Labour Welfare in Madras State

1962

LABOUR WELFARE

IN

MADRAS STATE

Published by
THE DIRECTOR OF INFORMATION AND PUBLICITY
GOVERNMENT OF MADRAS

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Introductory.

This brochure reviews Labour and Labour Welfare activities in Madras State from 1947, the year of attainment of independence by India, up to 1961, i.e., the end of the Second Five-Year Plan. The Madras State as it stands comprises the revenue district of Madras, Chingleput, North Arcot, South Arcot, Salem, Thanjavur, Tiruchirappalli, Madurai, Ramanathapuram, Tirunelveli, Kanyakumari, Coimbatore and Nilgiris districts. Its area is 53,225 square miles and the population according to the 1951 census was 29,670,876 there being a small preponderance of women over men. The population according to the 1961 census is 33,650,917. The State had up to the date of Andhra partition in October 1953 the districts of Nellore, Guntur, Krishna, West Godavari, East Godavari, Vizagapatam, Sirkakulam, Kurnool, Ananthapur, Bellary and Cuddappa in addition. On the formation of the Kerala State, Malabar was transferred to that State and South Kanara to the Mysore State, the present Kanyakumarai District and Shencottah taluk in Tirunelveli District coming into the Madras State.

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CHAPTER I.

Labour Policy.

Agriculture has been the main source of employment to the people in this State. Of the population depending on non-agricultural production for their livelihood, the great majority were dependent on cottage and other non-factory industry, the most important cottage industry being the handloom industry which provided employment to about two million workers. The Factories Act, 1934, applied to undertakings employing 20 or more workers and using power. In the year 1947 about 191,000 workers came under the purview of the Factories Act, 1934, in the area comprising the present Madras State. The total number of factories seasonal as well as non-seasonal was 2,089. The textile factories numbering 70 and employing about 99,400 workers was the most important group, the engineering and the processes allied to agriculture, beverages and tobacco being the other important groups in the factory industries.

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In December 1947 the Industrial Truce Resolution was passed at the tripartite conference of representatives of employers, workers, and of Government convened in the wake of acute industrial unrest all over the country. It emphasised that increased industrial production vital to the economic progress of the country could be achieved only through a determination to settle industrial disputes on the basis of mutal discussion without interruption or slowing down of production. To this end, the resolution recommended that fuller use should be made of statutory and other machinery, available for settlement of industrial disputes and that machinery central and regional should be established for the study and determination of fair wages and fair conditions of labour and of fair remuneration for capital, for increased association of labour in all matters concerning industrial production for promotion of works committees and for provision of assistance towards housing industrial labour. The resolution also called upon both sides of industry to maintain industrial peace and to avert lock-outs, strikes or slowing down of production during the next three years. Pursuant to this resolution advisory councils containing representatives of employers and workers were constituted at the centre and in the states, and also committees were constituted to study the question of profit sharing and of fair wages.

The Constitution of this country was adopted in November 1949. Some of the more important social ideas incorporated in the directive principles of the state policy in the Constitution emphasize the need for the distribution of the material resources of the community so as to subserve the common good and the need for the creation of conditions in which the strength and health of workers will not be in danger of being abused by economic necessity. They also require of the state to provide for securing just and human conditions of work, for maternity relief and for making provisions within the limits of the economic capacity and development of the State for the right to work, to education and to public assistance in cases of unemployment, old age, sickness, disablement and in other cases of undeserved want. They also lay down that the state shall endeavour to secure to all workers, industrial or otherwise, a living wage, conditions of work ensuring a decent standard of living and full enjoyment of leisure and social and cultural opportunities through suitable legislation or economic organisation or in any other way.

With the attainment of independence, the Government initiated energetic action with a view to rapid industrialisation of the country as that alone would secure adequate economic development and help to push up the levels of employment, earnings and the standard of living of the people. The Industrial Policy Resolution of 1948 as amended by the Resolution of 1956 in the context of the acceptance of a socialistic pattern of society as the objective of social and ecoomic policy laid down the broad frame work within which the Indian Industrial Development was to take place. The framing of these resolutions as well as the enactment of the Industries (Development and Regulation) Act, 1951 which regulated the development of individual undertakings and provided for the setting up of development councils to secure efficiency in production and co-operation among producers and consumers were inspired by the objectives which have found expression in the directive principles of social policy cited earlier.

The successive Five-Year Plans were formulated with a view to secure an orderly and rapid development of the Indian economy. Agriculture and power development received priority in the first plan the accent being on heavy industry in the second plan period. With the stimulus provided by the expansion of irrigation and power facilities and the rural electrification programmes and the assistance provided by the Government of India and the Government of Madras through grant of loans, programmes of technical services, research and training schemes, establishment of pilot production units, industrial estates and miscellaneous forms of aid including provision of machinery on hire purchase basis and protection of domestic industry through tariff and import licence regulations, the Madras State has witnessed a striking development of industry particularly in textiles and engineering. The fact that 908 companies with a capital issue of Rs. 47·64 crores have been organised since 1956 in the Madras State as against 102 companies with Rs. 42 lakhs in Andhra Pradesh, 193 companies with Rs. 1·98 crores in Kerala, 107 companies with Rs. 2·77 crores in Mysore State are an indication of the pace of industrial development in the

Madras State. By the year 1961 the number of factories coming under the purview of the Factories Act, 1948 was 5,670 the total number of workers in the Factories Industry being 286,176.

In confirmity with the directive principles of state policy cited, the successive five-year plans have recognised the important role of labour in the economic development and progress of the country and the urgency of taking steps to promote improvement in the living standards of workers and of enabling them to take an increasing share in the working of industry through close collaboration in Consultative Committees at all levels in increasing production, improving quality, reducing costs and eliminating waste. The first five-year plan emphasised the importance of works committees as the key to the system of industrial relations. Emphasis was also laid on strengthening trade unions so that collective bargaining may prove an effective instrument in the domain of industrial relations. Resort to arbitration for solution of industrial disputes in case of failure of negotiation and conciliation was urged. As for wages, it was suggested that wage adjustments should conform to the broad principles of social policy but be attuned to the requirements of economic development and that proper wage differential should be maintained. The constitution of wage boards for important industries for determining wages was suggested. The importance of improving working conditions was emphasised and it was observed that adequate measures of social security should be provided within the limits of the economic capacity of the State. A sharp increase in productivity being basis to rapid economic development it was urged that improved industrial management, more effective techniques of production, fuller utilisation of machinery, etc., should be resorted to so far as possible.

In the context of the attainment of the objective of a socialist state the Second Five-Year Plan observed that the creation of industrial democracy was essential and so the responsibilities of workers would be built not merely on monetary incentives but also on their social conscience. And so workers would have to guard against indiscipline, stoppage of production and indifferent quality of work. Reiterating the importance of settling industrial disputes through negotiation, conciliation and through arbitration the Second Five-Year Plan underlined the importance of actuating works committees to deal with the technical and human problems at the level of the undertaking and for increased association of labour with management. It observed that joint councils of management consisting of representatives of management, technicians and workers would help to promote increased productivity, improve the understanding of workers as to the working of industry and the processes of production and their contribution thereto and satisfy the workers' urge for self-expression thus leading to industrial peace and increased co-operation. The need to promote a wage policy aiming at a structure with rising real wages was stressed. It was observed that to this icrease in productivity had to be sought not only through expansion but through better lay-out of factories improvement in working conditions training of workers, etc. The desirability of effecting rationalisation in industry in consultation with the workers (but without effective retrenchment) and sharing the gains of rationalisation with the workers was suggested.

