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CHAPTER 1. INTERNATIONAL LABOUR ORGANISATION.

INDIA - AUGUST 1958.

12. Activities of External Services.

Conferences and Meetings

Shri V.K.R. Menon, Director of this Office, represented the I.L.O., at the Third General Assembly of the World Assembly of Youth (W.A.Y.) held at New Delhi from 3 to 19 August 1958.

Shri Menon attended on 25 August 1958, a meeting held at the Ministry of Labour and Employment, New Delhi, to consider a proposal for establishment of a Central Training Institute for Instructors at Calcutta under the U.N. Specialized Projects Fund.

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Chapter 2: International and National Organisations

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

India - August 1958.

Third General Assembly of W.A.Y., New Delhi, 3-19 August 1958: Young Workers' Charter Adopted.

The Third General Assembly of the World Assembly of Youth (WAY) was held at New Delhi from 3 to 19 August 1958, M. Antoine Lawrence, Presiding. The Conference was attended by delegations from 80 countries. Shri V.K.R. Menon, Director of this Office, attended the Conference on behalf of the I.L.O.

Prime Minister's Inaugural Address.- Inaugurating the Conference, Shri Jawaharlal Nehru, Prime Minister, commended Mahatma Gandhi's principles of non-violence and tolerance to cover the difference in thinking between the past generation and the present. In a turbulent world of tremendous changes, the Prime Minister said the younger generation should try to avoid the tendency of becoming "rather blase and bored" about everything.

The major fact of the modern world was that "we are thrown almost into each other's laps". Communications had grown so rapidly that no nation could avoid coming closer to other nations; the result was friendly co-operation or psychological and mental conflicts leading to hostility between peoples. The passion, fear, frustration and hatred that marked the international scene had to be controlled, but this was possible only gradually.

Mr. Lawrence in his opening address, said that the organisation's specific objectives were the training of responsible leaders and the basing of their actions on the Universal Declaration of Human Rights. During the session they would examine what they had achieved so far and formulate plans to contribute to the building of a better world. At a time when many clashes of opinion were ahead they had "come here to learn the lesson of mutual understanding". The task before them was arduous. "We know that the Governments have had and still have to overcome tremendous difficulties which are inherent in human nature and are the legacy of history", he added.

The Conference considered the following subjects:-

A. SOCIAL PROBLEMS

1. The impact of technical progress on industrial societies.
2. Change in underdeveloped areas.
3. Intercommunal problems.

B. ECONOMIC PROBLEMS

1. Industrial Youth.
2. Rural Youth.
3. Young white-collar and professional workers.

C. POLITICAL PROBLEMS

1. Non-self-governing territories.
2. Newly independent countries.
3. The conditions of democracy in independent countries.

D. CULTURAL-EDUCATIONAL PROBLEMS

1. National culture and internationalism.
2. Training for citizenship.
3. Fundamental education.

Decisions: Young Workers' Charter.- The Conference approved a Young Workers' Charter, embodying the rights of youth to get proper vocational guidance, employment, leisure and holidays for personality development, a minimum wage and adequate compensation for work which imposes extra strain. The Charter, which deals comprehensively with these and many other problems of young workers, has a separate section on the economic and political problems that confront the youth of the world today. Youth, it recognises, must be free to unite economically into co-operatives and politically and socially into associations.

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Adopting the Charter, the Council called upon the youth of all countries to organise to protect its dignity and self-respect, develop its personality and accept its responsibilities in the world.

Role of Women.- The Conference stated that women's active participation in modern industrialised society was "of the greatest importance". It suggested positive steps for training women in youth leadership. These included training of young women at W.A.Y.'s leadership training centre at Aloka (Ceylon), inclusion of more women on the W.A.Y. executive, and special attention to women's problems in each country by its national committee. It was also decided to hold seminars and collect and supply information on the special problems of women.

The Conference elected Shri Ravindra Varma (India) as the President of WAY and Mr. David Wirmark (Sweden) as Secretary-General for the next two years.

Impressions of the Conference.- The Director of this Office attended the Conference on the opening day and he also watched the proceedings of the Workshop on Industrial Youth which was discussing a draft Young Workers' Charter. It appears while a lot of leeway is still to be made up in the organisational side, there is no gainsaying the sincerity and earnestness with which the WAY is tackling the youth problems. The discussions, especially at the Workshop on Industrial Youth, were quite at a high standard. The participants at the Workshop appeared to have a thorough insight into the international standards, particularly the Conventions and Recommendations of the I.L.O. The Director intervened just to correct one or two minor inconsistencies in the draft Charter. In so far as the Charter, in a few respects, go beyond the accepted international standards, this may appear a bit over ambitious but this does not minimise the serious and practical manner in which the discussions were held.

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25. Wage-Earners' Organisations.

India - August 1958.

Jute Workers' Demands: Joint Action by Four Central Trade Union Organisations.

According to the Trade Union Record, All India Trade Union Congress's official Journal, an event of utmost significance for the trade union movement in West Bengal occurred on 6 July 1958, when for the first time since 1947, the jute workers' unions affiliated to all four national trade union centres held a joint meeting in Calcutta on the issues of rationalisation and wage-revision in the jute industry.

After a gap of ten years, there appeared together on the same platform INTUC leaders Dr. Mrs. Maitrayee Bose and Shri Kali Mukherjee, AITUC leaders Shri Bankim Mukherjee and Shri Indrajit Gupta, Shri B. Ghosh of H.M.S. and Shri Jatin Chakravarty of U.T.U.C.

"What brought them together on a united ~~plantation~~ platform was the compulsive force of events during precisely this last decade - an uninterrupted record of intense rationalisation offensive by the Indian Jute Mills Association (IJMA) resulting in reduction of the labour complement by about 75,000, arbitrary increase in workload, and retrenchment by all sorts of unfair labour practices. During the last year, deliberate mill closures which have so far affected 16 units employing about 25,000 workers accentuated the situation in West Bengal's jute industry."

After the 15th Indian Labour Conference in 1957, the West Bengal Government appointed a tripartite Ad Hoc Committee on rationalisation in the jute industry. "The Committee's discussions, however, proved more or less abortive due to the adamant attitude of the IJMA. It was the trade union representatives on this Committee who, through their collective experience and mutual co-operation, recently decided to issue a joint statement and to convene a meeting of union organisers and leading workers to chalk out a course of action."

The meeting on 6 July was attended by about five hundred leading cadres from the various unions and mills. The atmosphere was pervaded by a spirit of great enthusiasm and exectancy and all references by speakers to the need for strengthening and developing this newly-laid basis of united action were waraly applauded.

The meeting adopted resolutions on "Rationalisation and Closures", on "Wage Board" and on "Stabilising Jute Industry's Position". It was resolved to organise an agitational campaign throughout the jute belt by holding united meetings in the various localities and issuing a central handbill.

"This joint initiative has created quite a stir, not only in the trade union movement, but in the local press and business circles."

Rationalisation.- The resolution on rationalisation adopted at this meeting expressed its concern at the mass retrenchment of labour and overall reduction in employment potential resulting from the arbitrary rationalisation policy and practices of the jute mills in West Bengal. The total labour force in the jute industry had been reduced by nearly 100,000 during the last 10 years and the process was continuing unabated. This meeting was of opinion that the existing rationalisation scheme of the IJMA was det@riamantal to the real economic interests of the country and was being utilised simply to aggravate the already chronic unemployment problem in West Bengal and to swell the profits of the millowners, while labour and consumers alike were being defrauded.

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It demanded that pending the final recommendations of the Ad Hoc Committee on Rationalisation set up by the State Government, and of the Industrial Committee for Jute, all further measures of rationalisation in any shape or form, including closure and whether affecting old or new plant, should immediately be brought to a standstill, and the status quo with immediate effect should be maintained until both the Committees mentioned above had completed their enquiries into the subject of rationalisation in all its aspects.

Wage Board.- The meeting considered the present level of wages in the industry as inadequate and urged the early appointment of a Wage Board.

Stabilising the industry.- The meeting also suggested the following measures to help the industry to stabilise its position:-

- i) State purchase and warehousing of raw jute, guaranteeing a fair price to the peasants and stable supply to the jute mills;
- ii) Diversification of production which would also help to develop the domestic market;
- iii) Taking over the export trade in jute goods by the State Trading Corporation, in order to explore and develop markets and ensure stable supplies of guaranteed quality at firm prices;
- iv) Appointment of a High Power Commission to enquire into the managerial and financial side of the industry's working, with a view to reducing top heavy expenses and improper accounting.

(Trade Union Record, Vol.XIV, No.18,
20 July 1958, pp. 1-2).

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U.P.: Working of the Indian Trade Unions Act, 1926,
during the Year 1957.

Number of Unions and Memberships— The number of registered trade unions which was only 81 at the end of the year 1945-46 has been progressively increasing. The decade following it has witnessed a phenomenal increase. The number of registered trade unions at the end of the financial year 1956-57 was 884. On 1 January 1957, there were as many as 862 registered trade unions in the State including trade unions of employers. During the year 1957 registrations were granted to 132 new unions and the registration certificates of 66 unions were cancelled under different provisions of the Act. Thus at the end of the year i.e. on 31 December 1957 there stood 928 trade unions on the Register of Trade Unions in Uttar Pradesh maintained under section 8 of the Act.

From the above figures it is evident that the number of registered trade unions in the State has shown a significant rise of 66 unions as compared with the number of registered trade unions on 31 December 1956. The State of Uttar Pradesh stands third in the Indian Union with regard to number of registered trade unions, West Bengal and Bombay having larger numbers of registered trade unions.

The following table gives an idea of the development of the trade union movement in the State:—

Year	No. of Trade Unions newly registered.	Total No. of registered trade unions at the end of the year.	Total No. of registered unions (including Federation) which submitted their Annual Returns at the end of the year.	Membership of unions which submitted Returns at the end of the year.	General Fund	Cash
					Rs.	Rs.
1952-53 .	198	581	456	231,398	388,759	262,040
1953-54.	111	637	476		442,053	317,894
1954-55.	168	702	569		538,463	363,045
1955-56.	181	801	677		1,096,130	732,769
1956-57.	142	884	554*	253,354*		

* Provisional.

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The table below gives the distribution of the number of trade unions in Uttar Pradesh on 31 December 1957 in important districts and industries of the State:-

Name of District.	Number of Registered Unions.	Name of Industry.	Number of Registered Unions.
Kanpur -----	166	Sugar	108
Lucknow -----	87	Textile	56
Agra -----	65		
Meerut-----	60	Engineering	21
Varanasi-----	54	Iron & Steel.	7
Allahabad-----	48	Tea Plantation	6

Inspections.- During the year 1957 the number of routine inspections conducted by officers and officials of trade Unions Section was 276 as against 344 during 1956. One hundred ninety-eight enquiries relating to complaints made by members and officers of trade unions with regard to misappropriation of funds, irregularities in elections, dissolutions and amalgamations of Unions, complaints against new registrations etc., were also conducted by the staff of Registrar's Office.

It has been experienced that the inspection service has proved very useful in the growth of trade unions movement on sound lines. The majority of Unions have now begun to realise the importance of maintaining their records upto date and in a systematic manner which is very essential for healthy and sound growth of trade union movement.

Second Five Year Plan regarding Development of Trade Unions.- With a view to develop the trade unions movement of Uttar Pradesh on sound and healthy lines provisions for the following schemes relating to trade unions have been made in the Second Five Year Plan of the Labour Department of Uttar Pradesh.

Training of Trade Unions Workers through Refresher Courses.- The first refresher course was organised in the State Labour Commissioner's office at Kanpur from 1 April to 20 April 1957. Dr. Sampurnanand, Chief Minister of the State, inaugurated this training on 31 March 1957, which lasted for 21 days. Thirtyeight trade union workers actually engaged in some or other industry were selected from the whole of the State for this training. Out of these 33 trainees, two did not attend the course from the very beginning. The remaining 31 trainees took the course. Specialists on problems of labour and industry and, learned personalities of the country and also specialists of labour problems attached to the embassies of industrially advanced countries such as United Kingdom, U.S.S.R., U.S.A., delivered their valuable lectures to the trade union workers.

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After the lectures during the day, the trainees were taken round to various industrial establishments and were shown different processes of working of industrial concerns, places of interest and historical importance in the district.

On completion of the training, the trainees were examined by a board of examiners. Out of 31 trainees three failed, certificates were issued to 28 deserving candidates. The expenses of this course were met from a grant of 5,000 rupees sanctioned by the State Government during the year 1957. The Uttar Pradesh Government has further sanctioned a sum of 5,000 rupees for the second Refresher Course. Action is in hand to arrange this course.

During October 1957 a workers' camp was organised at Nainital, summer capital of the State, by the Regional Conciliation Officer Bareilly. This camp lasted for one week from 6 October 1957 to 12 October 1957. Fifty workers of different factories of Bareilly Region took part in this Camp. The expenses of this Camp were met from a fund raised by voluntary subscription from factory owners and trade unions. This camp was the expression of the cooperation between the Government, the management and the trade unions for the provision of rest and recreation to workers and for providing opportunity for their development.

Training of Trade Unions Workers by visiting important Trade Unions of other States and by taking up Courses in Labour Institution.— The State Government has sanctioned a sum of 5,000 rupees under this scheme during the year 1957. Other State Governments are being requested to afford necessary facilities to the trainees who are to be taken round for this training during March 1958 to the important industrial Centres of India, viz., Bombay, Ahmedabad, Indore, Madras, Bangalore, Jamshedpur, Calcutta and Bikanagar.

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Financial Assistance to Registered Trade Unions.- The State Government has included in the Second Five Year Plan a scheme of financial assistance to be given to trade unions which undertake to subscribe a portion of the expenses from their own funds in organising schools, libraries, dispensaries and other types of similar institutions for the welfare of members. The Government has sanctioned a sum of 13,500 rupees during 1957 for this. Rules governing the financial assistance to trade unions have been submitted to State Government for approval. It is expected to implement the scheme shortly.

Printing of Manual for Trade Unions.- In order to enable the trade union workers to keep themselves in touch with various labour and allied legislation, changes affected therein and latest developments in respect of other labour problems in State the Government has decided that pamphlets on different topics for the guidance and information of registered trade unions may be brought out frequently by the Registrar of Trade Unions, Uttar Pradesh. The Government have sanctioned a sum of 2,500 rupees during 1957 for printing of Manual and Pamphlets, as mentioned above.

Strengthening of Trade Unions Inspection Service.- For ensuring better administration of trade unions in the State and also for securing their healthy and sound growth the State Government has sanctioned one more post of Trade Unions Inspector (Gazetted), with other auxiliary staff to Trade Unions Inspector during 1957. The Government has sanctioned for this purpose a sum of 4,500 rupees recurring and 5,000 rupees non-recurring. Steps are being taken up to fill up these posts early.

(Labour Bulletin (A Monthly
publication of the Labour Department,
Uttar Pradesh) Vol. XVIII, No. 2,
February 1958, pp. 27-30)

Chapter 3: Economic Questions

33. Full Employment Policy.

India - August 1958.

