian National Trade Union Congress. pp.45.
- \* (d) Review and Resolutions of the General Council, 22nd Session of the I.N.T.U.C., held at Hyderabad on 16 December 1956. pp.32.
- \* (e) Papers received from the Employers' Federation of India, Bombay:-
  - 1) Twentyfourth Annual Report, 1955-56. pp.101.
  - 2) Proceedings of the 24th Annual General Meeting, 26 February 1957. pp.15.

CHAPTER 3. ECONOMIC QUESTIONS.

- \* (a) Draft Five Year Plan (A Synopsis) of the Government of Nepal, Kathmandu, 1956. pp.82.
- \* (b) Speech of Dr. Jivraj N. Mehta, Finance Minister, presenting the Budget Estimates for 1957-58 of the Government of Bombay to the Legislative Assembly on Saturday, the 23rd March 1957. pp.17.
- \* (c) Explanatory Memorandum on the Budget Estimates for the Year 1957-58, presented to the Legislature under Article 202(1) of the Constitution of India. Issued by the Government of India. pp.23. Price Annas Five.
- \* (d) Civil Budget Estimates for the Year 1957-58 Presented to the Legislature under article 202(1) of the Constitution of India, Government of Bombay. Price Rs.7/4/-, pp.1000.
- \* (e) "Indian Coal Statistics 1955". Issued by the Chief Inspector of Mines in India, Ministry of Labour, Government of India, Dhanbad. Price Rs.4/-, pp. 54.

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\* Publications received in this Office.

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

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- \* (b) Administration Report for 1955-56 of the Madras Port Trust. pp.53.
- \* (c) "Our Merchant Navy". Issued by the Publications Division, Ministry of Information and Broadcasting, Government of India. Price Annas Eight. pp.23.

CHAPTER 5. WORKING CONDITIONS AND LIVING STANDARDS.

- \* (a) "Railways since Independence". Brought out by the Publications Division, Ministry of Information and Broadcasting, Government of India. pp.48. Price Re.1/-.
- \* (b) Report of the Ministry of Labour for the Year 1956-57. pp.26.
- \* (c) Report on the activities of the Coal Mines Labour Welfare Fund for 1954-55. Issued by the Government of India, Ministry of Labour, Dhanbad. pp.73.
- \* (d) "The Indian Labour Year Book 1954-55". Brought out by the Labour Bureau, Ministry of Labour, Government of India. pp.433. (Two copies sent to Geneva vide this Office Minute No.D.1/1214/57 dated 10 April 1957).
- \* (e) "Indian Labour Code", by S.N.Bose. Third Edition. Published by Eastern Law House Private Ltd., Calcutta. pp.1585. Price Rs.25/-.
- \* (f) "Labour Welfare in Uttar Pradesh" - A booklet. Issued by the Labour Commissioner, Uttar Pradesh, Kanpur, pp.38.
- \* (g) "Statistics of Factories 1952 and 1953". Brought out by the Labour Bureau, Ministry of Labour, Government of India. pp.227.

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CHAPTER 8. MANPOWER PROBLEMS.

- \* (a) Review of Work - 1955 of the Director-General of Resettlement and Employment, Ministry of Labour, Government of India. pp.55.
- \* (b) Issued by the Directorate-General of Resettlement and Employment, Ministry of Labour, Government of India:
  - a) Scheme for the Collection of Employment Market Information - Development of the Programme in the States. pp.16.
  - b) Scheme for the Collection of Employment Market Information - (Delhi Employment Market Information (Phase 1)). pp.42.
- \* (c) "Statistics relating to the National Employment Service and the Craftsmen Training of the Ministry of Labour by Re-Organised States". Issued by Directorate General of Resettlement and Employment, Ministry of Labour, Government of India. pp.75.

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