The recommendations of the Third Five-Year Plan which were shaped in consultation with the representatives of both sides of industry as in the case of all the earlier plans proposed the strengthning of works committees and the adoption of appropriate grievance procedure in industrial establishments. Deploring inter-union rivalry its adverse effects on the bargaining powers of workers, it observed that to achieve the objective of having not only industrial peace but higher levels of industrial efficiency and rising standards of living for the working class co-operative arrangements should be developed in response to the changing situations for solution of industrial disputes. Welcoming the Code of Discipline as far-reaching concept in improving industrial relations it emphasised the desirability of attempts on the part of both sides of industry to resolve disputes through negotation, conciliation and these failing through arbitration. The labour policy of the Madras Government during the period was governed by the social objective as set out in the Constitution and as formulated under the five-year plans.

CHAPTER II.

Labour Legislation of the Indian Trade Union Act.

The Indian Trade Unions Act, 1926 which proved an important instrument in promoting organisation and consolidation of the strength and power of collective bargaining of the working people in the country was in operation in 1947. So too was the Factories Act 1934 which regulated the working conditons in factories employing 20 or more people and using power. The Workmen's Compensation Act, 1923 provided compensation in the event of disablement or death through accidents in certain occupations. The Payment of Wages Act, 1936 regulated the payment of wages to workers in factories. The Trade Disputes Act, 1926 provided for the constitution of boards of conciliation or courts of enquiry to deal with industrial disputes. The India Dock Labourers Act, 1934 provided for the safety of dock labourers. With the advent of independence the pace of legislative action was quickened with a view to promote the well-being of the working class on the basis of a planned programme.

The Industrial Disputes Act, 1947.

The Industrial Disputes Act enacted in 1947 in supersession of the Trade Disputes Act, 1928 has proved a most effective instrument in the regulation of industrial relations in the country. It has provided for settlement of disputes through conciliation proceedings, agreements reached through conciliation being made binding for six months from execution and not terminable without notice. Where conciliatory efforts failed, the conciliation officer would report to Government for reference of the dispute to Industrial Tribunals for adjudication if deemed fit. In view of disparities emerging in the decisions of the several Industrial Tribunals, the Industrial Disputes (Appellate Tribunal) Act was enacted in 1950 to provide for the constitution of the Labour Appellate Tribunal to which an appeal shall lie from the award or decision of the Industrial Tribunal. In view however, of the increased industrial litigation and delay in the grant of relief resulting from the functioning of the Appellate Tribunal, it was abolished by the Industrial Disputes (Amendment and Miscellaneous Provisions) Act, 1956. This Act enlarged the definition of 'workmen' to include technical staff and supervisory personnel drawing a salary up to Rs. 500 provided for binding tripartite agreements and streamlined the adjudication machinery into a three-tier system for speedy settlement of disputes. The Labour Courts were to deal with disputes relating to standing orders, dismissal of workmen, etc. Disputes relating to wages, bonus, etc., were to come under the competence of the Provisional Tribunal and disputes relating to industrial disputes in establishments in more than one State and disputes involving questions of national importance to be dealt with by National Tribunal. A limited number of workers' representatives were given protection against discharge during the pendency of conciliation proceedings, discharge of workers concerned in disputes under conciliation being however permissible under certain conditions.

In order to protect the interests of the community, the Industrial Disputes Act, 1947 lays down that strike or lockout in a public utility service should be preceded by adequate notice and that the conciliation officer concerned should initiate conciliation immediately on receipt of notice of strike. The Act prohibits strikes or lock-outs during the pendency of the conciliation proceedings before a board and seven days after the conclusion of such proceedings, during pendency of proceedings before a tribunal and two months after the conclusion of such proceedings and during any period in which a settlement or award is in operation in respect of matters covered by the settlement or award. The Act also prohibits financial aid in direct furtherance of an illegal strike or lock-out.

The workers employed in any factory, mine or plantation having an average daily employment of 50 or more workers and where the work done is not intermittent or seasonal are entitled to compensation for lay-off provided they have a qualifying service of 240 days during a period of 12 months. Under an amendment introduced in 1957 retrenchment compensation is payable also in the event of closure or transfer of undertaking. If they are, however, re-employed by the new employer with continuity of service or terms and conditions which are not less favourable no compensation is payable. On closure due to circumstances beyond the control of the employer the compensation payable has been limited to three months' pay. Undertakings engaged in construction work and closing down after two years will also be required to pay such compensation to workers.

The Working Journalists (Conditions of Service and Miscellaneous Provisions) Act.

Stemming out of recommendations of the Press Commission appointed in October, 1952 the Working Journalists (Conditions of Service and Miscellaneous Provisions) Act, 1955 regulates the working conditions of journalists including editors, leader-writers proof-readers, etc., employed in newspaper establishments. The Act provides for a reasonable working day, adequate rest interval, a weekly holiday, ten holidays, earned leave on full wages for not less than one eleventh of the period spent on duty, medical leave for half of the wages for not less than one eighteenth of the period of service. Provision has also been made for quarantine leave, extraordinary leave without pay, study leave, 15 days casual leave and in the case of women for maternity leave. The provisions of the Employees Provident Fund Act, 1952 have been made applicable to newspaper establishments. The Industrial Employment (Standing Orders) Act has also been made applicable to newspaper establishments wherein 20 or more newspaper employees were employed in the preceding 12 months. The provisions of the Industrial Disputes Act have also been applied to working journalists.

The findings of a Tripartite Wage Board appointed by the Government of India for newspaper industry having been set aside by the Supreme Court on the ground that the Board had not taken into consideration the capacity of the industry to pay, the Government of India constituted a Committee by Ordinance to fix wages for working journalists. The Committee's recommendations were accepted by the Government of India subject to cetrain modifications. The Committee divided the daily newspapers in the country into six classes and weeklies into four classes on the basis of their gross revenue and fixed the scale of the wages of the staff on the basis of the class of the undertaking and the service of the journalist.

The Industrial Employment (Standing Orders) Act.

The Industrial Employment (Standing Orders) Act, 1946 requires the employers in industrial establishments to define formally with sufficient precision the conditions of employment such as classification of workmen, working hours, pay days, etc. The Industrial Employment (Standing Orders Madras Amendment) Act, 1960 empowers the State Government to appoint officers subordinate to Labour Commissioner to exercise the functions of the certifying officer This was done with a view to expeditious certification of standing orders.

The Indian Trade Unions Act.

The Indian Trade Unions (Amendment) Act, 1960 has provided the minimum subscription payable by a trade union member should be 25 nP. The Act also provides for the inspection of trade union records by the Registrar or his nominees.

The Factories Act.

With a view to improve the working conditions in factory establishments the Factories Act 1948 was passed. This repeals the earlier law of 1934, and extends to all powered undertakings employing 10 persons or more and non-power establishments employing 20 or more persons. Abolishing the distinction between seasonal and non-seasonal factories, the Act has provided for the licensing of factories, and the approval of the lay-out and plans of the factories at the blue print stage itself by the Chief Inspector of Factories. It has raised the standards in regard to measures of health, safety and welfare and has increased the minimum age of employment from 12 to 14 years for children and the upper limit of the age of adolescents from 17 to 18 years. Overlapping shifts have been prohibited and State Governments vested with powers to require factory managements to associate their workers with themselves in the organisation of welfare measures. Welfare Officers are to be appointed in factories employing 500 or more workers.