1961 Census: Data on Unemployed to be collected.

Shrinathi Violet Alva, Deputy Minister for Home Affairs, stated in the Lok Sabha on 18 August 1958, that in the population census to be taken in 1961, the Government was considering the idea of taking a census of the unemployed.

(The Statesman, 19 August 1958).

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34. Economic Planning, Control and Development.

India - August 1958.

Rehabilitation of Textile Industry: Inquiry Committee's Recommendations.

Liberal financing by the banks to the textile industry, stoppage of further installation of spindles even though already licensed after examining each case, avoidance of any change in the excise duty on cloth in the middle of a financial year, a change in the pattern of production and setting up of a rationalisation sub-committees for the industry as a whole are some of the important recommendations of the Textile Inquiry Committee (vide section 34, page 24 of the report of this Office for June 1958).

Causes of malady.- The committee was recently set up by the Government to inquire into the present condition of the industry and suggest remedial measures to overcome its difficulties.

With regard to mills that have already closed down, the committee feels that those with inadequate and dilapidated machinery, which have been reported by experts as beyond redemption, should definitely not be allowed to restart in the same condition. It will be better to allow them to be scrapped and to be replaced, if necessary, by better equipped units.

For the sound working of the industry, the setting up of a committee to advise the Textile Commissioner on matters affecting the working of the various units in the industry has been suggested.

State Control of Mills.- The committee feels that it will be necessary to invoke the relevant provisions of the Industries (Development and Regulation) Act to not only institute formal inquiries but ultimately to take over those mills whose managements are "unresponsive or whose weaknesses have taken deeper roots".

This may be done either on management basis or on the basis of ownership, it says.

For managing the mills taken over by the Government under the Act, the committee has suggested the setting up of an autonomous corporation with adequate capital, as it feels it will not be advisable for the Government either to manage or own and manage such mills as a department of the Government.

A number of causes have been listed in the report as having ~~by some sections of the textile~~ contributed to the "malady" faced by some sections of the textile industry. These refer to the need for replacement of outdated machinery, rationalisation, major repairs and overhauls, rectification of inefficient management, purchases and sales and improvement of productivity of labour. Decline in purchasing power, increases in the cost structure of the industry, overproduction of certain varieties of coarse cloth, high taxation and the increased excise duties in 1956 are also stated to have contributed to the industry's difficulties.

On the basis of a per capita consumption of 17.5 yards, the committee says that the three sectors of the industry - the mill, the handloom and powerloom - will have to supply for internal consumption 7,000 million yards only by the end of the second Plan. This will mean that the earlier allocation to the handloom sector which was to produce the entire additional requirement of cloth during the Plan period may have to be pruned down correspondingly.

The handlooms offtake of yarn has increased only by the equivalent of about 150 million yards so far. Therefore, it does not visualise any serious upset in the production in the organised mill sector just because of the recent slackness in the demand. In the opinion of the committee it is the imbalance in the pattern of production that contributed to an extent to the stagnation of cloth stocks with the mills.

The committee says the rated capacity of the mill sector can be put roughly at about 5,100 to 5,200 million yards per annum.

In the context of the present conditions the offtake of yarn by the handlooms may not increase at as rapid a pace as was visualised at the time of the formulation of the second Plan. At any rate the installation of spindles has proceeded at a faster pace than the consumption of yarn by the handlooms.

It recommends that further installation of spindles already licenced should be stopped after examining each case of outstanding licence to find out that commitments already made did not result in any handicap to an individual unit because of the cancellation.

In order to prevent over-production of yarn in the country the Committee feels that starting of additional third shift by spinning mills should be avoided.

Referring to the "strong opposition" by labour to the introduction of automatic looms the Committee says that there is need for replacement of plain looms by automatic ones up to a limited extent for export purposes.

Export Promotion.— For promoting export of cloth the Committee has recommended the following measures:—

1. Five per cent of the foreign exchange earnings of each mill either by direct export or through exporters may be made available to that mill for utilisation for purposes of importing plant and equipment and dyes and chemicals and this concession must be allowed for a period of five years.

2. Rail freight rates should be revised to facilitate export of cloth from the upcountry textile mills to port towns and transport priority should be afforded to such exports.

3. Processing concerns should be placed on a par with the composite mills.

4. Mills may be allowed to produce varieties like lungies, handkerchiefs, etc., for export to those countries where the import of handloom lungies, handkerchiefs, etc., are banned.

5. Ceiling for the export of particular varieties of cloth such as pull-through-cloth, mesh cloth, etc., should be removed.

6. Income-tax concessions may be given to mills exporting cloth on lines similar to those granted in other countries.

7. Larger funds should be made available to the cotton Textiles Export Promotion Council to open offices in other countries so that the demand there could be properly assessed and stimulated.

(The Statesman, 28 July 1958).

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Sugar Export Promotion Bill, 1958.

Shri Ajit Prasad Jain, Union Minister for Food and Agriculture introduced in the Lok Sabha on 13 August 1958 a Bill to provide for the export of sugar in the public interest and for the levy and collection in certain circumstances of an additional duty of excise on sugar produced in India.

The Statement of Objects and Reasons of the Bill declares that with a view to earning foreign exchange, it is necessary to promote export of sugar. The export of sugar, however, involves a loss, even if excise duty and cane cess are remitted. As Government have no powers under the existing law to earmark any portion of the production of the factories for export, and as the need for foreign exchange is pressing, it is necessary to empower the Central Government to fix the quantity of sugar to be exported from time to time and to apportion the same to sugar producers, in proportion to their production, who shall be under obligation to supply their export quota to the export agency.

The Bill when adopted, would repeal an Ordinance promulgated with in the same regard (vide section 34, pp. 4-5 of the report of this Office for July 1958).

(The Gazette of India, Extraordinary,
Part II, Sec. 2, 13 August 1958,
pp. 745-752).

U.S. Loan for Medium Industries.

An agreement was signed at New Delhi on 29 July 1958 between the Government of India and the U.S.A. under which 260 million rupees will be made available for loans to medium-sized industries in the private sector through the recently set up Refinance Corporation to help increase industrial production primarily to projects in the Second Five-Year Plan (vide Section 34, page 6 of the report of this Office for July 1958). It is part of the PL 480 proceeds from the sale of U.S. agricultural commodities.

(The Statesman, 30 July 1958).

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Fifth Evaluation Report on the Community Projects
and National Extension Service Programme.

The fifth Evaluation Report of the Programme Evaluation Organisation on the working of the Community Development and National Extension Service programmes, published recently, states that "the whole approach, content and technique of the programme in the field of social activity should be examined thoroughly."

The report, which is the fifth issued by the Programme Evaluation Organisation, is based on four elaborate field inquiries into the organisation and operation of the village improvement programme, the organisation and working of the panchayats, the dissemination of improved agricultural practices and the growth of the people's participation and, finally, the maintenance of records in the development blocks. The emphasis in these inquiries has been on a relatively intensive study of a few selected topics rather than an extensive review of all aspects of the programme.

The present study represents the findings of an extensive survey conducted in 82 blocks - 36 Community Development and 46 National Extension Service - and more intensive studies in about 20 permanent evaluation centres of the Programme Evaluation Organisation.

The first chapter of the report deals with the size and organisation of the block and its finances, the jurisdiction and many-sided responsibility of the gram sevak, his relations with specialists, the process of planning at the block level, the people's participation, etc.

The report says that the population covered by the block is, on an average, 25 per cent higher than the figure indicated in the block pattern. In the hilly and tribal areas also most blocks have populations considerably higher than those indicated in the pattern. It adds that large blocks do not have proportionately larger personnel and finance. This has led to dilution of the programme in these blocks. There are cogent reasons, adds the report, for making the blocks fit into the existing administrative units. But if blocks larger than the programme has proscribed are taken up, the block personnel and finance should be proportionately increased.

Shortage of personnel.- The shortage of block personnel continues to be serious. For example, 40 per cent of the blocks had no Block Development Officers to look after them for varying lengths of time, the average being five months, and 60 per cent of the National Extension Service and Community Development blocks had to do without agricultural specialists for five and 10 months, respectively, or about one-fourth of the average periods of their operation. Therefore, the report recommends that the blocks should be increased in number only as the supply of personnel increases. It also says that the programme and staffing pattern of the blocks should be in accordance with the special needs of the areas in which they are located.

People's participation.- The people's participation in the development programme, according to the report, works out to an average of 1 rupee per person per year in the case of National Extension Service blocks and 1.8 rupees in the case of Community Development blocks. Larger contributions can be mobilized in the latter because of the larger funds available to them. In the case of both Community Development and National Extension Service blocks, the people's participation declines as the block period moves to its end. This is contrary to what one would expect to happen. It would seem the educational effort of the staff and the radiational influence of the work done have not been effective enough. This decline in the people's participation is a matter of serious concern and should be thoroughly investigated, says the report.

The report refers to socio-economic activities in the rural areas and says that, among agricultural items, propagation of the use of improved seeds, chemical fertilizers and the Japanese method of paddy cultivation figure most prominently. By contrast, land improvement occupies a low rank. Only minor irrigation is of some importance; other improvements like land reclamation, soil conservation and consolidation of holdings have played roles of little consequence.

Among the works items, it adds, construction of roads and culverts is the most important, followed by the construction of drinking water wells and school buildings. Social education activities like the organisation of community recreation centres and adult literacy centres are relatively less important. Similarly, institutional items like the construction of panchayats and co-operatives do not figure prominently.

Some activity either by way of introducing new varieties of seeds or spreading the use of existing varieties has been undertaken in all the blocks. Similarly, in the case of fertilizers, 90 per cent of the blocks report some achievement either in introducing new fertilizers or increasing the use of those already in vogue. However, progress in augmenting sources of supply and strengthening channels of distribution has not been as rapid as is expected or needed.

The supply of seed and fertilizers continues to be one of the biggest problems of the block staff. Among failures in the field of agriculture, the distribution of chemical fertilizers has been listed by the largest number of the Block Development Officers (14 out of 53 reporting). The block level agricultural specialists as well as the gram sevaks consider supplies to be one of their most important problems.

Agricultural achievement.- In regard to the quantitative achievement in agriculture in the different blocks, the Programme Evaluation Organisation study reveals:-

(1) The level of activity in agriculture is generally low outside a few States like the Punjab and Uttar Pradesh and individual blocks in other States. Agricultural activity is concentrated on the dissemination of improved practices, e.g., the use of improved seeds, fertilizers and the Japanese method of paddy cultivation. Except for minor irrigation schemes, very little has been done in respect of the land improvement items. The achievements in improved practices are substantial only in areas where the rainfall is adequate and/or the proportion of irrigated ~~irrigation~~ to the total cultivated area is high. But the large majority of the blocks lie outside these favoured areas. Activity in the areas which are dry, hilly, inhabited by tribal people or are otherwise backward is extremely small and, in some cases, insignificant.

(2) Even in minor irrigation, the maximum activity is reported in the blocks which already have comparatively high percentages of the area under irrigation. Apparently, blocks which have already substantial areas under irrigation can increase them with less difficulty. On the other hand, blocks with ^{low} percentages of their area under irrigation find it difficult to make further advances through minor irrigation.

(3) The favoured areas, which are also better suited to adopt agricultural improvement practices, can make a much greater contribution to a general increase in agricultural production in the short period. This conclusion is implied in the recommendation of the last Development Commissioners' Conference, which suggested a target of a 50 per cent increase in production by the end of the second Plan for favoured tracts as against a 30 per cent increase for other areas. Data on the agricultural effort made in these two broad divisions of the country suggest that the contribution to increased agricultural output made by the less favoured areas vis-a-vis the more favoured ones will be substantially lower than what is envisaged.

(4) In the selection of the first community projects, preference was given to areas where the scope for increased agricultural production in the short period was greater. In view of the pressing need for greater agricultural output, it might be well to pursue this principle more vigorously in selecting development blocks during the remaining years of the second Plan.

(5) At the same time, it is necessary to develop the content of the programme with reference to the needs of the less favoured areas. The greater part of the cultivated area of the country is located in such areas, and these will not be able to share in agricultural progress if the scope of the programme remains limited. One major difficulty is lack of suitable programmes. Agricultural progress in many of these areas is linked with such basic measures as irrigation, reclamation, conservation of soil and water, changing methods of farming, etc. Apart from the fact that these improvements require larger resources and organisation, techniques adopted to different regional conditions are not available in many cases. Finally, there is need for evolving patterns of organisation based upon the co-operation of the block staff and the participation of the people in activities like land reclamation and soil conservation.

Benefits for Harijans.- To secure greater benefits out of the programme for the under-privileged sections of rural society, the programme must be reoriented considerably in favour of the non-agricultural or, rather, non-landholding classes, says the report. The scheduled castes and other backward classes it adds, have benefitted along with others from the construction of village roads, drinking water wells and village schools. The wells and schools are open to them in the majority of cases, while they have shared, with others the benefits of better village roads. Instances where the scheduled castes or landless labourers have been forced to contribute labour or bear a disproportionately large share of the burden are few. The backward groups have, however, not derived adequate benefits from the local assistance available from the block or other government sources. Of the total amount of loans advanced in the villages, only 7 per cent have been received by the scheduled castes and 16 per cent by other backward groups.

Impact on rural households.- An inquiry conducted into the extent to which the various programmes have reached the household during the last three years indicates that there has been increasing participation by the villagers in projects of common benefit like roads, school buildings and drinking water wells. But neither the increase in income nor the heightened social consciousness has been channelled into the institutions set up for recreation and social intercourse. The report recommends that the whole approach, content and technique of the programme in relation to the people's participation requires thorough examination.

The inquiry, which covered two aspects of the programme - agricultural practices and people's participation in community works and village institutions - shows that 50 per cent of the relevant households adopted improved seeds for food crops, paddy, wheat and jowar. For cash crops, cotton and sugarcane the percentages are higher. Facilities like the provision of finance, free supply, supply at the village, supply at low rates, supply on credit, preferential treatment, etc., have been offered to the people to induce them to adopt improved seeds. These facilities do not, however, seem to have played a very important role; much greater percentages of the relevant households adopted the improved seeds without facilities.

Co-operative movement. Referring to the co-operative movement, the report recommends that every possible attempt should be made to bring the poorer sections of the rural population within the fold of this movement. The policy of linking loans to credit-worthy purposes rather than to credit-worthy persons should be put into practice more effectively.

According to the report, the benefits of the co-operative credit societies continue to go mostly to the larger cultivators in the villages, who also play the dominant part in the panchayats.

(Indian Information (published by the Government of India), Vol. I, No.9, 15 June 1958, pp. 309-312).

Development of Public Sector Industries:
Co-ordinating Committee Constituted.

A notable development in the public sector industries has been the constitution of a Co-ordinating Committee with a view to facilitating the speedy development of the industries in this sector. Almost all the important industries in this sector reported a steady increase in production and, what is more, most of them have been engaged in expansion schemes which will considerably augment their production in the coming years.

The main objective of the Committee is to keep a constant and continuous watch over the progress of the industrial projects of Government and to find solutions for the common problems confronting them. It is being felt that the speedy development of the public sector industries would be further facilitated if the managements of different concerns could pool their experience. The Committee thus functions as a clearing house for the all important problems coming up before each of the units. It includes as members the chairman and managing directors of all the public undertakings, the financial representatives of the Boards of Directors and representatives of the Ministry of Labour. The main functions of the Committee are:- (i) to review the progress of all projects; (ii) to co-ordinate all training and production programmes of different undertakings; (iii) to discuss labour, financial, production and development policies; and (iv) to discuss research programmes.

(The Journal of Industry and Trade
(issued by the Ministry of Commerce
and Industry, Government of India,
New Delhi), Vol. VIII, No. 7,
July 1958, pp. 945-946).

Foreign Exchange Position: Finance Minister's
Statement on Second Plan Needs.

A survey of the foreign exchange difficulties facing the country in its attempt to implement the Second Five Year Plan was made by the Finance Minister, Shri Morarji Desai in the Lok Sabha on 13 August 1958. The Statement brings forth the following four major conclusions:

Firstly, the foreign exchange gap for the remaining period of the second Plan has now increased by 600 million rupees over the Planning Commission's earlier estimate, in May, of 5,000 million rupees, due largely to reduced export earnings caused by world recession.

Secondly, and this is encouraging - the average rate of weekly withdrawals from the sterling balances in the first seven months of 1958 has declined to about 40 million rupees from more than 70 million rupees during the corresponding period last year.

Thirdly, during the three months beginning on 1 October, the country will have to make do in respect of "most things" with the foreign exchange allocation for the preceding six months. But the quantum of foreign exchange that may be available for limited imports will not be known until September.

And fourthly, the Government has still under consideration a proposal to mobilize "idle gold hoards" in the country to overcome the foreign exchange shortage.

On the prospects of further foreign aid, the Finance Minister was understandably reticent. But the hope of a substantial inflow of assistance from abroad was implicit in his appreciative reference to the conference of the USA, the U.K., West Germany and Japan, called by the World Bank in Washington on 25 August.

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The Finance Minister also announced the Government's decision to strengthen India's economic representation in Washington and London.

Although Shri Desai stated that the second Plan "is and has to be constantly under review", he made it clear that the revised estimate of 5,600 million rupees of foreign exchange gap implied that the core of the Plan would be carried through and the needs of the country to maintain its economy and security would be met.

Two other crucial assumptions he mentioned in this connection were that food imports beyond the existing commitments would be under the PL 480 arrangements and that at the end of the second Plan the sterling balances would amount to 2,000 million rupees.

This did not mean, he said, that the balances would not go below this figure earlier. In fact today they stood at no more than 1,920 million rupees. But a minimum reserve of 2,000 million rupees at the commencement of the third Plan was considered essential.

As disclosed by the Finance Minister, the existing repayment liabilities amount to 7,500 million rupees. Of this, 1,100 million rupees will have to be repaid before the end of the second Plan, 3,400 million rupees during the third Plan and the rest subsequently.

Since fresh loans as assistance would obviously add to these liabilities, Shri Desai said, the servicing of these debts would have to be the first charge on the country's resources in future. This, according to him, was a serious task but not an impossible one.

(The Statesman, 14 August 1958).

37. Salaries.

India - August 1958.

Jammu and Kashmir: Committee to Enquire into
Pay Scales of Government Employees.

The Kashmir Government appointed on 16 August 1958, a pay commission with Shri Jialal Kilam, a former Judge of the State High Court, as Chairman to advise the Government on revising and rationalising the pay scales of Government employees in the State. The Commission is to submit its report to the Government in four months.

August
(The Statesman, 18 September 1958).

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Dearness Allowance payable to Bank Workers:
Bill introduced in Parliament.

A Bill to amend the Industrial Disputes (Banking Companies) Decision Act, 1955, was introduced in the Lok Sabha on 11 August 1958 by Shri Gulzarilal Nanda, Union Minister for Labour and Employment.

(For details, please see Section 71, page 60 of this Report).

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38. Housing.

India - August 1958.

Bombay: Annual Report on the Administration of
the Industrial Housing Scheme for the Year 1955-56.

According to a Report on the administration of the Industrial Housing Scheme for 1955-56^a, published by the Labour and Social Welfare Department, Bombay State, the total number of rooms available for occupation at the close of the year was 16,244 with 301 shops. The above accommodation was contained in 207 chawls, located in four different centres, DeLisle Road, Naigaum, Worli and Sewri. There was a great demand for conversion of residential rooms into shops but such demands were not granted owing to scarcity of residential accommodation.

Rates of Rents.- With effect from 1 December 1952, three different rates of rents came into force for single room tenements in Development Department Chawls at the four centres as shown below:-

Centre.	Standard Rate.			Increased Rate.			Economic Rate.			Remarks.
	Rs.	As.	P.	Rs.	As.	P.	Rs.	As.	P.	
DeLisle Road.	8	0	0	12	0	0	14	8	0	Extra rent of 1 Rupee per month is charged for all corner rooms at all centres.
Naigaum.	7	0	0	12	0	0	14	8	0	
Worli.	5	0	0	10	0	0	14	8	0	
Sewri.	7	0	0	12	0	0	14	8	0	

* Annual Report on the Administration of the Industrial Housing Scheme for the Year 1955-56, published by the Director, Government Printing, Publications and Stationery, Bombay State, Bombay, 1958. pp. 10; Price Rs.0.10.

The benefit of occupying rooms in Development Department Chawls on payment of standard rate of rent was withdrawn from 1 July 1952 to the new tenants, but the same benefits is still allowed in the case of regular tenants who are in continuous occupation of rooms prior to that date. As has been stated in the previous report tenancies of about 5,556 rooms which had gone into unauthorised occupation were regularised in the names of the actual occupants by charging increased or economic rates of rents as the case may be. It was further noticed that about 1,500 rooms had gone into unauthorised occupations, by the end of December 1955. In this connection Government has issued orders to regularise such of the cases which satisfy certain conditions laid down in the Government in the order referred to above. Action in such cases to regularise the tenancies is being taken under the Government Premises Eviction Act, 1955.

All the rooms and shops were occupied during the year. A few rooms which fell vacant or which were got vacated were allotted rent free to Class IV Government servants.

According to an approximate census taken in the month of August 1955, there were 102,540 persons residing in the four centres. The specific death rate works out 11.7 per thousand as against 13.0 of the previous year. The sanitation of the chawls was satisfactory, although want of adequate water supply to the chawls adversely affected it to a certain extent. No epidemics of any kind were prevalent in the chawls during the year under report.

Amenities.- Free medical aid and primary education, recreational facilities such as gymnasium, indoor and outdoor games, reading rooms and libraries, visual instructions through magic lantern shows, health advice etc., are being provided by a number of institutions, like the Bombay Mothers and Children Welfare Society, Naigaura Social Service Society, Bombay Municipality, Bombay Education League, Blind Relief Association and the Labour Welfare Board working in the four centres.



Industrial Housing in Madras: Government's Plans
outlined.

A meeting was held at Madras on 1 August 1958, to discuss the question of providing housing facilities for industrial workers. The meeting was attended, among others, by the representatives of employers and employees, Shri R. Raman, Additional Secretary, Department of Industries, Labour and Co-operation and Shri V. Balasundaran, Commissioner of Labour. Shri R. Venkataraman, Minister for Industries and Labour, inaugurating the conference, expressed the hope that there would be no necessity so far as this State was concerned for legislative action requiring employers to provide houses for their workers.

After referring to the recommendations of the Indian Labour Conference and the Labour Ministers' Conference, the Minister observed that at the Labour Ministers' Conference held in May 1958, it was suggested that the Government should seriously consider the question of enacting legislation requiring employers to provide houses for their workers. The Mysore State had such a legislation. Under the Mysore Act, employers were required to contribute 4 per cent of the total wage bill to a Labour Housing Corporation which undertook the construction of houses for workers. "So far as this State is concerned", the Minister stated, "I entertain a real hope that there will be no necessity for legislative action and that we can arrive at some concrete decisions in regard to a programme for the construction of houses for industrial workers and that such a programme will be implemented with energy and enthusiasm. This is, of course, a problem that has to be tackled by the Government, by the local bodies, by the employers and by the workers themselves. What is done by the Government can at best serve only as a source of encouragement. Without the co-operation of private employers, tangible results cannot be achieved."

So far as the State Government was concerned, he said, they had constructed about a thousand houses at a total cost of about 3 million rupees, of which a substantial sum had to be borne by the State Government over and above the loan and subsidy sanctioned by the Government of India. The State Government had also sanctioned ten schemes for the construction of 1,108 houses at a cost of 3,684,000 rupees. Thus, during the First and Second Five-Year Plan periods, a little over 2,000 houses would have been constructed by the Government. In regard to Co-operatives of workers, sanction had been accorded for the construction of 194 houses at a cost of 438,000 rupees. Additional schemes for the construction of 327 houses at a cost of 846,000 rupees were expected to be sanctioned making a total of 521 houses under this head.

"The response from private employers in this State", Shri Venkataraman observed, "has, however been very poor. Only 10 employers have so far availed themselves of the concessions rendered under the scheme for the construction of 550 houses. This may be compared with 2,376 houses in Bihar, 2,337 houses in Mysore and 2,036 houses in Bombay. The number of houses sanctioned for construction by employers in this State works out only to 4.3 per cent of the total number of houses sanctioned under the scheme for the whole of India. Thus, the employers in this State are lagging far behind their competitors in other States and are also losing the financial assistance made available by the Government of India. About 35 private industrial establishments in the State employ more than a thousand workers each. These establishments between them employ about 100,000 workers. These establishments, it is, however, found that only about 7,000 workers have been provided with houses."

There was then a discussion in which those present participated.

(The Hindu, 2 August 1958).

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

INDIA - AUGUST 1958.

41. Agriculture.

Progress of Land Reforms in States: Minister's
Statement in the Lok Sabha.

Replying to a question in Lok Sabha on 14 August 1958, Shri S.N. Mishra, Deputy Minister of Planning said that certain land reforms have been introduced in eight States in the country and comprehensive tenancy legislation was under the consideration of a number of State Governments.

According to the statement, comprehensive tenancy legislation was under the consideration of the Andhra State Government, which also proposed to introduce a Bill seeking to impose a ceiling on future acquisition as well as existing holdings throughout the State.

In Assam, the rights of higher class intermediaries (zamindars) had been acquired throughout the Goalpara district. Acquisition of tenures of the second class of intermediaries is in progress. Ejection of tenants has been stayed and the legislation prescribing a ceiling on holdings has been enforced.

In Bombay State, amendments have been made in the Bombay tenure abolition laws and the tenancy laws to facilitate implementation.

The Kerala Government has already introduced the Kerala Agrarian Relations Bill in the State legislature and it has been referred to a select committee.

In Madhya Pradesh, the question of abolition of zamindaris and inams in the Madhya Bharat area of the State is under the consideration of the State Government. Other intermediary tenures have already been abolished.

Comprehensive tenancy legislation, providing for uniform land laws throughout the State, is also under the consideration of the State Government. Meanwhile, stay of ejectment of lessees in ryotwari areas of the Madhya Bharat region has been extended. Fixation of a ceiling on future acquisition of land is also being considered by the Government.

In Madras, the statement says, the question of imposition of a ceiling on future acquisition is under the consideration of the State Government.

In Orissa, legislation for the abolition of intermediaries is being implemented.

In Punjab and PEPSU laws have been amended to provide safeguards for tenants from devices adopted by landlords to evade the provisions of tenancy laws.

Provision has also been made for imposition of a ceiling on future acquisition at 30 standard acres or 60 ordinary acres (in case of displaced persons 50 standard acres or 100 ordinary acres) in the former Punjab area.

Provisions for a ceiling on future acquisition as well as existing holdings already exist in the PEPSU area. Rules have been framed for implementing the ceiling provisions.

In Rajasthan, the Rajasthan Land Reforms and Resumption of Jagirs Act has been amended so as to provide for resumption of jagirs held by charitable institutions, or for performance of religious services as well. The institutions will be paid annuities equal to their existing net income in lieu of compensation.

Jagirs' Resumption.- Resumption of jagirs is in progress. Jagirs with rental income of 29.8 million rupees have been resumed (the total rental income of all jagirs is estimated at 32 million rupees).

The question of abolition of zamindari and biswadari tenures is under consideration of the State Government.

In the Ajmer area, abolition of intermediaries is in progress and estates with a total rental income of 1.469 million rupees have been resumed (the total rental income of all estates is 1.53 million rupees).

With a view to securing uniformity of laws throughout the reorganised State of Rajasthan, the Government of Rajasthan has extended the Rajasthan Tenancy Act, 1955, and the Rajasthan Land Revenue Act, 1956, to the former Ajmer area, the Abu area of Bombay and the Sunol area of former Madhya Bharat State.

In

the West Bengal, legislation for a ceiling on holdings is being implemented. A total of 15,000 acres of surplus lands have been taken possession of by the State Government. The total surplus area is expected to be 400,000 acres.

The West Bengal Land Reforms Act, 1955, has been amended to provide for restoration of a bargadar (crop-sharer) dispossessed in contravention of the provisions of the law.

(The Statesman, 15 August 1958).

Bombay Inams (Kutch Area) Abolition Bill, 1958.

The Government of Bombay published on 14 August 1958 a Bill seeking to abolish certain inams (land tenure) in the Kutch area of the State. According to the Statement of Objects and Reasons of the Bill, about two-thirds of the area of the former State Kutch is covered by jagirs and inams of various kinds. Although Kutch became part of India in 1948, steps have still to be taken to abolish jagirs and inams in it. A draft Bill to abolish them in Kutch was under the consideration of the Government of India before reorganisation but could not be finalised in time.

The Jagirs in Kutch are of various kinds, such as grasdari, mulgirasi, bhayati, danodi, etc., and the inams are also of a varied nature, such as kamipasa lands, Varduka villages, Dharmada inams, etc. Government is already committed to a policy of abolition of the rights of intermediaries and in accordance therewith Government proposes to abolish these jagirs and inams and convert the jagirs and inam lands into ordinary unalienated lands. Hence this Bill.

Clause 4 provides for the abolition of inams and the extinguishment of the rights and incidents thereof. Under clause 5 the inam lands, are made liable to pay land revenue to Government in accordance with the provisions of the Bombay Land Revenue Code applied to Kutch and the rules thereunder. Clauses 6 and 7 provide for the regrant of the resumed inam lands. In clause 9, provision is made for the payment of a secured debt from the occupancy price payable to the inamdar in respect of the land held by a ret butadar or a tenant. Under clause 10, roads, paths, lanes, waste and uncultivated lands, pasture lands, mines and minerals, etc., are vested in Government subject to the rights of persons other than the inamdars. Clauses 12, 13 and 16 provide for the payment of compensation to the inamdars and others for the abolition of their rights. Under clause 14, provision is made for the satisfaction of secured debts from the compensation amounts payable to the inamdars.