Provisions have been laid down for prompt reporting of accidents causing death or serious injury and in respect of occupation diseases by factory managements and by medical practitioners coming to know of them in the course of their duties. Factory Inspectors have been vested with the power to take samples of substances used in the manufacturing process for examination as to their impact on industrial safety. The State Government have been vested with power to appoint competent persons to enquire into causes of accidents or of occupational diseases.

Plantation Labour Act.

The Plantations Labour Act regulates the working conditions of workers in plantations measuring 25 acres or more and where 30 or more workers are or were employed on any day preceding 12 months. The weekly hours of work for adults has been fixed at 54 (spread over of the work-period not exceeding 12 hours) and for adolescents and children at 40 hours. It provides for adequate rest intervals and prohibits the employment of women and children between 7 p.m. and 6 a.m. except with the permission of the Government. It provides for a weekly day of rest and leave with wages at the rate of 1 day for every 20 days of work for an adult and 1 day for every 15 days of work for children and adolescents. Provision has also been made for the provision of canteens and creches under certain conditions. The Act also lays down the standards of medical facilities to be provided for routine and special treatment, educational and recreational facilities, etc. Housing accommodation of the type prescribed is to be provided on a phased programme so that all the workers will be suitably housed within a period of 12 years. The number of plantations and the workers covered by the Plantation Labour Act are given below :—

	Number at the begining of 1958.	*Number at the end of the 2nd Five-Year Plan.*
Plantations	261	267
Workers	78,499	80,000

Out of 267 plantations 118 have provided medical facilities and 100 have provided housing facilities according to the prescribed standards.

Minimum Wages Act, 1948.

Due to inadequate unionisation and consequent inability to secure reasonable wages through collective bargaining, the workers in certain industries were in a poor plight. In order to protect them, the Minimum Wages Act was enacted in the year 1948. This Act imposes upon the Government concerned an obligation to fix minimum wages by the method of advance notification or by appointment of an advisory committee to fix minimum wages in certain sweated industries included in the schedule. Rice, flour or dhall mills, tobacco industry, plantations, tanneries-*cum*-leather manufactories and agriculture are among the industries included in the schedule to the Minimum Wages Act. Salt pans, cotton ginning and pressing manufactories and other industries have been included in the schedule by the Madras Government in exercise of the powers under section 27 of the Act. The Act provides for the fixation of a minimum time rate of wages, minimum piece rate, a guaranteed time rate and an overtime rate for the different occupations, localities or classes of work and for adults, adolescents and children. The fixation of a weekly holiday, number of hours of work per day, etc., are provided for. Committees in which employers and workers are equally represented may be constituted by Government to advise in the matter of fixation and revision of wages.

Employees State Insurance Act.

The Employees' State Insurance Scheme is an improvement on the earlier concepts of social security denoted by the Workmen's Compensation Act and the Maternity Benefit Act of the Government; for it aims at giving the worker, a sense of social security on a much better and broader scale by providing means of free medical aid of a higher standard irrespective of his financial status and at the same time giving him cash benefits to sustain him during times of sickness or disablement due to employment injury in addition to several protective measures. The sickness and medical benefits have been extended further in cases of tuberculosis, leprosy, cancer and other malignant diseases. The sickness benefits provided under the Employees State Insurance Act are unique in our country as such benefit has not been provided under any other labour laws so far. In addition to these, workers disabled permanently due to loss of limbs, are provided with artificial limbs, and free dentures are provided in cases of loss of teeth due to employment injury.

The Employees State Insurance Act applies in the first instance to all factories other than those defined as 'seasonal', and using power for any manufacturing purpose and employing twenty or more persons. It covers all employees who are employed on any work of such factory, whether in a manual or non-manual capacity, and on a remuneration not exceeding Rs. 400 per month. All such employees are covered without any distinction of age and sex and irrespective of the fact whether they are employed directly or through contractors or on a casual, temporary or permanent basis.

Employers covered under the Employees State Insurance Act are required statutorily to pay a special contribution irrespective of the fact whether the scheme is in force in any area or not. However, in centres where the scheme is not in force, the contribution is limited to 3/4 per cent of the total wage bill of the employer. In centres where the scheme is in operation, the employees have to pay a special contribution of $1\frac{1}{4}$ per cent of their total wage bill. The rate of employees' contribution works out to roughly 2 to $2\frac{1}{2}$ per cent of their total wages. It is worth mentioning here that the employees whose average daily wages fall below Re. 1 are not required to pay any contribution to the Employees' State Insurance Fund although they are entitled to all the benefits under the scheme like the contributing workers.

Employees Provident Funds Act, 1952.

The Employees Provident Funds Act, 1952, provides for the institution of compulsory provident funds for employees in factories so as to be of benefit to the employee after retirement or to his dependants in case of his early death. Initially applied to textiles, cement, and certain other industries, it has been progressively extended to more industries added to the schedule under the Act. The contribution of employers and employees has been fixed at $6\frac{1}{4}$ per cent of basic wages and dearness allowance, it being permissible for an employee to contribute at a higher rate. The amount standing to the credit of a member of the fund cannot be assigned or changed nor can it be attached under a decree or order of any court in respect of a debt or liability incurred by the member. A worker whose total emoluments do not exceed Rs. 500 per mensem and has worked for 240 days during the period of twelve months is entitled to be admitted to the fund. Members of the fund are authorized to withdraw the amount standing to their credit under certain circumstances such as retirement. The employers' contribution is payable in full with interest if a worker has completed 15 years of membership of the fund and a lesser percentage of a varying measure according to the service put in. Withdrawals or advances can be taken to finance Life Insurance Policy.

STATE ACTS.

Madras Shops and Establishments Act, 1947.

As a large number of employees in shops and commercial establishments particularly in small establishments were seen to have long hours of work, inadequate leave facilities, insecurity of employment, etc., the Madras Shops and Establishments Act, 1947, was brought into force from 1st April 1948. This Act regulates the working conditions of employees in shops; commercial establishments, theatres and places of public amusement. It provides for an eight-hour day or a 48-hour week, over-time wages at twice the ordinary rates being admissible for work up to 10 hours a day or 54 hours a week. Persons who have completed their fourteenth year of age only can be employed in shops and establishments and persons between 14 and 18 should not be allowed to work for more than 7 hours a day or between 7 p.m. and 6 a.m. Provision has been made for the grant of adequate rest intervals, a weekly holiday with wages and leave facilities on the scale of 12 days' casual leave, 12 days' sick leave and a privilege leave of 12 days for each year of service. Wages should be paid before the fifth day after the wage period. A person continuously employed for a period of not less than six months should not be dismissed from service without any reasonable cause and without one month's notice or a month's wages in lieu of notice. The persons discharged or dismissed from service have a right of appeal to the Additional Commissioner for Workmen's Compensation against their dismissal or discharge. The rights and privileges of the persons employed, if they are more favourable than those under the Act are also protected and if any question arises as to whether such persons are entitled to the benefits or not, it may be referred to the Commissioner of Labour whose decision will be final.

Madras Catering Establishments Act, 1958.

As the application of the Factories Act, 1958, to catering establishments did not seem adequate in view of the peculiar conditions of employment in hotels, the above Act was framed to regulate the working conditions in hotels and other catering establishments. It provides for the registration of catering establishments on payment of the prescribed fees. The working hours have been fixed as 9 hours per day and 48 hours a week with a half hour rest interval after 5 hours of work. In a quarter, overtime work may be done up to 50 hours subject to a maximum of 10 hours of work in any day. Overtime work has to be paid for at twice the ordinary wage rate. Leave facilities at the rate of one day for every 20 days of work for an adult and one day for every 15 days of work for young persons have been provided for. Provision has been made for safeguarding the health and safety of the employees and for periodical examination by a Medical Officer . Uniforms have to be provided to workers in catering establishments employing 50 or more workers.