Other clauses provide for incidental matters, such as the manner in which enquiries into claims for compensation should be held, circumstances and the manner in which appeals should be preferred against the orders of the Collector in the matter of compensation, payment of compensation amount, recovery of records, etc. These provisions are on the lines of the provisions contained in the Land Tenure Abolition Acts prevailing in the pre-Reorganisation State of Bombay.

(Bombay Government Gazette,
Part V, 14 August 1958,
pp. 571-583).

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44. Merchant Marine and Fisheries.

India - August 1958.

New Pay Scales for Port and Dock Workers: Central Government accepts Recommendations of Enquiry Committee.

The Government of India published on 21 July 1958, a Resolution on its decisions on the recommendations of Shri P.C. Chaudhuri, Officer on Special Duty, who was deputed to undertake an enquiry into the various demands of port and dock workers. The Government has generally accepted the pay scales recommended in the Chaudhuri Report for Class III and Class IV employees of major ports. In agreement with the unions of the port and dock workers, a committee is being set up immediately to undertake the work of categorisation and classification of the workers and fit them into the new pay scales.

The terms of reference finalised in November 1956, were as follows:-

- (i) to enquire into the disparities and anomalies in the scales of pay and allowances of Class III and Class IV employees of the Major Ports and to make recommendations for the rationalisation of the pay structure of the various categories, in the light of the recommendations made by the Central Pay Commission (1947) for Central Government employees of comparable status. The recommendations were to aim at bringing about as large a measure of uniformity as possible in the pay scales of posts of the same category in all the Major Ports, provided the duties were the same, on the principle of equal pay for equal work;
- (ii) to enquire into and make recommendations regarding the conditions of service of port and dock workers in matters relating to:-
 - (a) working hours, including duration of night shifts;
 - (b) weekly off and holidays, including the rates of payment for work on those days;
 - (c) payment for work beyond normal duty hours;
 - (d) leave rules;
 - (f) retirement benefits;

(iii) to examine the feasibility of reducing to the minimum the number of casual shore workers employed in the major ports and workers employed through contractors, and to suggest modifications, where required of departmental schemes of decasualisation of shore workers;

(iv) to enquire into disparities, if any, between wages of permanent workers employed by the port authorities on time rate on the one hand and the temporary and casual workers on the other; and between the shore labour on time rate and stevedore labour on time rate.

The Officer on Special Duty was required to submit an interim report on matters covered by item (ii) above.

ShriChaudhuri submitted the interim report on retirement benefits etc., on the 5 July 1957, and a final report (incorporating the interim report as Part III) on 1 September 1957. In July 1957, the Government of India had assured the labour unions that their representatives would be given an opportunity to express their views on the recommendations of the Officer on Special Duty before Government finalised its decisions. Accordingly, copies of the Officer on Special Duty's Report were made available confidentially to the Labour Unions and the employers. The Officer on Special Duty's recommendations have been discussed by the labour unions with each Port Administration. The Government of India has also discussed them both with the representatives of the labour unions and the Port Authorities. The Report is in three parts: Part I deals with the rationalisation of pay scales, Part II deals with decasualisation of shore workers, and Part III deals with retirement benefits and certain other service conditions.

Shri S.K. Patil, Union Minister for Transport and Communications, explained the decisions of the Government at a press Conference. He said that the rules for decasualisation of labour had been liberalised. Referring to the decisions as a whole, he said, the maximum possible had been done for the workers.

Retirement benefit is another important issue, Shri Chaudhuri investigated. The Government has decided to hold over this question for final decision till the receipt of the Second Pay Commission report. An assurance, however, has been given to the workers that any betterment of retirement benefits, that may be decided upon for their employees, will be extended to them as well. For piece-rate workers, an interim advantage has been given.

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The scales of pay, announced today, cover the categories of workers drawing between 30 rupees and 300 rupees. Scales rising above 300 rupees upto 500 rupees will be indicated later in a resolution announcing the setting up of the categorization committee.

It is estimated that these decisions will entail an increase in the wage bill by 2.5 million rupees per year for all the ports until the implementation of the decisions of the report of the Second Pay Commission.

Major decisions.- The following are some of the important decisions announced in the resolution on the Chaudhuri Report:

The committee undertaking the work of categorization and classification of workers will consist of a chairman, two representatives of labour and two officers familiar with the working of ports and railways. The committee's decisions are to be binding on the port authorities and the labour.

The revised pay scales that may be recommended by the committee will be brought into force with retrospective effect from October 1957. Employees put on revised scales will receive an increase in pay not less than the last increment drawn. Where scales of pay are higher than those recommended by the committee, the higher scales will continue to apply.

The port authorities are to be requested to examine the feasibility of extending the system of payment by results to certain categories not now covered.

New Formula.- As regards decasualisation of shore workers employed in ports, the Government of India has decided upon a formula for determining the strength of permanent or "A" category workers based on a decision of the Labour Appellate Tribunal. Provision has also been made for fixing the strength of "B" category on a liberal basis. In revising the labour strength of the recommended formula, care has been taken to see that no reduction is made in either category.

"B" category workers will get a uniform attendance money of 1 rupee per day on days on which they attend and no work is offered to them. The attendance money of "A" category workers has been fixed at 1 rupee 8 annas at all the ports, except that where they are higher, the higher rates will continue to remain.

The recommendation regarding equalization of wage rates of "A", "B" and "C" categories of workers has been accepted.

The Government of India has not found it possible to accept, while the Second Pay Commission is in session, Shri Chaudhuri's recommendation relating to the enhancement of the rate of contribution to provident fund and gratuity. This question has been held over until receipt of the recommendations of the Second Pay Commission but the Government has assured the port and dock workers that any betterment of the retirement benefits that the Government may decide upon for its employees on the recommendation of the Second Pay Commission will be extended to the port and dock workers as well.

As an interim measure however, it has been decided that workers coming under piece-rate schemes should be given improved retirement benefits in the shape of counting the "processing allowance" admissible to workers under the piece-rate scheme for contribution to both provident fund and gratuity. This is expected to result in an improvement of the existing benefits admissible to these workers by about 25 per cent.

The Government are recommending to the port trusts the appointment of a committee, including a labour trustee, to advise on all cases in which proposals for withholding employer's contribution to provident fund or gratuity may come up for any reason whatsoever.

Payment for holidays.- The decisions include the improvement of benefits of payments for work on holidays and on the weekly off day, as well as for overtime payment. In particular, excepting those workers whose work is of an intermittent character, employees in the ports of Cochin, Visakhapatnam and Kandl/will, hereafter, receive payment for overtime work at double the ordinary rates of wages in the same manner as corresponding employees in the port trusts of Calcutta, Bombay and Madras.

The resolution includes a suggestion for the consideration of the port authorities whereby certain problems relating to night work can be solved by equating an hour's work done at night to more than an hour's work done by day, according to the practice prevailing in the Posts and Telegraphs Department.

The decisions relating to equalization of leave benefits of Class III and Class IV staff are to be given retrospective effect from 1 July 1957, which is the date on which it was applied in the port of Bombay.

The modifications accepted in regard to leave also include the grant of 21 days of casual leave and paid holidays taken together to certain categories to whom such benefits are not now available.

New Scales.- The following are the pay scales, as stated in the Government resolution, into which the workers are to be fitted in:-

The employment which do not require any skill or learning for initial employment - 30-1-35 rupees.

Semi-skilled or unskilled supervisory - 35-1-50 rupees.

Semi-skilled or basic tradesman or higher grades of unskilled supervisory - 40-1-50-2-50 rupees and 40-2-50 rupees.

Skilled (long grade), lower clerical (indoor and outdoor) or lower professional - 60-3-81-EB-4-125-5-130 rupees.

Skilled, Grade III - 60-5/2-75 rupees.

Skilled, Grade II - 75-3-105 rupees.

Skilled, Grade I or technical - 100-5-130 rupees.

Highly skilled (Grade II), skilled supervisory, higher clerical (indoor and outdoor) or technical subordinate - 80-5-120-EB-8-160 rupees.

Higher clerical, clerical supervisory (indoor and outdoor), technical supervisory or technician - 80-5-120-EB-8-200-10/2-220 rupees.

Highly skilled (Grade I) or technical or skilled supervisory or professional - 100-5-125-6-155-EB-6-185 rupees.

Higher technical or supervisory - 100-8-140-10-200-EB-10-300 rupees.

Higher technical or technical supervisory or outdoor supervisory or employments involving special responsibility - 150-7-185-8-225 rupees.

Higher ministerial or higher technical or supervisory - 160-10-300 rupees.

Scales rising above 300 rupees up to 500 rupees will be indicated later in a resolution announcing the setting up of the committee referred to in the resolution.

(The Gazette of India, Extraordinary, Part I, Sec. 1, 21 July 1958, pp. 721-739; The Hindustan Times, 21 July 1958)

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CHAPTER 5. WORKING CONDITIONS AND LIVING STANDARDS.

INDIA - AUGUST 1958.

50. General.

Labour Conditions in the Cotton Ginning and Baling Industry.

This review, which is based on an article, published in the Indian Labour Gazette, Vol. XVI, No. 1, July 1958, is the result of socio-economic survey conducted by the Labour Bureau in the cotton ginning and baling industry.

The cotton ginning and baling industry is easily the most important seasonal industry of the country. In many places, cotton ginning and baling operations are combined with other, like, oil milling, rice milling or flour milling. A questionnaire was issued by the Labour Bureau in January 1957, to 268 units in the industry, but information was received only from 111 units.

Employment.- According to the information available, there were, in 1956, 2,128 units in the cotton ginning and baling industry in India. A total of 1,530 units submitting returns under the Factories Act, 1948 for 1956, employed 104,626 workers. The largest concentration of the industry was in Bombay State which accounted for more than 50 per cent of the units and for more than 70 per cent of the workers employed. Next in importance was the State of Madhya Pradesh with 392 factories. Madras and Punjab employed 10,496 workers in 214 units and 9,317 workers in 188 units respectively.

During the course of the present Survey 94 units have furnished information relating to employment which shows that 11,067 workers were employed as on 31 January 1956. Of these, 24.8 per cent were employed in the units located in Madhya Pradesh, 19.7 per cent in Rajasthan, 14.2 per cent in Bombay and 10.7 per cent in Madras.

Direct Labour and Contract Labour.- Taking all the States, direct labour formed 57.9 per cent of the labour force, the remaining 42.1 per cent being contract labour. No contract labour was employed in one unit each in Bihar and West Bengal and two units in Kutch. Direct labour was predominant in the States of Andhra (95.2 per cent), Bhopal (86.8 per cent), Bombay (82.0 per cent), Uttar Pradesh (81.8 per cent), Hyderabad (80.5 per cent), Punjab (79.1 per cent) and Madhya Bharat (78.7 per cent). Contract labour constituted 90.3 per cent of the labour force in Rajasthan and 81.9 per cent in Saurashtra. Contract labour was generally engaged in weighing, stacking, baling, gin feeding, carrying kappas and cotton cleaning. It has been reported by 49 units, that contract labour enjoyed the same privileges as direct labour.

Sex classification.- Men formed 64.3 per cent of the total employment in the industry, while the remaining 35.7 per cent constituted of women workers.

Time-rated and Piece-rated Systems.- Information relating to the number of time-rated and piece-rated workers among direct labour is available in respect of 46 units employing 3,732 workers. 50.6 per cent of the labour employed in these units were time-rated and the remaining 49.4 per cent were piece-rated. Almost all the workers employed in the units in Rajasthan and Uttar Pradesh were paid piece-rates. This system was significant in Bombay (72.7 per cent), Madhya Pradesh Bharat (65.4 per cent) and Assam (58.5 per cent). Almost the entire labour employed in Hyderabad and Bhopal were paid time-rates.

Permanent, Temporary and Casual labour.- Taking all the States together, 19.9 per cent of the total labour was permanent, 54.4 per cent temporary and 25.7 per cent casual.

Length of Service of Direct Labour.- Considering all the States together, workers having service below one year formed 60.9 per cent of the total. Those having service between 1-5 years, 5-10 years and above 10 years constituted 15.1 per cent, 9.3 per cent and 12.0 per cent respectively of the total. Taking individual States separately, it may be mentioned that practically the entire labour in one unit in Bihar and 4 units in the Punjab had less than one year's service. 55.6 per cent of the direct labour in Madras and 43.7 per cent in Andhra had put in more than 10 years' service.

Labour turnover and absenteeism.- Due to the seasonal nature of the industry, it is rather difficult to assess the accuracy of the data relating to turnover and absenteeism. The available information is in respect of 32 units for 1955, and shows that the highest absenteeism was recorded by one unit in Bhopal during the months of August (48.5 per cent), September (46.7 per cent) and June and July (31.2 per cent). In Uttar Pradesh, one unit recorded 24.4 per cent of absenteeism during December. Absenteeism was also high in 7 units in Madhya Pradesh where it was 25.4 per cent in January, 24.8 per cent in February and 26.8 per cent in March. In Madhya Bharat also, absenteeism was 26.8 per cent in December, 1955. Reasons for these high rates of absenteeism are not available.

Wages and earnings.- Information regarding basic wages and dearness allowance is available in respect of 76 units. The monthly basic wages paid to workers ranged from a minimum of 11.00 rupees in Madhya Pradesh to a maximum of 56.00 rupees in Rajasthan.

Of the 76 units, only 21 paid separate dearness allowance to their employees. Among these units, 7 in Madras paid it according to the consumer price index numbers for Madras City at the rate of 3 Annas per point above 100 in 6 units and 1/6 annas to 2/6 annas per point above 100 in another unit. The remaining units paid dearness allowance at a flat rate. Fifty-five units paid consolidated wages to their employees.

Due to the unorganised nature of the industry, the Governments of Bombay and Madhya Pradesh had extended the provisions of the Minimum Wages Act, 1948 to the industry and fixed the minimum rates of wages for different categories of workers. The rates fixed for the lowest paid workers are given below:-

State	Category of workers	Minimum basic wage (all inclusive)
Bombay	Unskilled(light)	Rs.27/8/- to Rs.60/- per month (Varying with Zones).
Madhya Pradesh.	Gin Feeder	Rs.1/- to Rs.1/2/- per day (Varying with Zones).

Only 4 units - 2 in Bombay and one each in Uttar Pradesh and Madhya Bharat were paying certain other allowances to their workers. In the Bombay and Uttar Pradesh units, fuel and firewood was supplied free of cost whereas in the Madhya Bharat unit fuel allowance of Rs.4/- per month was given to certain categories of workers.

Bonus.- Twenty-three units - 9 in Madras, 5 in Madhya Pradesh, 2 each in Andhra and Saurashtra and one each in Bombay, Uttar Pradesh, Rajasthan, Hyderabad and Madhya Bharat paid bonus to their workers.

Eight units - 5 in Madhya Pradesh, 2 in Andhra and one in Madras paid incentive bonus to their workers. One unit in Andhra paid incentive bonus to its permanent workers on completion of one year's service, the rate of bonus varying from one to four months basic salary according to efficiency of worker. The other unit paid at the rate of 4 annas per bale of cotton to those who pressed in excess of 90 bales per day. Three units in Madhya Pradesh paid one month's salary as incentive bonus to their workers. One unit in Madras paid incentive bonus at the rate of 4 annas per bale pressed in excess of 100 bales per day.

Fourteen units - 8 in Madras, 2 in Saurashtra and one each in Bombay, Andhra, Bombay, Uttar Pradesh and Madhya Bharat paid profit bonus to their workers. The amount of such bonus paid varied from half a month's salary to 4 months' basic wages for the year 1955-56.

Hours of Work, Rest Interval, etc.- In all the units, working hours were 8 per day, except for 2 units in Madras and one in Bombay where working hours were 9 and 7 per day respectively. The period of rest intervals granted varied from half an hour to 2 hours daily. The daily spread over of working hours ranged from 8-1/2 to 12 hours per day. Night shifts were worked in 38 units - 12 in Bombay, 10 in Madhya Pradesh, 4 in Madras, 2 each in Assam, Rajasthan, Hyderabad, Madhya Bharat and Saurashtra and one each in Uttar Pradesh and Punjab. The working hours in the night-shifts varied from 4 to 9.

Leave and Holidays with Pay.- Only 69 units had furnished information relating to annual leave and holidays with pay. Among these, 19 units granted leave according to the provisions of the Factories Act. In the remaining units, this leave (privilege) varied from 4 days in Madhya Pradesh to 47 days in Uttar Pradesh (to watch and ward staff only). Seven days' casual leave was granted in 2 units, one each in Andhra and Madhya Pradesh. One to four weeks' sick leave was granted in two units only - one each in Andhra and Bombay. Weekly day of rest was granted in 26 units. Annual holidays granted varied from 2 days in Bombay to 36 days in Punjab (to monthly paid workers). All gazetted and public holidays were allowed in three units - one each in Rajasthan, Hyderabad, and Madhya Bharat. Only one unit in Andhra was granting 10 days' religious and festival holidays to their workers.

Standing Orders, Works Committees, etc.- Of the total units surveyed, only 22 units - 8 in Madras, 6 in Madhya Pradesh, 3 in Hyderabad, 2 in Andhra and one each in Bombay, Madhya Bharat and Saurashtra had certified Standing Orders. One unit in Saurashtra reported that necessary steps were being taken to frame the standing orders.

Works Committees were functioning in 15 units - 9 in Madras and one each in Andhra, Bombay, Madhya Pradesh, Punjab, Madhya Bharat and Saurashtra. Only two units, one each in Assam and Saurashtra, had appointed Welfare Officers to look after the recruitment and general welfare of the workers.

Trade Unions.- There is no effective trade union activity so far as the workers in this industry are concerned. Only 3 units, one each in Madhya Pradesh, Madhya Bharat and Saurashtra, reported to have registered union which were also recognised by the managements.

Housing.- Housing accommodation was provided to workers in 52 units. The percentage of workers housed varied from unit to unit and in some cases houses were provided only to a limited categories of workers. The percentage of workers housed varied from 1 per cent in Assam to 38 per cent in Madhya Pradesh.

Welfare.- Canteens were provided by 7 units only, 3 in Madras and one each in Bombay, Madhya Pradesh, Uttar Pradesh and Madhya Bharat. Creches were provided by 9 units - 6 in Madras, and one each in Andhra, Rajasthan and Punjab. Rest shelters were provided in 25 units - 6 in Madras, 5 each in Hyderabad and Bombay, 3 in Kutch, 2 in Madhya Pradesh and one each in Andhra, Rajasthan, Uttar Pradesh and Madhya Bharat. Educational facilities existed only in two units, one each in Bombay and Madhya Bharat. Grainshop and cooperative society existed only in one unit in Madhya Bharat. Washing places for workers were also provided in 17 units.

Medical facilities.- Medical facilities had been provided by 53 units. Madhya Pradesh and Saurashtra maintained free dispensaries and a few of them had engaged the services of local doctors also.

Provision for future.- Contributory provident funds schemes existed in 10 units only - 4 in Madhya Pradesh and 2 each in Bombay, Andhra and Hyderabad. The membership was generally open to permanent workers only. In almost all these units, employers and employees contributed an equal amount towards the fund.

Gratuity schemes existed in 13 units - 6 in Madras, 3 in Madhya Pradesh and 2 each in Andhra and Hyderabad. In the Madras units, the gratuity schemes were purely discretionary. In the other States, 1/2 month's salary (in Andhra unit) to 15 months' basic salary (in Madhya Pradesh unit) was paid to workers on death, disability, retirement or termination of service.

(Indian Labour Gazette, Vol.XVI,
No.1, July 1958, pp.19-40)

53. Women's Work.

India - August 1958.

Employment of Women 1901-1956: Study published*

According to a joint study, undertaken by the Labour Bureau, Government of India and the Labour and Employment Division, Planning Commission, the trends in employment of women since 1901, the number of working women declined from 43.0 million in 1911 to 40.7 million in 1951 while the women population during the same period increased from 149.9 million to 173.4 million. In other words, there was a decrease of about 2.3 million working women as against the actual increase of 23.5 million women population.

The study is divided into four sections; the first deals with the historical aspects of the employment of women and covers the period 1901 to 1951; the second covers the period 1951-1956 and the third sums up the situation in other countries. The main conclusions of the study have been summarised in the last section. The statistical tables which have been interpreted in the study form an appendix to the study.

The study states that the divergencies in the terms and their connotations used in different Census operations, make the comparability of data in respect of women's employment during 1901-1951 extremely difficult. For example in the 1931 Census of Madras complication was created by the instruction that, "house-keeping might be entered among the occupations of the dependents. This gave rise to much trouble and misconception.
~~which~~

* Women in Employment (1901-1956): A joint study by Labour Bureau, Simla and Labour and Employment Division, Planning Commission, August 1958.

House keeping in certain circumstances is undoubtedly an occupation as much as book-keeping is but it was difficult to confine entries to the correct interpretation and it would be better in future census to separate such entries. As a result the domestic service entries at this census seem enormously ~~sw~~ swollen as compared with those for 1921 and routine comparison is not possible." Again, the Travancore report for 1931 says: "for the present census the Imperial Code has laid down that a woman who keeps house for her husband should be shown as working dependent and her occupation as house-keeping. In a subsequent circular issued by the Census Commissioner for India it has been pointed out that, as there is no head of housekeeping in the occupation list, persons earning a livelihood by house-keeping should be shown under 'domestic service', but that only those women who do actual manual work at house keeping should be so shown that women who only superintend should be shown ~~and that women who only su~~ as non-working dependents. In the State large numbers of housewives do active manual work and they have been recorded as working dependents under domestic service." The position in Mysore was no better and the same type of confusion prevailed there also.

According to the Study, the proportion of female workers in non-agricultural activity has been going down, more or less, steadily. In agriculture, the position is somewhat different in so far as during the decades 1901-1911 and 1911-1921, the participation of female workers in agriculture actually increased even in relative terms. The distribution of working females, broadly, in agriculture and non-agriculture is revealed in the following table:-

(Figures in Thousands)

Year	Total classi- fied popula- tion.	Total classi- fied female workers.	Female workers in agriculture.	Female workers in non-agricul- tural sectors.
1901 --	236,054	39,685	25,436 (10.8)	14,249 (6.0)
1911 --	249,559	42,635	29,710 (11.9)	12,925 (5.2)
1921 --	248,713	41,292	29,288 (11.8)	12,004 (4.8)
1931 --	275,912	37,806	25,588 (9.3)	12,218 (4.4)
1941 --	314,876	32,152	16,922 (5.4)	15,230 (4.8)
1951 --	356,628	41,743	31,244 (8.7)	9,912 (2.8)

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The number of women workers as cultivating labourers have fluctuated violently with an overall increase during the five decades. It may be interesting to note that the number of such workers increased during the decade 1921-31 as against a substantial decline in the number of women engaged in cultivation. The decrease in this decade can be ascribed to the low ebb of economic activity in the country about the year 1931.

Looking at the changes in relative terms (per 10,000 of population), it has been found that women's participation in cultivation of land and their working as cultivating labourers have not undergone significant changes, although there are important variations from one decade to the other. Their importance as rentiers in society has been considerably reduced. Except in transport services, where women's participation has been around 3 per 10,000 of total population in the country, their engagement in all other non-agricultural pursuits has gone down in relative terms. Again, there has been greater loss of work opportunities in non-agricultural sectors of the economy than in agriculture with the result that women's dependence on agriculture as a means of livelihood has increased.

During the 50-year period, increases had taken place in women's employment in coal mining, tobacco, iron and steel and non-ferrous metal industries, transport equipment, bricks, tiles and other structural clay products, furniture and fixtures, paper and paper products, printing and allied industries, educational services and research, municipalities and local boards, hotels, restaurants and tea houses and legal business services. Their employment, however, recorded a decrease in miscellaneous food industries, grains and pulses, non-metallic mineral products, retail trade in fuel, sanitary works and services and laundry and laundry services.

Employment position during 1950-56.— The position of women's employment in factories governed by the Factories Act, 1948, is presented in the table below:—

Average daily employment in the Factories
(in thousands)

Year.	Total No. of employees.	No. of Women employees.	Percentage of women to total.
1950 --	2,504.4	281.9	11.25
1951 --	2,535.5	290.0	11.43
1952 --	2,567.5	278.4	10.84
1953 --	2,528.0	269.9	10.67
1954 --	2,589.8	285.2	11.01
1955 --	2,690.4	295.1	10.96
1956 --	2,882.3	301.4	10.45

(Source: Statistical Abstract of India, 1957).

According to the study, the trends in women's employment in the different industrial groups are not uniform. In some cases, their employment level has been, more or less, stationary over the period 1950-56, in other cases it has been increasing, and in still other cases there has been an actual decline. For example, there has been substantial increases in women's employment in the two industrial groups viz., tobacco and chemicals and chemical products but employment has substantially gone down in wood and furniture industries, paper and paper products, basic metal industries and textiles.

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Textiles.- In the textile groups, the decrease in jute industry is marked, in so far as women's employment decreased from 37.5 thousands in 1950 to 21.4 thousands in 1956. [The employment position in 'bidi' and match industries has been good. There has been a significant fall in women's employment in cashewnut industry and in tea factories.

Mining and Quarrying.- Another important organised section sector which provides considerable employment to women is mining and quarrying. Over a period of five years there has been a net increase of about 29,000 in the employment of women in mining and quarrying. The peak of employment of women in mines was reached during 1953 when the figure stood at 1,27,000. This was partially due to a very substantial increase in the employment of women in manganese ore mining during that year. Other changes in this sector have been that women's employment in coal mining industry has substantially and steadily gone down by about 12,000 or 21 per cent of the employment in 1950. Their employment in mica mining has been very unsteady as the total employment at the end of 1956 was 2,683 as against 7,188 at the end of 1951. On the other hand, women's employment in manganese ore and iron ore mining has steadily gone up, the increase being from about 16,000 at the end of 1950 to over 44,000 at the end of 1956, ~~in~~ ⁱⁿ manganese ore and from about 6,000 to a little over 10,000 for iron ore during the same period. In the remaining segments of mining, no clear trend is established.

Plantations.- Plantations provide considerable employment to women in the country. The percentage of women workers in the total tea plantations labour force in Assam has remained, more or less, constant; but there is a substantial decline in women's employment from 2,48,000 in 1950-51 to 1,66,000 in 1956-57, which is of the order of 33 per cent. This has to be seen in the context of the decline in the overall employment of both males and ~~small~~ females from 521,000 in 1950-51 to 349,000 in 1956-57 which measures up to the same extent, i.e. 33 per cent.

Recent data collected by the National Sample Survey in connection with its 'Survey of Manufacturing Industries' reveals that the women employment is more common in medium size establishments, i.e. establishments with a complement of between 100 and 500 workers. If as has been pointed out earlier, the percentage of women employed to the total is in the neighbourhood of 10 to 11 per cent, it is only factories employing about 300 and more workers that would have 50 or more women working.

In view of the medium size establishments having a fair proportion of women in their employment on the basis of the past experience, it may be appropriate to forecast that in the units that are coming up there will be sufficient opportunities for employment of women.

As would be seen from the earlier analysis, women workers are concentrated in agriculture and allied economic activities which account for about 82 per cent of the total women working force. With ^{the} limited industrialisation that has taken place in the country during the last few decades women have been able to find place in many organised industries. Their strength in these industries has, of course, been much less than that in the home industries which have been replaced in the process of mechanisation. It may however be interesting to note that in some of these new industries women workers form a very large proportion of total employment in them.

For example, groundnut decorticating industry is essentially a women's industry and in tobacco products and matches etc., their proportion is considerable.

In addition to women in public life, one finds a greater proportion of them occupying positions of teachers, nurses, radio officials, village workers and social education workers, lawyers and magistrates, professional social welfare workers, business assistants, shop assistants, telephone operators and so on. The number of women in Central Government service which was a few hundreds in 1947, has increased substantially and to-day there are about 20,000. The same phenomenon has occurred in the State Services. It is expected that as industrialisation gathers further momentum and with it the tertiary sector including trade and commerce develops, a large number of women will find employment in social services, recreation and entertainment services, clerical occupations, salesmanship, etc., in addition to fields which they have occupied to far.

International trends.- This section of the study contains a summary of the article "Women in Labour Force" which appeared in the International Labour Review, March 1958.



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56. Labour Administration.

India - August 1958.

Assam: Working of the Factories Act During 1956*

Number of factories and workers employed.- During the year under report the total number of registered factories numbered 1,095 as against 1,021 in the previous year. Seventy-five new factories were registered while one factory was struck off. Out of the total of 1,095 factories, 1,069 were registered under Section 2(m)(i), four under Section 2(m)(ii) and 22 under Section 85.

Out of the total of 1,095 registered factories, 1,035 factories were working during the year, 1,014 of which were factories as defined under Section 2(m)(i) and 2 and 19 were factories under Section 2(m)(ii) and Section 85, respectively.

The average number of workers employed daily in 921 working factories which submitted returns was 71,212 during the year and the estimated average daily number of workers employed in 114 working factories which did not submit returns was 3,450, bringing the total average daily number of workers employed in all the working factories to 74,662 (including the estimated figures). This represents an increase of 1,349 over the previous year's average daily number of workers of 73,313.

Inspection of Factories.- The officers of the Inspectorate carried out a total of 248 inspections during the year covering 236 factories of which 8 were inspected twice and two were inspected thrice. The Deputy Commissioners, Subdivisional Officers and Labour Officers also inspected 93 factories. The total number of inspections done during the year was 341 covering 329 factories. Of the total of 1,095 registered factories, 766 representing about 70 per cent. of the total could not be inspected during the year.