The Payment of Wages Act has been made applicable to catering establishments. Also existing rights, if more favourable are protected and provision made for an appeal to an appellate authority in case of discharge after an employee has put in a period of six months.

The Madras Beedi Industrial Premises (Regulation of Conditions of Work) Act, 1958.

The beedi industry employs a considerable number of workers in the Madras State. It was observed that employers in beedi factories tendered to split up the places of manufacture to circumvent the operation of the Factories Act, 1948. Further, difficulties were experienced in fixing the employer-employees relationship between the propietors and the beedi workers and in consequence the workers were deprived of the benefits accruing under the Industrial Disputes Act, 1947. To correct this position, the above Act was passed. This prohibits the manufacture of beedies except in places licensed for the purpose. The provisions of the Factories Act relating to health, welfare, working hours, employment of young persons, leave with wages, etc., have been adopted in this Act applied to all beedi industrial premises in the State irrespective of the number of persons employed. The porvisions of the Payment of Wages Act have also been extended to these beedi establishments.

The daily and weekly hours of work are fixed at 9 and 48 hours respectively. The Act requires the grant of a weekly holiday and leave with wages at the rate of one day for every 20 days of work in the case of adults and one day for every 15 days in the case of young persons. There are provisions relating to security of service of workers as in the case of the Madras Catering Establishments Act, 1958, providing a right of appeal to the workers with not less than six months of service who are discharged or dismissed. The employers of beedi industrial premises should also provide latrine accommodation, drinking water, first-aid facilities, etc. Managements of factories employing 50 women employees should provide creche accommodation and those employing 250 workers and more should provide canteen facilities.

Industrial Relations.

CHAPTER III.

The trend in regard to the number of work stoppages, numbet of workers involved and the number of mandays lost is one of the factors that throw light on the progress achieved in the domain of industrial relations. The following statement furnishes particulars of work stoppages in the State of Madras for the period from 1947 to 1960 :—

Year.	*Number of work stoppages.*	*Number of workers involved.*	*Number of man days lost.*
(1)	(2)	(3)	(4)
1947	290	282,344	3,230,887
1948	160	117,401	2,366,124
1949	123	46,863	471,530
1950	116	63,426	339,296
1951	266	99,946	593,096
1952	259	133,393	266,838
1953	229	95,021	288,090
1954	198	68,943	216,229
1955	239	101,029	219,370
1956	330	129,543	507,385
1957	250	121,060	722,771
1958	253	118,670	09,106
1959	209	111,072	1,102,472
1960	331	220,097	765,990
1961	Not yet available.		

For the purpose of these statistics, an industrial dispute is taken to be a temporary stoppage of work by a group of employees to express a grievance or to enforce a demand, or temporary withholding of work from a group of employees by an employer (or a group of employers) in connection with matters relating to employment or non-employment or terms of employment or conditions of employment.

It may be seen that the figures of the workers involved and of mandays lost in the years 1947 and 1948 were the highest. These two years were years of acute industrial unrest all over the country and the number of strikes and loss of mandays was also considerably higher in these two years than in the succeeding years in Madras as well as in most other States in India. In fact, the convening of the tripartite conference that led to the Industrial Truce Resolution stemmed from the sharp industrial unrest. In the year 1948 the large number of work stoppages and the loss of mandays was largely contributed to by strikes in the textile industry in Coimbatore district extending over two months. This strike was conducted in protest against the managements' implementation of the interim workload recommendations of the Standardization Committee by the Government under Sri A. Uthandaraman. The workers protested on the ground that the interim work-load was not practicable of adoption and further that 11,000 workers would be thrown out of work. There was again a sharp rise in the loss of mandays in 1951. The strike in the Meenakshi Mills, Madurai, which employ about 2,000 workers for about a month as a result of a dispute relating to wages and workloads was an important factor contributing to the loss of mandays. And the years from 1952 to 1955 recorded the lowest loss in mandays. There was again a sharp rise since 1957, the number of mandays lost reaching a peak in the year 1959. The heavy loss of mandays in the year 1959 was contributed to in a large measure by the long drawn strikes in the Madura Mills at Madurai, Ambasamudram and Tuticorin. The Madura Mills employ about 18,000 workers in the three centres and the strike lasting for about two months, was directed in protest against the application of workload agreed upon in the Coimbatore district. In the year 1958, there was a strike in the Buckingham and Carnatic Mills employing about 14,000 workers following by a lock-out, the strike being in respect of a dispute over the quantum of additional bonus for the years 1955 to 1957. The work stoppage lasted for about 21 days and this contributed to the increase in the number of mandays lost. Again, although the number of workers involved and the number of mandays lost during the last six years is seen to be on the increase over the corresponding figures for the earlier period, the inference that industrial relations have not improved would not be justified. Due to the rapid expansion of industry there has been a sharp increase in the number of industrial workers. And so, relating the number of strikes, workers involved and the mandays lost to the number of workers and undertakings involved, we find that there has been improvement in industrial relations. In support of this contention, it may also be observed that the number of settlements executed under section 12 (3) of the Industrial Disputes Act have increased from 1951 onwards as indicated below:—

Year.	*Number of disputes referred for adjudication.*	*Number of settlements under section 12 (3) of the Industrial Disputes Act.*
(1)	(2)	(3)
1947	Figures not available	
1951	71	Not available
1956	170	573
1960	250	864
1961	106	461 (January-June 1961).

Discipline in industry.

It has been accepted that for maintaing discipline in industry and for promoting better employer-employee relationship, employers and employees should adhere to certain basic principles. The Indian Labour Conference and the Standing Labour Committee have evolved a Code of Discipline and the representatives of the All-India Organisations of employers and trade unions have agreed to subscribe to this Code with a view to securing industrial harmony. The Code enjoins upon the parties to settle all disputes and grievances through negotiation, conciliation and these failing through arbitration. It bans coercion, inimidation, go-slow, etc. But, above all, the importance of this experiment lies in that it works on the moral plane and not in the shadow of a penal law.

This subject was discussed at the meeting of the State Labour Adivisory Board held in December, 1958. The Board considered that the Code of Discipline unanimously adopted at the Indian Labour Conference is a landmark in the history of industrial relations in our country and that if sincerely implemented by all parties concerned it will ensure peace in industry and cordial relationship between the employers and workmen. It drew pointed attention to the fact that the code has been voluntarily agreed to by the representatives of All-India Organisations of employers and trade unions and the State Government and has appealed to the employers including the employing authorities of Government departments in this state and trade unions to come to a mutual understanding to abide by the code.

Copies of the code have been communicated to all important organisations of employers and emloyees and they have been requested to adhere to the provisions of the code. The officers of the Labour Department have also been instructed to ensure that the provisions of the code are observed by the employers as well as employees. Copies of English and Tamil versions of the Code with a circular letter of appeal have also been printed and circulated to all factories and trade unions. Posters explaining the significance of the code in Tamil and English have been distributed among employers and labour representatives. Copies of the model grievance procedure referred to under clause (ii), (viii) of the Code of Discipline have also been printed both in English and in Tamil and circulated to all industrial establishments and trade unions. An inference can be drawn that the ratification of the code of Discipline evolved in the 16th Session of the Indian Labour Conference by the Central Organisations of Labour has contributed to this improvement in the industrial climate.

Evaluation and Implementation Machinery.