* Annual Report on the Working of the Factories Act, 1948 in Assam for the year 1956. Printed at the Assam Government Press, Shillong, 1958. pp. 36.

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Fencing of machinery.- Fencing of dangerous machinery and use of safety appliances continued to be of special interest to the Inspectors as a drive for accident prevention in factories. Inspection orders, special instructions and various suggestions for improvement of safety measure in factories continued to be issued whenever and wherever safety standards were not found satisfactory. Due to the enforcement of proper safety precautions there had been a marked decrease in the number of burn injuries due to blow back of fire in oil furnaces of Tea Dryers.

As in the previous year, the Inspectorate continued to pay special interest in the improvement of sanitation, ventilation, lighting, temperature control, dust removal, etc. Improvements suggested in inspection orders and conditions imposed in approval of plans for newly constructed and extended factories are tending towards gradual improvement of working conditions in factories though in a large number of establishments these conditions are still far from satisfactory.

Welfare.- During the year of report altogether six canteens were functioning in the State. Total average daily number of workers employed in the factories benefited by these canteens was 3,712. In three of the canteens both cooked food as well as refreshment and tea were supplied, and in the rest of the canteens only refreshments were available. In all the canteens a portion of the running cost was borne by the occupiers.

During the year no creches were provided in the factories, but rest rooms were provided in some well equipped factories.

Accidents.- During the year, 1,200 accidents were reported to the Inspectorate, 7 of which were fatal accidents as against the total of 1,158 accidents of the previous year of which 5 were fatal. Thus there was an increase of 42 accidents, ~~the number of injured workers~~ and the number of fatal accidents increased by 2. Out of 1,193 non-fatal accidents, the injured, in case of 1,156 accidents, workers returned to their work during the year as against injured workers returned to work only in case of 38 accidents occurring in the previous year. A total of 16,609 mandays of work were lost during the year due to reportable accidents as against 16,897 mandays lost in the previous year.

The victims of all the seven fatal accidents were adult male workers. Out of 1193 non-fatal accidents only in one case a woman and in 21 cases adolescent male workers were involved. There was no accident to children and adolescent female workers during the year. No accident was reported during the year from factories registered under Section 2(m) (ii) and Section 85.

3.

According to industry-wise classification, the largest number of accidents occurred in Railway Workshops accounting for 341 accidents (including one fatal) and resulting in a loss of 5,663 mandays of work. The next highest number of accidents occurred in the Petroleum industry accounting for 327 accidents resulting in a loss of 2,562 mandays. The tea industry accounted for 203 accidents (including 4 fatal) causing a loss of 3,847 mandays of work. Among other industries wood-working factories, metal products, general and jobbing engineering, motor vehicle repairs and match factories accounted for 87, 82 (including one fatal), 78, 30, and 25 accidents respectively; resulting in loss of 1,020, 956, 902, 564 and 373 mandays of work respectively.

Analysed by causes, 214 accidents were caused by falling bodies, 117 were caused by handling of goods or articles, 114 were caused by use of hand tools, 100 accidents were caused due to stepping or striking against objects and 371 were due to other causes. Power driven machinery other than tea making machinery caused 54 accidents out of which three were fatal.

An analysis of accidents is given in the following table:-

Fatal and non-fatal accidents in factories

Industry (under Section 2(m)(i))	No. of fatal acci- dents	No. of non- fatal accidents	No. of accidents in which workers returned to work	Man- days lost
(1)	(2)	(3)	(4)	(5)
01. Process allied to Agriculture -				
010. Gins and Presses -				
(a) Cotton ginning & balling	-	-	-	-
20. Food except beverages-				
203. Canning and preservation of fruits and vegetable	-	-	-	-
205. Manufacture of grain mill products -				
(a) flour mills	-	-	-	-
(b) rice mill	1	6	6	42
(c) dal mill	-	-	-	-
206. Manufacture of bakery products-				
207. Sugar factories and refineries-				
(b) Gur	-	-	-	-
209. Manufacture of Miscellaneous food products -				
(a) Manufacture of edible oils (other than hydrogenated oil)	-	1	1	7
(b) Tea factories	4	199	191	3,847
21. Beverages-				
211. Distilling, rectifying and blending of spirit	-	-	-	-
23. Textiles-				
232. Knitting Mills	-	-	-	-

(1)	(2)	(3)	(4)	(5)
25. Wood and cork (except furniture)-				
250. Manufacture of wood and cork except manufacture of furniture -				
(a) Saw mills	-	49	678	2
(b) Manufacture of plywood	-	38	38	342
28. Printing, publishing and allied industries -				
280. Printing, book-binding, etc.-				
(a) Letter press and lithographic, book-binding	-	-	-	-
31. Chemical and chemical products -				
319. Manufacture of Miscellaneous chemical products -				
(c) Matches	-	25	24	373
32. Products of Petroleum and Coal -				
321. Petroleum refineries, etc. -				
(a) Petroleum	-	326	316	2,562
(d) Petroleum pumping, filling & storage-	-	1	1	13
33. Non-metallic mineral products (except products of petroleum and coal)-				
331. Manufacture of structural clay products -				
(a) Bricks and tiles	-	12	11	135
339. Manufacture of non-metallic mineral products not elsewhere classified -				
(a) Stone dressing and crushing	-	-	-	-
342. Non-ferrous				
(b) Rolling into basic forms	-	-	-	-
35. Metal products (except machinery and transport equipment)-				
350. Manufacture of metal products (except machinery and transport equipment)-				
(a) Metal containers and steel trunks	1	81	78	956
36. Machinery (except electrical machinery)-				
360. Manufacture of machinery except manu- facture of electrical machineries-				
(f) General and Jobbing engineering	-	78	78	902
38. Transport and transport equipment -				
381. Shipbuilding -				
(b) Marine engine building and repairs	-	3	3	61
382. Manufacture and repairs of rail road equipment -				
(a) Railway workshops	1	340	326	5663
384. Repair of motor vehicles and cycles -				
(a) Motor vehicles	-	30	30	564
39. Miscellaneous Industry -				
319. Manufacture of industry not elsewhere classified-				
(f) Manufacture of Ice	-	-	-	-
(i) Others	-	-	-	-
51. Electricity, gas and steam-				
511. Electric light and pwer	-	4	4	65
52. Water and Sanitary Services -				
521. Water supply stations	-	-	-	-
Total:	7	1,193	1,156	16,210

5.

Prosecutions.-- During the year under review, prosecutions were launched against five factories and conviction on five different charges was obtained against one factory. Results of the other four cases were not received during the year.

Certification of young persons, etc.-- There was no improvement on certification of young persons during the year. Only 28 adolescents were examined during the year by one Certifying Surgeon, of which 25 were certified fit for factory work, 3 being rejected. No children workers were certified by the appointed Certifying Surgeons during the year. All the other young persons out of 1,670 adolescents and 578 children employed during the year had been employed on the strength of certificates by factory doctors. There was no means of any check on medical examination of workers as there was no Medical Inspector of Factories in the Inspectorate and the Certifying Surgeon, had no time for this work. Nothing could, therefore, be done for ascertaining the suspected cases of industrial poisoning and diseases as reported in the previous year or on work done by the factory doctors. No cases of industrial poisoning or occupational diseases were, however, reported from the factories during the year.

Payment of Wages.-- During the year under report, a total of 41,648,708 rupees and 3 annas was paid as wages (not including cash equivalent of concessions and bonus) to 67,715 workers of 877 factories from which payment of wages returns were received as against the previous years figures of 41,751,389 rupees and 3 annas paid to 66,631 workers of 853 factories. In addition to this 1,922,030 rupees and 9 annas and 3417,361 rupees and 1 anna were distributed as cash equivalent of concessions and bonus respectively.

Deductions for damage or lost recorded in 278 cases amounted to 262 rupees and 13 annas and fines imposed on 66 cases amounted to 93 rupees and 9 annas. There was no deduction from wages for breach of contract during the year.

Payment of wages was regular and there was no complaint for non-payment except in a few cases relating to payment of overtime wages at correct rates. All the complaints regarding non-payment or less payment of overtime wages were enquired into and settled promptly. No prosecution had to be launched for recovery of arrear wages.

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CHAPTER 7. PROBLEMS PECULIAR TO CERTAIN CATEGORIES
OF WORKERS.

INDIA - AUGUST 1958.

71. Employees and Salaried Intellectual Workers.

Dearness Allowance payable to Bank Workers: Bill
introduced in Parliament.

A Bill to amend the Industrial Disputes (Banking Companies) Decision Act, 1955, was introduced in the Lok Sabha on 11 August 1958 by Shri Gulzarilal Nanda, Union Minister for Labour and Employment.

The Bill seeks to vest the Government with powers to modify the formulae of the Bank Award Commission for the adjustment of the dearness allowance payable to bank employees for variations in the cost of living index.

The Bill, which has been brought forward following an agreement reached between bank associations and employees, contains a provision under which modifications of the formulae can be made by the Government only within the ratio laid down in the original formulae of the Commission. The original formulae had provided for changes in dearness allowance after intervals of six months and after a fall or rise of not less than ten points in the cost of living index level.

An explanatory statement of the Bill said that under the formulae a considerable amount of hardship was caused to the workers if the index level rose considerably but did not actually reach ten points. The Bill was expected to avoid such hardship to the workers.

(The Gazette of India, Extraordinary,
Part II, Section 2, 11 August 1958,
pp. 732-733;
The Hindustan Times, 12 August 1958)

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Working Journalists (Fixation of Rates of Wages) Bill,
1958.

Shri Gulzarilal Nanda, Minister for Labour and Employment, Government of India, introduced in the Lok Sabha on 11 August 1958 a Bill to provide for the fixation of rates of wages in respect of working Journalists and for matters connected therewith.

According to the Statement of Objects and Reasons of the Bill, a Wage Board for fixing the rates of wages in respect of working journalists was constituted by the Central Government under section 8 of the Working Journalists (Conditions of Service) and Miscellaneous Provisions Act, 1955 (45 of 1955) and its decision was published in May 1957. This decision was challenged by certain newspaper establishments in petitions filed before the Supreme Court; and that Court set aside the decision on the 19th March 1958, on the ground that it did not take into account the capacity of the industry to pay.

To consider the situation arising out of the decision of the Supreme Court and to frame an agreed scheme in respect of the wages of working journalists, several meetings were held with the representatives of newspaper employers and working journalists; but it was not found possible to come to an agreement. Consequently an Ordinance entitled the Working Journalists (Fixation of Rates of Wages) Ordinance, 1958 (3 of 1958), was promulgated on 14 June 1958. This Ordinance provided for the establishment of a special Committee for the purpose of making recommendations to the Central Government in regard to the rates of wages to be fixed for working journalists. This Committee has already started functioning. It is now proposed to replace the Ordinance by an Act of Parliament.

(The Gazette of India, Extraordinary,
Part II, Sec. 2, 11 August 1958,
pp. 723-729).

71. Employees and Salaried Intellectual Workers

India - August 1958.

Uttar Pradesh: Annual Report on the Working of the Shops and Commercial Establishment Act, 1947, for the year 1957.

The following information on the working of the U.P. Shops and Commercial Establishments Act, 1947, for the year 1957 is taken from an article published in the March 1958 issue of the Uttar Pradesh Government's "Labour Bulletin".

Enforcement.- During the year under review the Act and Rules continued to remain in force in thirty main towns of the State. During the year provisions of the Act were enforced in various municipal areas of seventeen towns while partial enforcement of the Act also extended to municipal areas of about fourteen towns and districts.

Inspections.- The total number of inspections carried out by the whole time Labour Inspectors was 50,597. Officers at Headquarters also made 379 inspections of the shops and commercial establishments in various towns bringing the aggregate number of inspections to 50,976. The Regional and Additional Regional Conciliation Officers also inspected the concerns in their region. The Chief Inspector of Shops and Commercial Establishments, U.P. also visited important towns of the State where the Act was in force to check the compliance of the various provisions of the Act.

A comparative picture for the last four years regarding the total number of inspections carried out by the Shop Inspectors and the average number of inspections per whole time inspectors is given in the table below:

Year	No. of Inspections	No. of Inspectors	Average per Inspector
1954	45,771	15	3,051
1955	47,426	53	895
1956	49,363	53	931
1957	50,597	68	744

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Prosecutions.- The number of prosecutions launched during the year under review was 935 as against 957 in the preceding year. Surprise inspection raids for checking the compliance of sections 6 and 10 of the Act and summary trials of the defaulters were also arranged with the aid of the local district and police authorities.

The details of the prosecutions brought forward from the preceding year and launched during the year are given as under:

1. Prosecutions pending at the close of the year	129
2. No. of cases launched during the year	935
Total	1,064
3. No. of cases decided	915
4. No. of convictions	871
5. No. of acquittals	37
6. No. of cases withdrawn	2
7. No. of cases consigned to records by the courts under Section 249 Cr.P.C.	5
8. Total amount of the fine imposed	Rs.17,930.00
9. No. of cases pending at the close of the year	149

One case of Agra which was consigned to records during the year 1956 was reopened during the year and resulted in conviction and a fine of Rs.25 was imposed. This brings the number of convictions during the year to 872 and the amount of fine imposed to 17,955 rupees which gives an average of 21 rupees.

Out of 916 prosecution cases decided during the year under review, acquittal orders were passed only in 37 cases.

A comparative picture of the prosecutions launched during the last four years is given in the following table:

	<u>1954</u>	<u>1955</u>	<u>1956</u>	<u>1957</u>
No. of prosecutions pending at the commencement of the year	215	167	80	130*
No. of total prosecutions launched during the year	933	968	957	955
Total	1148	1125	1037	1065
No. of prosecutions decided	981	1045	911	916
Convictions	947	101	882	872
Acquittals	18	13	16	37
Withdrawn	-	1	-	2
Consigned to records	16	16	13	5
Fine imposed (Rs.)	21,635.00	17,260.00	19,907.00	17,955.00
Pending	167	80	129	149

* Includes the case of Agra which was consigned in 1956 but reopened in 1957.

Complaints.- The total number of complaints received by the Labour Inspectors of the department during the year under review was 1891 as against 2249 in the preceding year. Complaints in which action could not be completed in the year 1956 numbering 150 were also brought forward, thus bringing the aggregate to 2041. Out of these 1608 complaints were suitably disposed off and 133 were under investigation at the close of the year.

The report says that on the whole the enforcement of the Act was quite satisfactory during the year under review. Difficulties were however experienced in the enforcement of section 10 of the Act in respect of owners of small shops who in order to earn a little more, display their goods on foot paths or in front of their shops on the close days and persuasive methods employed by the Labour Inspectors had very little effect on such petty employers.

(Labour Bulletin, March 1958.)

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CHAPTER 8. MANPOWER PROBLEMS.

INDIA - AUGUST 1958.

81. Employment Situation.

1961 Census: Data on Unemployed to be collected.

Shrimathi Violet Alva, Deputy Minister of Home Affairs, stated in the Lok Sabha on 18 August 1958, that in the population census to be taken in 1961, the Government was considering the idea of taking a census of the unemployed.

(The Statesman, 19 August, 1958).

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Employment Exchanges: Working during June 1958.

General employment situation.- According to the Review of work done by the Directorate-General of Resettlement and Employment for the month of June 1958, nearly 195,000 employment seekers registered for jobs during the month under review at the 200 employment exchanges in the country, there thus recording a substantial increase over the previous month. The Live Register of Exchanges simultaneously exceeded the million mark and stood at 1,001,573.

Fewer vacancies were notified to exchanges during June than during the previous month, the number being 29,144 as against 35,629 for May 1958. This decrease was mainly in the public sector. Placements also fell, in step with the decrease in the number of vacancies notified, to 18,945 as against 20,530 during the preceding month. These figures indicate a general set back in the employment situation during the month under report.

Widespread shortage continued to persist in respect of draughtsmen, overseers, stenographers, typists, compounders, midwives and nurses. Shortage in respect of experienced civil mechanical and electrical engineers, electricians, fitters, turners and doctors was also fairly wide spread.

Widespread surpluses persisted in respect of clerks, untrained teachers, freshers from school and colleges, motor drivers, peons, carpenters, unskilled office workers and unskilled labourers. A good number of exchanges reported an excess of supply in respect of fitters, cleaners, motor mechanics, chawkidars, attendants, postmen, trained teachers, ~~ayahs and Dais~~, primary school teachers, women, electricians, blacksmiths, ayahs and Dais.

Registrations and placings.- The following table compares registrations and placings during the months of May and June 1958:-

	<u>May 1958.</u>	<u>June 1958.</u>
Registrations -----	178,842	194,869
Placings -----	20,530	18,945

Register of Unemployed.- At the end of June 1958, the number of applicants on the Live Register of employment exchanges stood at a record figure of 1,001,573, as against 963,345, on the last day of May 1958. The Live Register therefore, increased by 39,228. The increase was conspicuous in the State of Bombay (9,142), Kerala (6,493), Madras (6,483), Delhi (4,667), Madhya Pradesh (3,115), West Bengal (2,904), Uttar Pradesh (2,770), Mysore (2,247), Rajasthan (2,176), Punjab (1,946), Assam (1,880) and Andhra (1,529). On the other hand a drop in the Live Register was observed in the State of Bihar (7,198) and Orissa (478). In all 14,830 employed and self employed persons of whom 576 were women, were on the Live Register and desired further employment assistance.

The following table shows the occupation-wise position of the Live Register:-

<u>Occupation</u>	<u>Number on Live Register as on 30 June 1958.</u>
1. Industrial Supervisory -----	6,730
2. Skilled and semi-skilled -----	70,919
3. Clerical -----	280,640
4. Educational -----	59,083
5. Domestic service -----	35,873
6. Unskilled -----	500,187
7. Others -----	48,141
Total.	<u>1,001,573</u>

Employment position of Special Categories of workers.- The following table shows the employment position of special categories of applicants during the month under report:-

<u>Category</u>	<u>Registration</u>	<u>Placings</u>	<u>Number on Live Register</u>
1. Displaced persons -----	3,779	504	42,512
2. Ex-service personnel -----	5,420	771	25,546
3. Scheduled Castes -----	22,908	3,073	105,432
4. Scheduled Tribes -----	2,543	310	12,950
5. Women -----	14,193	1,016	66,367

Collection of Employment Market Information.- An Officer of the Directorate General of Resettlement and Employment was sent to Shillong for training Employment Officers in Assam in the collection of Employment Market Information.

Proposals for appointment of additional staff for Employment Market Information work in Uttar Pradesh have been referred to the Ministry of Finance.

Youth Employment Service and Employment Counselling.- A programme for the training course in Vocational Guidance work which is scheduled to be commenced during July 1958, has been finalised. Panels of officers, from which suitable officers will be recommended for the said training course, have been invited from the States of Mysore, Kerala, Rajasthan, Madhya Pradesh, Andhra Pradesh, Assam and Bombay.

A "Guide to Educational Training Facilities for the Delhi Youths" and a booklet on "Planning your Careers" have been finalised.

Occupational Information Unit.- The State Occupational Information Units have completed a major part of their assignments in respect of brief occupational definitions. Assistance was also given to the officers of the Labour Bureau in preparing the list of occupations and their definitions. Occupation of some of the industries, e.g., metal founding, metal rolling, metal extracting and refining, tramways, machine-tools, Railway-workshops, mining (coals, iron, mica and manganese) agricultural implements and electric light and power were also classified.

Central Coordinating Section.- Damodar Valley Corporation: Efforts to secure alternative employment for surplus workers of Damodar Valley Corporation continued during the month. Out of 3,651 persons so far declared surplus, 3,373 have been provided with alternative employment. One hundred and twenty-nine of surplus employees have voluntarily left the Project as they do not need employment assistance. Thirtysix are awaiting offers of employment from the Posts and Telegraph Departments where they have been selected. Immediate employment is needed by 103.

Hirakud Dam Project.- According to the latest report received from the Chief Engineer, Hirakud Dam Project, it is observed that out of 235 work-charged establishment workers rendered surplus, alternative employment has been provided to 18. There are 217 only for whom alternative employment is now needed.

Surplus Ordnance Workers.- A total of 16 retrenched workers of Defence installations were found alternative employment during the month. Total number of such persons placed in employment is now 2,730. There are still 134 of such persons on the registers of various exchanges.

State Coordinating Committees.- A State Coordinating Committee has been established in the Punjab. The State Governments of Kerala, Andhra Pradesh, Bihar, Madras, Bombay, Madhya Pradesh, Uttar Pradesh, and Jammu and Kashmir have replied that they are seized of the matter and steps are being taken for the setting up of State Coordinating Committees.

The Fifth Irrigation and Power Seminar.- The Fifth Irrigation and Power Seminar was held during the month at Srinagar under the chairmanship of the Union Minister for Irrigation and Power. The Seminar recommended that uniform policy of recruitment, employment, training, labour relation and deployment should be pursued at all the projects by setting up properly staffed personnel departments. Further, it was recommended that welfare amenities should be standardised in consultation with the Ministry of Labour and Employment. The existing arrangements made to provide suitable alternative employment to skilled workers, it was suggested, should be extended and strengthened.

Two more Exchanges were sanctioned in Andhra Pradesh during the month, bringing the total number of Exchanges functioning in the country at the end of the month to 200.

(Review of the Work done by the Directorate-General of Resettlement and Employment for the month of June 1958; issued by the Ministry of Labour and Employment, Government of India, New Delhi).

83. Vocational Training.

India - August 1958.

Labour Ministry's Training Scheme: Training during June 1958.

According to the Review of Work done by the Directorate-General of Resettlement and Employment for the month of June 1958, the total number of additional seats sanctioned upto June 1958 in the craftsmen training scheme went up to 19,338.

Sanctions were also issued for the construction of buildings at Lucknow (950,000 Rupees), Meerut (665,000 rupees), Gonda (501,600 Rupees) and land and buildings at Bareilly (526,600 rupees). Sanction for land at Kakinada (80,000 rupees) was also issued.

According to the report, out of the 54 new Industrial Training Institute so far sanctioned, 32 have started functioning and the remaining 22 are expected to start functioning either in May-June, 1958 or in February 1959.

The following table gives the total number of training institutes and centres and the number of persons (including displaced persons) undergoing training:-

<u>Number of Training Institutes and Centres.</u>	<u>Number of Seats Sanctioned.</u>	<u>Number of persons Undergoing Training.</u>
366	24,475	20,626

Stores and Equipment.- T.C.M. equipment worth approximately 31,814 rupees was reported to have received at the Training Centres during June 1958, bringing the total value of equipment under this aid programme to approximately 2,672,800 rupees.

(Review of Work done by the Directorate General of Resettlement and Employment during the Month of June 1958; issued by the Ministry of Labour and Employment, Government of India, New Delhi).

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Bombay: State Council for Training in Vocational
Trades Constituted.

The Government of Bombay has set up a 15-member State Council for Training in Vocational Trades under the chairmanship of the Secretary, Education Department. Among others, the Director of Training, Directorate-General of Resettlement and Employment, New Delhi and two representatives each of workers' and employers' organisations have been included in the Council.

The State Council, which will have its headquarters at Bombay, will be affiliated to the National Council for Training in Vocational Trades and function as a State agency to advise the State Government in carrying out the training policy laid down by the National Council and to co-ordinate the vocational training programmes throughout the State.

(The Times of India, 26 July 1958).

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Chapter 9: Social Security

94. International Agreements.

India - August 1958.

Employees' Provident Fund: Time not Suitable for Raising Contribution Rate: Minister's Statement.

Shri G.L. Nanda, Union Labour Minister, stated in reply to a question in the Lok Sabha on 14 August 1958, that Government felt that this was not the opportune time for increasing the rate of contribution to the Employees' Provident Fund from 6-1/4 per cent to 8-1/3 per cent.

Shri Nanda said that Government had agreed in principle that the rate of contribution to the provident fund should be increased from 6-1/4 per cent to 8-1/3 per cent. But because of the present conditions, Government felt this was not the opportune time to enforce it.

Answering supplementaries, Shri Nanda said that it was true that employers were reluctant to increase the rate of contribution. Government proposed to discuss this matter further with them, but he made it clear that there was no intention to increase the rate of contribution forthwith.

It may be recalled that the sixteenth session of the Indian Labour Conference (vide section 11, pp.11-32 of the report of this Office for May 1958) and the fifteenth session of the Labour Ministers' Conference (vide section 11, pp.1-10 of the report of this Office for May 1958) approved a recommendation to raise the rate of contributions to the Employees' Provident Fund.

(The Statesman, 15 August 1958).

CHAPTER 10. SOCIAL MEDICINE.

INDIA - AUGUST 1958.

101. Maintenance of Community Health.

Bombay: Occupational Therapy Centre opened in Nagpur.

Shri Y.B. Chavan, Chief Minister, Bombay State, inaugurated on 27 July 1958, an Occupational Therapy Centre and Workshop at Nagpur, the second of its kind in Asia, the first being at the KEM Hospital, Bombay.

The centre, located in the Nagpur Medical College Hospital, will conduct a two-year course for 20 students in the science of occupational therapy to help cripples and disabled persons to learn the use of their limbs for different arts and crafts.

(The Statesman, 29 July 1958).

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CHAPTER 11. OCCUPATIONAL SAFETY AND HEALTH.

INDIA - AUGUST 1958.

111. General.

Conference on Safety in Mines, Calcutta, 5 - 6 August 1958.

A conference on safety in mines was held in Calcutta on 5-6 August 1958 and was attended by 82 members consisting of Members of Parliament, and representatives of employers, workers, colliery managers and officials of the Government departments concerned. The conference was inaugurated by Shri Gulzarilal Nanda, Union Minister for Labour and Employment.

The Department of Mines, Ministry of Labour, Government of India, circulated to the members of the conference a consolidated memorandum prepared on the basis of memorandum received from all the different parties. The memorandum for the sake of convenience in discussion, was prepared in the form of draft report.

The 323 page report is divided into 20 chapters dealing respectively with general, historical background, causes of accidents, technical aspects of accident prevention, changing pattern of working conditions, the role of management, the role of managers and other officials, the role of workers, the problem of safeguarding the safety-conscious official, other factors related to human element, the enforcement agency, professional education and training, safety education and propaganda etc., rescue and recovery of accident victims, health hazards in mining, compensation and rehabilitation, accident statistics, the cost factor in relation to coal, safety equipment and etc. and its availability and other factors and concluding observations.

The conclusions and recommendations at the end of the report deal inter alia with danger of inundation in mines, enforcement of new regulations, the problems of inflammable gas in deep coal mines, coal dust, heat and humidity, roof control, mechanisation, handling of explosives and enforcement agency, avoidance of dual control on safety in coal mines, education and training of workers, safety education, safety competitions and incentive for safety, health hazards in mining, rehabilitation of injured miners and collection of statistics.

Inaugural address by Shri Gulzarilal Nanda.- Inaugurating the conference, Shri Gulzarilal Nanda, Union Minister of Planning, Labour and Employment, emphasised that safety in mines was the joint responsibility of the owners, managerial staff and workers and without the co-operation of each of these parties, nothing substantial could be achieved in the attempt to reduce accidents. He advocated a more rationalised recruitment of labour in the mining industry and a special training for the newly recruited workers so as to enable him to play his part effectively in reducing accidents to the minimum. He said that to ensure safe working in the mines, owners must give the necessary facilities and the workmen the required discipline and cooperation.

The Minister, declared that safety working conditions must have priority over all other considerations. He said that mining all over the world was subject to hazards and it was the duty of all connected with this industry to see that these hazards were reduced to a minimum by a detailed study of working methods, through proper training of personnel, research in technical matters, a proper training of implementation of the safety regulations and complete co-operation in creating safety-mindedness among mine workers. He observed that though during the past few years there have been a number of new regulations and an expansion in the Government Factory Inspectorate, their full impact has not yet been felt. The Minister said that in the years to come as industrial production increased and other economic developments were proceeded with, there was likely to be greater mechanisation in mines, working at greater depths and greater use of explosives and machinery the ~~dan~~ which would naturally increase the dangers. He hoped that with research which should be conducted by the mining industry in collaboration with Government, these factors would be tackled and preventive measures adopted so as to limit and reduce the risks to mine workers.

Human Element.- The human element, he said, was important as in mining the labour force took part in the production process more intimately and intensively than in most other industries. It was, therefore, essential to promote a feeling of safety among mine workers by not only having ~~only~~ having satisfactory working conditions but also providing them with better living conditions like housing, welfare and medical facilities and maintaining good industrial relations. He thought that the psychological atmosphere in which a miner functioned was an important factor in reducing hazards.

Regarding the enforcement of safety regulations, the Minister said that he would prefer traditions and accepted standards to be developed by which the management would enforce them from a sense of responsibility and obligation rather than their implementation by the enforcement of State sanctions. He called upon the mine owners to collect data and analyse statistical information which would be useful for a greater understanding of the danger points and risk factors in the prevention of accidents.

With reference to the training required for a miner, the Minister urged that the scheme should be a comprehensive one embracing all types of workmen both at the surface and underground.

The conference, split itself into three committees for the purpose of examining the various items on the agenda.

The Committee 'A' of which Shri R.L. Mehta, Joint Secretary to the Union Ministry of Labour and Employment, was the chairman, examined factors relating to the human element, training, education and propaganda.

The Committee 'B' of which Shri P.M. Menon, Secretary to the Union Ministry of Labour and Employment, was the chairman, dealt with the technical aspects of accident prevention, working conditions, health hazards, rescue of accident victims and safety equipments.