On the advice of the Government of India, the Government have since constituted an Evaluation and Implementation Committee at the State level, composed of equal numbers of representatives of employers and employees with the Commissioner of Labour as

Chairman. This Committee has been entrusted with the work connected with the administration of the code in addition to the implementation of labour enactment, etc. This Committee met twice during the year 1960, viz., on 23rd May 1960 and 17th December 1960 and considered important subjects such as the expansion of the Code of Discipline with a view to secure further ratification by employers and workers' organisations not affiliated to any Central Organisations and the procedure for dealing with the complaints regarding breaches of the Code, the effective implementation of the Code of Conduct, model grievance procedure, etc. On the advice of this Committee, the Labour Officers and Factories Inspectors have been instructed to contact the employers and workers' unions not affiliated to any central organisations for the purpose of getting them committed to the code in writing. By their efforts, 49 employers and 264 trade unions not affiliated to any of the central organisation have signified their acceptance of the code in writing.

The Government have also appointed a full time officer of the rank of an Assistant Commissioner of Labour so that he could devote his undivided attention to the investigation of the breaches of the Code and to undertake case studies in respect of strikes and lock-outs.

Wages and earnings.

Since 1947 through increased unionisation of workers and consequent improvement in the powers of collective bargaining, the operation of the awards of industrial tribunals, etc., there has been a progressive improvement in the wages and earnings of industrial workers.

On such matters as computation of bonus, discharge and dismissal of workers, retrenchment, rationalisation, etc., a large volume of industrial case law has been built up. With the result that the managements and workers are in a better position to regulate their attitudes towards such problems as a rise in the light of case law that has developed.

So far as the question of earnings and settlement of bonus disputes are concerned, they will be briefly touched upon in respect of a few industries in the State such as textiles and plantations.

Textiles.

In the year 1947 there were 79 mills in the State 49 spinning, 10 weaving and 20 composite, employing about 99,448 workers. The total investment was Rs. 4,71,80,467. The number of textile mills increased to 103 in 1953 and 133 by the year 1960. Out of the 133 textile mills 107 were spinning mills and 26 were composite mills.

In 1938, Sri M. Venkataramaiah was appointed as a Court of Enquiry to enquire into the conditions of the textile workers in the Coimbatore district. This court of Enquiry recommended an interim relief ranging from Rs. 6 to Rs. 12 raising the minimum basic wage of the workers to Rs. 23. In 1946, the minimum basic wage in the Madura Mills was Rs. 26 and in the Buckingham and Carnatic Mills it was Rs. 19-8-0. As a result of the award of Sri M. Venkataramaiah, the Industrial Tribunal, appointed by Government, the minimum basic wages of the textile workers in the Coimbatore District was fixed at Rs. 26 with a Dearness allowance of three annas per point over 100 of the cost of living index in certain areas specified as first class and two annas per point in the areas specified as second class. The cost of living index about this time ranged between 225 to 267. The Tribunal had recommended the constitution of a Standardization Committee to standardize workloads in the textile industry and a committee headed by Sri A. Uthandaraman was accordingly constituted in December 1947 to standardise workloads. A wage Board also was constituted under the same person. The interim recommendations made by the Standardization Committee were adopted by the managements of textile mills in Coimbatore district. But the workers did not find them acceptable and struck work on the ground that the implementation of the recommendations involved displacement of over 11,000 workers and further that it was practicable. The strike lasted for two months, and so the workloads prescribed by the Standardization Committee were kept in abeyance. Similarly there was a strike in Meenakshi mills, Madurai, in protest against the introduction of interim workloads. The dispute relating to workloads in the mill was referred to Justice P. Rajagopalan for adjudication. Under his award, the mills were allowed to introduce the interim workload and a tripartite Textile Enquiry Committee was appointed as suggested by this Tribunal to go into the question of categorisation of occupations, standardisation of workloads, wages and dearness allowance on an industry-*cum*-regional basis for all textile mills in the State. The findings of the Committee which were published in 1953 could not be enforced as they were of a recommendatory nature and the parties did not choose to adopt them. A settlement, was, however, reached before the Commissioner of Labour by the workers and the managements of textile mills in Coimbatore on the question of categorisation of occupations, workload, wages, dearness allowance, etc., in 1956. Certain new mills that sprang up in 1956 not having paid the wages operative under the new agreement, the question of wages in the new mills was decided by adjudication in 1958. Under this award, minimum wages ranging from Rs. 26 to 30 were fixed as also dearness allowance ranging from 2 to 3 annas per point over 100 of the cost of living index. The new mills were classified as being in four stages, the first one being the stage at which 2,000 spindles are commissioned. In conformity with the policy of the Government of India to regulate the payment of wages in major industries a wage board was constituted in 1957 to make its recommendations on the wages in the spinning and composite mills in the textile industry. The Wage Board recommended an increase in the wages of Rs. 8 to operatives and Rs. 10 to clerical staff. A lot of industrial unrest arising out of the failure of the managements to implement this recommendation, the Minister for Labour exercised his good offices to evolve a settlement of the issue. Accordingly, a settlement was aimed at on 30th June 1960 the parties covering a considerable percentage of managements and workers in the textile industry. According to this, the workers received an ad hoc increase of Rs. 8 and staff Rs. 10 in their wages. Besides this, a fixed dearness allowance at Rs. 45 and a flexible dearness allowance at 21 naye Paise per point on the increase in the cost of living index over 340 were awarded. The management of the Buckingham and Carnatic Mills in Madras employing over 14,000 workers were agreeable to offer the same terms subject to the condition that the existing war allowance paid by them but not by any other management could be discontinued. The workers being not agreeable, the dispute was referred for adjudication. The Tribunal decided that in addition to the wage increases as agreed upon in respect of the other mills, the existing war allowance should be continued to be paid.

Bonus Settlement.

Payment of bonus which started as an ex-gratia payment in the textile industry in the period of rising cost of living ensuing after the war soon came to be considered as a payment intended to bridge the difference between the wage actually paid and the living wage. The bonus dispute in regard to many textile mills was decided by adjudication or by arbitration the latter procedure having been largely adopted in the Coimbatore district. Although the L.A.T. decision in the dispute relating to Rastriya Mill Mazdoor Sangh laid down the formula for the payment of bonus, dispute continued to arise on this issue in regard to the application of the bonus formula and continued to be decided by adjudication in most mills. In Coimbatore district however, in the periods from 1952–1955 the dispute was settled by arbitration and the interim bonus issue agreed upon for the year 1956 through the good offices of the Minister for Labour, the final issue being referred for adjudication. The bonus dispute relating to the period from 1957–1959 was referred for adjudication in most mills in Coimbatore and Madurai regions. The bonus issue relating to the period 1955 to 1960 in the Buckingham and Carnatic Mills was covered by a Settlement.

Engineering Industry.

In 1948 under certain awards, the minimum wages of unskilled labour in certain engineering workshops was fixed at Re. 0-14-0

a day or Rs. 22-12-0 for a month of 26 days. In the year 1950, an award in regard to certain engineering firms and type foundries fixed the minimum wage at Rs. 26. The Tripartite Committee on minor engineering firms constituted in 1954 recommended the minimum wages of Re. 1 for unskilled workers, Re. 1-6-0, for semi-skilled workers and Rs. 2 for skilled workers as the minimum wages. It recommended a dearness allowance of Rs. 26 per mensem to workers earning a pay of Rs. 30 to Rs. 40, Rs. 30 for workers earning Rs. 41 to Rs. 75, Rs. 35 for workers earning above Rs. 75. These recommendations not being enforceable were not adopted in many workshops. It may be observed in this connection that under recent awards governing Engineering concerns, the minimum wage of unskilled workers is Rs. 2 that of skilled workers being Rs. 3-11-0. In certain reputed engineering firms, a minimum dearness allowance Rs. 51 is being paid.