The Committee 'C' was presided over by Shri K.N. Subramanian, Joint Secretary to the Union Ministry of Labour and Employment, and dealt with the role of management, managers, workers, enforcement of regulations, compensation and rehabilitation.

The three Committees were entrusted with the task of examining various aspects relating to mine safety like the human element, education, training, technical problems, safety equipment, health hazards, rescue and recovery of victims, the role of management, managers, officials and workers, compensation and rehabilitation, welfare, propaganda and enforcement of regulations. Unanimous recommendations have been made based on agreed conclusions arrived at during their deliberations.

The conference decided that the conclusions of the three Committees on the various items on the agenda be circulated to the members and they placed for consideration before the next meeting of the Conference.

(The Amrita Bazar Patrika, 6 and 7 August, 1958; Documents received in the Office).

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CHAPTER 12. INDUSTRIAL COMMITTEES.

INDIA - AUGUST 1958.

121. Special Information.

First Meeting of Industrial Committee on Jute,
1 - 2 August 1958: Ad Hoc Tripartite Committee
to Study Rationalisation.

The first meeting of the Industrial Committee on jute was held at Calcutta on 1 and 2 August 1958 under the chairmanship of Shri Gulzarilal Nanda, Central Minister for Planning, Labour and Employment. The meeting was attended by the Central Minister for Industries, the Central Minister for Labour, the Labour Minister of West Bengal, representatives of workers from the I.N.T.U.C., the A.I.T.U.C., the H.M.S. and the United Trade Union Congress. The employers' group consisted of representatives of Indian Jute Mills Association, Employers' Federation of India and the All-India Organisation of Industrial Employers.

Deputy X

Agenda.- The meeting had before it the following agenda:-

1. Closure of jute mills;
2. Rationalisation in the jute industry;
3. Reduction of the employment of women in the jute industry; and
4. Appointment of a Wage Board in the jute industry.

Notes on the items of the agenda were submitted to the meeting by the INTUC, the A.I.T.U.C. and the Government.

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Closure and rationalisation in the jute industry (items 1 and 2).- A note on this subject submitted by the Jute Commissioner, points out that in India there are in all 112 mills of which 101 are in West Bengal, 4 in Andhra, 3 in Bihar, 3 in Uttar Pradesh and 1 in Madhya Pradesh. Those mills are managed by 82 jute mill companies. Their total capacity is about 100,000 tons of jute goods a month on the basis of a single shift of 48 hours a week. The total value of jute goods produced in a year is something like 1,300 million rupees. The industry employs about 235,000 workers, and indirectly gives employment to a large section of intermediaries in the trade. Jute produced for mills gives livelihood of nearly two million agriculturist families. The industry has 72,281 looms which, represent about 53 per cent of the total loomage of the world.

After the Second World War mills in India embarked upon schemes of modernisation with a view to attaining competitive efficiency so as to retain the foreign markets on which the industry is primarily dependent.

Modernisation of jute mills in India is confined primarily to the preparatory and spinning stages. It consists in installation of high speed machinery in replacement of old and obsolete ones and does away with the process known as "roving". It enables mills to run more economically by producing yarn at a much higher speed and with smaller labour force. The process of modernisation ^{and} modernisation started some years ago, but gained momentum only in recent years. On 31 December 1957, the position was that a total number of 199,172 modern high speed sliver spinning spindles were installed and working in 46 jute mill companies out of 82. On a rough estimate, a little over 50 per cent of the old spindles have already been modernised or are in the process of being modernised.

One of the main obstacles which impeded the progress of modernisation was, it was represented, that mills did not have the requisite resources to finance the purchases of expensive modern machinery. Government of India, therefore, decided to grant loans for this purpose through the National Industrial Development Corporation. So far loans have been approved by Government in the case of 11 mill companies amounting to 22,801,762 rupees, 7 of which have already received payment to the extent of 13,577,575 rupees. Applications for loans received from a number of other mill companies are under consideration.

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As regards rationalisation the note says that for some years now trading conditions have not been favourable and there has been a growing realisation that modernisation alone was not sufficient to reduce the cost of production to an economic level and to cut down losses completely. A move is now on to close down uneconomic units and to concentrate production in more efficient units. As a result of this decision, seven mills have closed down since 1957. The main object of these closures is rationalisation of production. These closures have not affected the total production in any way nor have these resulted in any serious loss of employment. Although, no doubt, in the long run rationalisation would mean shrinkage in the total employment potential in the jute industry.

The note points out that mills have found it possible to switch over production from one unit to another, as explained later in this note, on the basis of the working Time Agreement under which member mills of Indian Jute Mills Association are working 48 hours a week with 12-1/2 per cent of their looms sealed. The principal purpose of the Agreement, which is in force since 1939 with practically no alteration, is to prevent any increase in the number of hessian or sacking looms beyond the registered complement of each mill at the time when the 1939 Agreement was entered into, and to restrict working hours of these looms to such numbers as may be determined by the Association in the light of prevailing market conditions.

Based on 48 hours a week working, every mill, according to the number of its looms, has a certain number of loom hours to work, which cannot be exceeded. Ordinarily, the permissible number of loom hours is worked out on the basis of 48 hours a week single shift, but within the permissible number of loom hours a mill can increase the number of shifts by working a reduced number of looms. Thus ordinarily while a mill is expected to keep 12-1/2 per cent of looms sealed and work the permissible number of loom hours on the basis of 48 hours a week single shift, it can make any adjustment in its working by sealing any number of looms it likes and working the rest more than on a shift.

The note says that there have been seven closures of jute mills including one part closure since 1957. All these closures have been resorted to as a measure of rationalisation except in the case of two mills, the closure of which resulted in loss of employment of about 3,100 workers. Necessary steps have already been taken to enforce the claims of the workers for their retrenchment dues. All permanent workers affected by the closure of the other five mills have been given alternative employment, with continuity of service and no loss of pay, in concerns to which the production has been transferred except about 1,500 workers including about 300 female workers who left voluntarily on resignation with full retrenchment benefits.

In some cases, workers rendered surplus as a result of rationalisation have been absorbed against natural wastage. There has been no loss of production as a result of the closure of the seven mills except in the case of Victory Mills which is a mill outside the membership of the Indian Jute Mills Association.

The note explains that in pursuance of the policy laid down by the Planning Commission in the Second Five Year Plan, the Government of West Bengal has made it clear to the Indian Jute Mills Association that no rationalisation should be introduced in any unit of the jute industry without prior consultation and that the Government will not countenance any scheme of rationalisation in any industrial unit which may cause involuntary retrenchment of even a single worker. The Government of West Bengal have also set up an ad-hoc Committee, tripartite in composition, to formulate a phased programme of rationalisation without retrenchment and on that basis to fix cadres, work-load and the age of superannuation. This Committee has had eleven meetings as far and has already effected an agreement between the employers and the employees that the workers displaced by rationalisation are to be given alternative employment with continuity of service. Of the seven cases of closures, two took place prior and five subsequent to the setting up of the ad-hoc Committee. In all five subsequent cases, Government of West Bengal received prior information and conciliation took place with the Unions concerned. In some cases, the closure and the transfer of workers took place as a result of tripartite agreement effected by the Labour Commissioner.

Reduction of the employment of women in the jute industry (item 3). A note on this subject submitted by the Government of West Bengal says that from the 1951 figure of 30,415. (A note submitted by the AIYUC points out that the number of women employed has declined from 30,415 in 1951 to 19,569 in 1958; the note attributes this decrease to the employers' policy of deliberate retrenchment in order to save on maternity costs, etc.).

The note goes on to explain that

Reduction of the employment of women in the jute industry (item 3).- A note on this subject submitted by the Government of West Bengal says that a fact finding ad-hoc Committee survey was sponsored by the Government of West Bengal on employment, earnings and welfare in Jute Textile Industry during the period from 1951 to 1956. The enquiry showed that though there has not been any appreciable reduction of total employment, the number of female workers have gone down considerably from the 1951 figure of 30,415. (A note submitted by the AITUC points out that the number of women employed has declined from 30,415 to 19,569 in 1956; the note attributes this decrease to the employers' policy of deliberate retrenchment in order to save on maternity costs, etc.).

The note goes on to explain that the reason for reduction of employment of female worker in Jute Industry might be due to certain additional legal obligations imposed on the employer which necessarily involve some additional cost. Provision for creches for the children of the working mothers, payment of maternity benefit, provision of separate sanitary arrangements etc., may be the reasons which has led the employers to pursue the policy of gradual reduction of female labour. It adds that the matter came up for discussion at the 2nd Meeting of the Labour Advisory Board held on 29 January 1958, and it was agreed that the Sub-Committee on Jute which would be set up by the State Government would look into this.

Appointment of Wage Board in the Jute Industry (item 4).- The note submitted by the Government of West Bengal on this item says that prior to 1948, the wage structure in the Jute Industry was hap-hazard and without any scientific basis, the minimum total emplument of a worker being 46 rupees a month. The 1948 award of the Major Tribunal for Jute Industry was an attempt, first of its kind, to bring an uniformity in the wage structure obtaining in the different units of the industry. The minimum wages(basic wage plus dearness allowance) were further revised in 1951 and 1955. Figures below indicate the extent of revision:-

Year.	Basic Wage.	Dearness Allowance.	Total.
	Rs.	Rs.	Rs.
1948 -----	26-0-0	32-8-0	58-8-0
1951 -----	26-0-0	37-6-0	63-6-0
1955 -----	34-10-9	32-8-0	67-2-9

The above changes have been made commensurate with the changes in wage rates in other industries and the cost of living index.

In October 1956, Government of India proposed to set up Central Wage Boards in certain selected industries, including jute, on basis of recommendation in Chapter XXVII of the Second Five Year Plan. The State Government, while agreeing to the proposal in principle, recommended for appointment of regional Boards.

In the meantime, on basis of the recommendations of the Jute Enquiry Commission, 'rationalisation' in the industry was taken up by the management. When it was found that the process of rationalisation was reacting adversely on the employment in the industry, the State Government appointed an Ad hoc Enquiry Committee on Jute Industry with the following terms of reference:-

- (i) Outlining a phased programme of rationalisation so as to cause no retrenchment;
- (ii) Appointment of workload and increase of wages, if justified, for increased workload;
- (iii) Fixation of cadres, permanent and temporary, for each of the rationalised establishment; and
- (iv) Fixation of retiring age for each category of workers.

The Committee has held 11 meetings so far, and is expected to take some time more to submit its report.

The note adds that the question for appointment of a Wage Board in Jute Industry came up for discussion at the Third Meeting of the State Labour Advisory Board, held on 30 April 1958. The State Government felt that as the wages in Jute Industry have recently revised by the Tribunal and as the industry was passing through a phase of 'rationalisation' the time was not opportune for appointment of a Wage Board. The employers' representatives however urged that wages should be revised on the basis of the need-based norm, as recommended by the 15th Session of the Indian Labour Conference and that appointment of a Wage Board for the Jute Industry should be considered without further delay.

Shri Wanda's address: Need for increased investment stressed.- The Central Minister for Planning, Labour and Employment, Shri Gulzarilal Wanda, in his inaugural address, reminded industrialists and workers of the need of stepping up capital formation and accelerating the rate of investment in order to increase employment opportunities and improve the level of living.

Shri Wanda said that representatives of the workers engaged in the industry had been giving expression to a sense of dissatisfaction over certain aspects of the situation. There was a keen feeling that employment had been severely affected by certain developments over the last few years. There was a complaint over the decline in the number of women engaged in the industry.

Mill closures.- Referring to jute mill closures, which figured at the top of the agenda, Shri Wanda said the phenomenon was not peculiar to the jute industry. It was in evidence in the other industries. The subject had been discussed at various conferences and ideas regarding the manner of tackling the problem had more or less crystallised.

Shri Wanda said that in certain cases the load of past neglect and mismanagement would have to be removed by a process of quick liquidation. A committee which recently looked into the position of the industry had made certain concrete suggestions which had a general application.

He said in the jute industry, there was a particular type of closures. It was referred to as the rationalisation programme. For the sake of more economic operation, the quota of production of closed units was being transferred to other units under the same management, sometimes in the same area. The total output was not ~~the impact on the workers~~ affected and it was claimed that the impact on the workers had been reduced to the minimum. It was stated in the memorandum of the Indian Jute Mills' Association that "all permanent workers of closed units have been offered alternative employment without loss of emoluments and with continuity of service guaranteed in the concerns to which production has been transferred".

Apart from the transfer of loom hours, the employment potential was affected by various measures which went under the name of modernisation. According to the memorandum the programme of rationalisation had been implemented very gradually and retrenchment of workers had been kept to the minimum. The reduction in labour complements had mostly been achieved through natural workers, inducement to permanent hands to retire, offer of alternative employment and absorption in leave vacancies or in the vacancies caused by natural wastage in other departments.

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Women workers.- On the decline in the number of women, Shri Nanda said the Government had precise figures. There was, however, difference of opinion over the circumstances which led to this shrinkage in employment, he said. The real question for consideration in this context was whether improvement could be brought about in this respect.

Wage Boards.- Referring to the question of the setting up of a wage board for the industry, Shri Nanda said that it had been urged, on the one hand, that wages in the jute industry had recently been revised by a tribunal and the time was not opportune for the appointment of a wage board, ^{and} on the other, there was a demand for a fresh examination of the position in respect of wages without the least delay.

Advocating employment expansion, the Minister said that a fair deal to the worker, in every way, was an essential prerequisite for the success of the programmes. The most pertinent fact in the present context was that the tempo of development, coupled with certain unfavourable factors, had brought the country's economy under a heavy strain and "what we are confronting at present is a serious economic emergency." High prices, especially in the matter of food, were creating hardships for the people. A very grave feature of the emergency was the balance of payments position and the rapid depletion of foreign assets. As one of the consequences of these developments, employment was being affected in various fields.

Decisions.- The Committee affirmed the general policy relating to rationalisation as enunciated in the Five-Year Plans, recognised the need of protecting the interest of women workers and decided to examine the question of the grant of certain benefits to the workers.

On the question of rationalisation the Committee suggested that the ad hoc tripartite committee appointed by the West Bengal Government should go into the question of rationalisation. It should be assisted by a special officer to be appointed by the State Government.

As regards reduction of the employment of women in jute industry the Committee observed that the number of women so employed had dropped from 30,415 in 1951 to 19,569 in 1956. It felt that there should not be any more reduction in the strength of women workers and asked the State Government to conduct a thorough investigation into the causes of reduction of women employed in jute industry and suggest measures to combat such a trend.

About appointment of a Wage Board in Jute Industry the Committee accepted the principle and could not fix any time for the purpose. It, however, suggested that pending constitution of a Wage Board, measures should be initiated to have a correct appraisal of the position of the jute industry, cost of living, wages and other factors. For the purpose it recommended that a questionnaire be issued and information collected within three months on all these matters.

(Texts of Memoranda submitted to the Committee; The Amrita Bazar Patrika, 2 and 3 August 1958).

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