Motor Transport Industry.

In his award of 1948, Sri M. Venkataramaiah, the Industrial Tribunal, awarded the minimum wage of Rs. 40 for drivers, Rs. 30 for conductors or checking Inspectors and Rs. 22-12-0 for cleaners. The dearness allowance was fixed at Rs. 25 in Madras City and at Rs. 20 in the mofussil . Under certain awards relating to the motor transport industry given in 1960, drivers have been fixed on a scale ranging from Rs. 45 to Rs. 100, conductors on scales ranging from Rs. 35 to 95 and cleaners from Rs. 26 to Rs. 55-8-0.

It may also be observed in this connection that minimum wages were fixed for the motor transport industry in 1952 and revised in 1957 as follows :—

The wages of drivers were fixed at Rs. 40 to Rs. 45 in 1952, Conductors at Rs. 30 to 35, Mechanics from Rs. 75 to 80, cleaners from Rs. 15 to Rs. 26 per mensem. The dearness allowance ranged from Rs. 18 to Rs. 29 according to the wage group.

Beedi Industry.

The minimum wages fixed under the Minimum Wages Act, 1948 in the year 1951 could not be enforced as the orders of the Government were quashed by the High Court on technical grounds. The minimum wages were fixed in the year 1959 under the Minimum Wages Act ranging from Rs. 1-37 for 1,000 beedies of the Mukkudal type to Rs. 1-69 for 1,000 beedies. Certain beedi employers filed writ petitions in the High Court. As a result of talks held before the Minister for Industries and Labour and the Commissioner of Labour in July 1960 the employers withdrew the writ petition and agreed to pay for making 1,000 beedies wages of Rs. 1-81 for senior beedies, Rs. 1-69 for junior beedies, Rs. 1-62 for sada beedies, Rs. 1-37 for small size beedies in Mukkudal; Rs. 1-87 for making 1,000 beedies prevalent in Kanyakumari taluk continuing to be operative.

Trade Unions.

As observed elsewhere, there has been a steady industrial development in the State during the period reported on, and as can be expected with this increasing number of industrial workers there has been rapid expansion in the number of trade unions and of their members. There was a fall in membership during 1951 apparently due to the belief that any benefits or privileges secured through Trade Unions would automatically be available to non-members also. The particulars of the number of trade unions, their membership and their financial position are as follows :—

Year.	*Number of Trade Unions registered under the Indian Trade Union Act.*	*Number of workers covered by Trade Unions.*	*Amount in the General Fund of the Trade Unions.*
(1)	(2)	(3)	(4)
			RS.
1947	386	2,29,830	3,45,126
1951	579	1,74,608	4,33,225
1956	758	2,25,359	1,66,595
1960	1,003	3,79,704	14,61,392
1961	Figures not yet available.		

Of the 1,003 tarde unions in 1960, there were 280-unions which were members of one or other of the four Federations. There were 5 employers' organisations in the State on the registers as also one employers' organisation in the Central sphere.

Of the 1,003 trade unions, it is seen that the textile industry had 146 unions, commerce 148 unions, transport 134 unions and engineering 75 unions. In the year 1959–60, 806 unions out of 1,003 unions had submitted the returns statutorily prescribed.

An analysis of the data furnished by the trade unions in their returns indicates that about 54 per cent of the income of the trade unions came from contributions and 25 per cent from donations and that of the expenditure, salary allowance and expenses of office establishments amounted to 27 percent.

Code of conduct.

The need for taking steps to mitigate the evils of rivalry among trade unions came up for discussion at the meeting of the 16th Session of the Indian Labour Conference held in May 1958. It was discussed separately at a meeting of the representatives of the

different Central Organizations of workers and a Code of Conduct prescribing the basic principles which should be observed by all the trade union organisations was subscribed to by these representatives. Copies of the Code with a circular letter of appeal have been printed and circulated to all registered trade unions in this State and the Labour Officers have been instructed to persuade the trade unions to observe the provisions of the Code. The Government have also entrusted the work relating to the effective implementation of the Code of conduct to the State Evaluation and Implementation Committee.

Works Committees.

In the year 1948, 50 Works Committees were formed in the then composite Madras State and the number has progressively increased with the increase in the number of industrial undertakings and an increasing appreciation of the value of works committees as an instrument for smoothening industrial relations at the level of the undertaking. In the year 1959–60, 290 works committees were functioning in the residuary Madras State. In 120 undertakings works committees had either to be constituted or had been dissolved on the expiry of their tenure and required to be reconstituted.

The Industrial Employment (Standing Orders) Act.

The Commissioner of Labour is the Certifying Officer under the Industrial Employment (Standing Orders) Act. In order to quicken the pace of certification of Standing Orders, the Act was amended in 1960 to enable any officer subordinate to the Commissioner and Labour also to be appointed as Certifying Officer and the Deputy Commissioner of Labour was appointed to exercise the functions of a Certifying Officer in the whole of the State of Madras with effect from 15th December 1960. As on 1st April 1961 the provisions of the Act were applicable to 4,361 industrial establishments. Standing Orders in respect of 1,289 establishments were certified up to 31st March 1961. The Labour Courts are the Appellate authorities to hear and decide cases of appeals against the orders of the Certifying Officer.

Working Journalists (Conditions of Service and Miscellaneous Provisions) Act.

There are 32 newspaper establishments covered by the Wage Committee report, the number of working journalists covered being 449. Twenty-two newspaper establishments covering 406 employees have implemented the recommendations of the Wage Committee. Ten newspaper establishments covering 43 workers have to implement the Wage Committee's recommendations and this matter is under consideration.

To help of the enforcement of the Act and the other non-technical Acts more effectively, the Government have ordered the conversion of the post of Inspector of Newspaper Establishments into that of an Inspector of Labour and the territorial distribution of the work among all the six Inspectors of Labour has been revised suitably. The Presiding Officers of the Labour Courts have been appointed as the authorities under the Act and also under the Working Journalists (Fixation of Rates of Wages) Act to determine the amounts due to the working journalists.

Factories Act, 1948.

As observed earlier, there has been a steady increase in the number of factories in the Madras State. New factories have sprung up in clean and healthy surroundings in rural parts skirting more particularly the urban areas of Madras, Madurai and Coimbatore. The number of factories and the number of workers employed therein from 1947 onwards are as follows :—

Year.	*Number of factories.*	*Number of workers.*
1947	3,928	276,586
1951	12,336	417,545
1956	4,898	293,606
1961	5,670	286,176

The increase in the number of factories in 1951 was due to the extension of the Act to non-power factories by the Act of 1948 and the subsequent decrease is due to the separation of Andhra and the reorganisation of States.

Often, the factories are well laid out and equipped with modern machinery, conform to high standards of ventilation and lighting and provide a good environment for workers to work in. Forced ventilation has been introduced in almost all the new units of textile mills. Work place in some of the major factories have been air-coditioned contributing thereby to greater productive efficiency and comfort of the workers. It may, in this connection, be observed that as the Factories Act requires that the plans relating to the layout and design of new factories should be approved by the Chief Inspector of Factories even in the blue-print stage, they undergo careful scrutiny by the Factories Department and they are approved with such modifications as are considered necessary to conform to the requirements of industrial health and safety, the need to economise on costs being borne in mind.

In 1959 a committee was constituted with the Commissioner of Labour, Chief Inspector of Factories, the Direcor of Industries and Commerce and the Chief Engineer (General) to go fully into the question of mitigating of hardship involved through rigorous imposition of the provisions of the Factories Act in units of small scale industries and cottage industries with a view to relax some of the provisions involving expenses incommensurate with the scale of operations consistent with industrial health and safety. The Committe has submitted its report and the Government have issued orders revising the classification of factories and relaxing the standards prescribed in respect of minimum height roofing, etc., without impairing the requirements affecting industrial safety, and health with a view to encourage the growth of small scale and cottage industries.

[G.O. Ms. No. 3750, Industries, Labour and Co-operation (Labour), dated 22nd May 1961.]

Industrial safety.

In exercise of powers vested with them, the State Government have notified " generation of petrol gas from petrol, etc.", and certain other operations as dangerous operations and have framed special rules regulating the safety precautions to be observed to safeguard the interest of the workers engaged in such operations.

There has been a sharp rise in the incidence of accidents over the years. The main reason that has contributed to this situation is the rapid influx into industry of persons with a rural background accustomed to free conditions of work who experience difficulty in adjusting themselves to the rigour and discipline imposed by the routine of factory life. Again, it is possible there are cases in which a worker who would have gone back to work after getting a cut or wound dressed up in the factory dispensary or the local hospital stayed out longer from duty on account of attendance at the local Employees' State Insurance Hospital and the need to take a medical fitness certificate before joining work and so got included in the accident statistics.

In orde rto check the rise in the incidence of accidents in factories, the work relating to the administration of non-technical Acts such as the Madras Shops and Establishments Act were taken away from the Factory Inspectorate and entrusted to the Labour Wing of the administration to enable the Inspectors of Factories to improve the quality and frequency of inspection of factories. An intensive drive has been set afoot by the Chief Inspectors of Factories and his officers for diffusing safety consciousness in factories among workers, managements and the supervisory personnel. Talks on industrial safety and accident prevention and free distribution of posters on these matters are among the steps initiated to reduce accidents. The compilation of an album of photographs of intrinsically dangerous parts of machinery to form part of equipment accessory for the safety campaign is under way. The number of accidents in factories during the period from 1947 to 1961 is shown below :—

		Fatal.	*Non-fatal.*	*Total.*
1947	..	27	6,605	6,632
1951	..	28	6,622	6,650
1956	..	15	10,515	10,530
1960	..	17	16,568	16,585
1961	..	7	8,656	8,663

(January to June 1961)

The intensification of efforts made towards the industrial safety campaign has already borne fruit as disclosed from the sharp fall in the number of accidents from 17,816 in 1959 to 16,585 in the year 1960.

No factory was left uninspected at least once in the year. The Inspectors brought their accumulated experience and knowledge to bear in ensuring that the machinery are properly fenced or guarded in conformity with the provisions of law, shifts properly arranged, working environment and amenities provided on a standard, that did not fall below the statutory requirements, etc. In this connection it may be observed with some satisfaction that in the year 1957 the percentage of factories inspected to factories on the registers was higher in Madras State than in any other State in the country.

Welfare Amenities.

Apart from the amenities statutorily prescribed, it is observed that some managements of large industrial establishments have provided additional amenities in respect of the education of the children of their workers, medical facilities, recreational facilities, etc., beyond statutory requirements.

It is also seen that a number of industrial establishments mainly in the textile and engineering industries have organised co-operative stores and societies for supply of stores or of credit facilities for the benefit of the workers.

Women Labour.

To enlighten the workers in the factories about their rights and to see that the provisions of the Act with reference to women are carried out effectively, the Government have appointed an inspectress of Factories. She advises women employees and managements on various matters relating to the employment of women and children and the provision and maintenance of welfare amenities.

Besides, this, a special Act, the Madras Maternity Benefit Act, 1934, as subsequently amended is in force and applies to all factories employing women. This Act prohibits the employment of women

in factories for sometime before and after confinement and provides for maternity benefit to them. The provisions of the Act are applicable to women employed in factories provided they have entered service under the employer, from whom they claim maternity benefit, at least 35 weeks immediately before the week in which confinement takes place. Maternity Benefit at the rate of average daily wages subject to a minimum of 12 annas per day is payable during a period of 12 weeks of which not more than six weeks shall precede the date of confinement. The particulars of maternity benefit paid from 1947 are given below :—

				RS.
1947	..	..	..	1,38,860
1951	..	..	..	1,48,860
1956	..	..	..	94,470 *
1960	..	..	..	1,21,390
1961	(not yet available).			

* (Decreasedue to reorganisation of States)

Provision has been made in the Factories Act for the establishment of creches in factories employing more than 50 women workers. Most of the factories employing 50 women workers and more have provided creches. Their number comes to 80 at present.

A Women Welfare Bureau is being set up at Coimbatore.

Training of Officers.

In view of the desirability of the officers of the department being familiar with the latest trends in factory administration and techniques of industrial safety in the more advanced industrial countries of the west, four of the Inspector of Factories were deputed for a Course of training which included plant visits in other parts of the country organised by the Chief Adviser, Factories. Two of the Inspectors of Factories were sent abroad, one to the United Kingdom under the Colombo Plan for training in Factory Administrations and the other to the United States of America under T.C.M. Technical Assistance Programme for study of Industrial Engineering.

Type Designs of Factory Buildings.

A scheme for the preparation of type designs of factory buildings suitable for small-scale industrial units is under the consideration of the Government. This scheme, if approved will help managements of small factories to construct factories well within the means and at the same time conforming largely to the standard prescribed by the Department.

Payment of Wages Act, 1936.

The Payment of Wages Act, 1936 regulates the payment of wages and applies to factories coming under the purview of the Factories Act, and to plantations under motor omnibus services, etc. It prescribes fixation of wage preiods and the time for payment of wages, deductions which are admissible and the levy of fines. The Amendment Act of 1957 brought into effect from 1st April 1958 raises the wage limit of persons coming under the purview of this Act from Rs. 200 to Rs. 400 in order to ensure that the general raise in wages did not deprive a large number of workers from the benefits conferred by this Act.

The total wages paid in factories, plantations and omnibus services during the period from 1947 to 1960 were as follows :—

Year.	Wages paid in factories.	Wages paid in plantations.	Wages paid in omnibus service.	Total.
		(Rupees in lakhs)		
1947 ..	1244·8	Not available	28·7	1,273·5
1951 ..	2021,7	81·2	30·4	2,133·3
1956 ..	2159·2	235·8	33.3	2,428·3
1960 ..	1850 0	108·5	28·1	1,986·6
1961	Figures not yet available.			

On analysis of the figures of annual gross wages received from returns under the Payment of Wages Act, it is seen that the average annual earnings of an individual worker has been steadily on the increase as shown below :—

1947	Rs. 472
1951	Rs. 530
1956	Rs. 852
1960	Rs. 1,082–41 nP.
1961	Not available

The particulars of the number of claims and complaints arising out of non-payment of wages, etc., disposed of by the Labour Department are as follows :—

Year.	Number of complaints. Non-payment of wages.	Illegal duductions.	Number of claims.	Number of prosecutions launched.
1947 ..	78	5	8	12
1951 ..	122	4	148	51
1955 ..	317	30	364	29
1960 ..	160	19	224	1
1962 ..	Not yet available.			

The Government have under consideration a proposal to amend the Payment of Wages Act to provide for the automatic conversion

into National Plan Savings Certificate of a part of the bonus in excess of one-fourth of the earnings of an employed person for the year to which the bonus relates.

The Minimum Wages Act.

Minimum Wages have been fixed in respect of all the scheduled employment except lac-industry in which the number of workers in the State falls below 1,000, the minimum number prescribed for fixing minimum wages. The industries for which the minimum wages have beeen so fixed are the following :—

1. Employment in Woollen carpet making or shawl weaving establishment;
2. Employment in any rice mill, flour mill or dhall mill;
3. Employment in any tobacco (including beedi making) manufactory;
4. Employment in plantations;
5. Employment in any oil mill;
6. Employment under any local authority;
7. Employment on road construction or in building operation;
8. Employment in stone breaking or stone crushing;
9. Employment in any mica works;
10. Employment in public motor transport;
11. Employment in tanneries and leather manufactory;
12. Employment in agriculture.

In addition to the above employment this Government have fixed the minimum wages in the following employments under the powers vested in therein :—

1. Match and fire works manufactory.
2. Hosiery manufactory;
3. Coir manufactory;
4. Cotton ginning and pressing manufactory;
5. Brick and tiles manufactory;
6. Salt pans.

The mining wages fixed are being revised at intervals not exceeding five years.

Labour Courts at Madras, Madurai and Coimbatore have been appointed within their respective jurisdiction as the Authorities under section 20 of the Minimum Wages Act to decide claim arising out of failure to pay the minimum wages statutorily fixed.

Plantation Labour Act.

According to the Rege Committee the wages of workers in tea estates ranged from As. 5 to As. 7 per day and from As. 5 to As. 6 in coffee and rubber estates in the year 1945. Under the minimum wage fixation statutorily effected in 1952, all inclusive minimum daily wages of Re. 1-5-0, Re. 1-0-0 and Re. 0-10-6 were fixed for Grade I, Grade II and children. On statutory refixation of wages in 1957, the wages of workers in tea, rubber and cinchona estates and mixed estates ranged from Re. 0-11-6 for children Re. 0-15-0 for adolescents, to Rs. 1-9-0 for Grade I workers; the same rates were fixed for workers in coffee estates other than the Shevroys and the Madurai district. As for workers in coffee estates in Shevroys and Madurai district the wages for Grade I workers were fixed at Re. 1-6-0 wages for Grade II workers, adolescents and children being the same as in other classes of plantations. The Award of the Special Industrial Tribunal appointed in 1952 for determining the wages of plantation workers was not implemented and the managements went to the Supreme Court in appeal. Pending disposal of the appeal by the Supreme Court an agreement was arrived at between the UPASI and majority of workers. According to this agreement the wages of children, adolescents, Grade II and Grade I workers were fixed at Re. 0-11-6, Re. 1-0-0, Re. 1-5-0 and Rs. 1-11-6 in respect of estates with an acreage of more than 200 acres. The same rates were fixed in rubber plantations with 400 acres or more. In respect of estates of 200 planted acres and less, the wages for the same categories were fixed at Re. 0-11-0, Re. 0-15-0, Re. 1-2-0 and Re. 1-9-0. These rates were also applied in respect of workers in Rubber Plantations of 400 planted acres or less. Wages of workers in Coffee Plantations with more than 300 planted acres. Wages were fixed as in the case of workers in tea plantations with 200 acres or less. In the coffee estates of the Shevroys and the Madurai District the wages were fixed at Re. 0-11-6, Re. 0-15-0, Re. 1-2-0 and Re. 1-6-0 for children, adolescents, Grade II and Grade I workers respectively.

A Wage Board has since been set up by the Government of India to define the wage structure in the Tea Plantation Industry taking into account :

(i) the needs of the industry in a developing economy.

(ii) the system of payment by results.

(iii) the special characteristics of the industry in various regions and areas;

(iv) categories of workers to be covered (this may be according to the definition of "workmen" in the Industrial Disputes Act).

(v) working hours in the industry.

Bonus.

The dispute relating to the bonus for the workers in the Plantations for the years 1952 and 1953 were referred to a Special Industrial Tribunal for adjudication.

Subsequently all outstanding disputes in respect of rubber and tea plantations upto and inclusive of the year 1954 were settled by an agreement, dated 15th May 1956. On 7th January 1958, another settlement was arrived at according to which all outstanding disputes regarding bonus upto 1956 were settled. Bonus for 1957, 1958 and 1959 were also settled by agreement during each year.

The particulars of the bonus paid under the Bonus settlements from 1952 onwards are as follows :—

Year.	*Type of plantation.*	*Percentage of annual earnings.*
		PER CENT
1952	Tea and Rubber	6¼
	Coffee	6½
1953	Tea and Rubber	8⅓
	Coffee	6½
1954	Tea	8½
	Rubber	9⅔
	Coffee	6½
1955	Tea	13½
	Rubber	6¼
	Coffee	6½
1956	Tea	6¼
	Rubber	6¼
	Coffee	6½
1957	Tea	8⅓
	Coffee	6¼ (4½% for estates less than 150 acres in extent).
	Rubber	9
	Mixed estates having an acreage on 25 per cent of tea	8⅓
1958	Tea	8½
	Coffee (except Shevaroys)	6¼ (4½% for estates less than 150 acres in extent).
	Rubber	..
	Mixed estates having an acreage of 25 per cent and over of tea	8½
1959	Tea	8½
	Coffee	6¼ (4½% for estates having less 150 acros in extent).
	Mixed estates having an acreage of 25 per cent and over of tea	8½
	Rubber	..

In 1955 and 1956 for rubber estates an additional bonus of $2\frac{1}{2}$ per cent was agreed upon for estates under 200 acres and $5\frac{1}{2}$ per cent for estates above 200 acres.

Maistries System or Kangany System.

The principal method of recruitment of labour for the plantations in South India had been through kanganies working as the agents of the employers. The supply of the labour force was their main function for which they used to receive some amount as advance and then a commission of 5 to 15 per cent of the earnings of the labourers in their gangs. Sometimes the kanganies acted as maistries and supervised the work of the labourers. Later on, this system was found to be an unhealthy practice and it was not congenial to cordial relationship between the workers and the management. Steps for the abolition of Kangany system were under consideration. In 1957, it was however, agreed to defer further action on the question of abolition of Kangany system as the kanganies would be eliminated by natural wastage.

Consequently the cadre of supervisors has been introduced in the plantations. Accordingly all the workers irrespective of the category to which they belong who have the capacity to control labour and knowledge of estate workers and a reasonable standard of education will be eligible for appointment as supervisor.

CHAPTER IV.

SOCIAL SECURITY.

Workmen's Compensation Act, 1923.

The object of the Act is to impose an obligation upon employers to pay compensation to workers for accidents, arising out of and in the course of employment, resulting in death or total or partial disablement, half monthly payment being payable from the date of disablement where it lasts for a period of 28 days or more or after the expiry of a waiting period of 3 days where such disablement lasts for less than 29 days compensation is also payable for some occupational diseases.

The Act applies to workers whose monthly wages do not exceed Rs. 400 employed in factories, mines, plantations and certain other hazardous occupations mentioned in the schedule to the Act.

The Commissioner of Labour, Madras is the Commissioner for Workmen's Compensation for the State of Madras. An Assistant Commissioner of Labour has also been notified as Additional Commissioner for Workmen's Compensation, Madras. He deals with claims arising out of workmen's compensation throughout the State. The Personal Assistant to the Commissioner of Labour has also been notified as an Additional Commissioner for workman's Compensation with limited powers to administer the personal ledger accounts of the court of the Commissioner for Workmen's Compensation.

The Government have sanctioned the grant of legal assistance at State cost in deserving cases for conducting cases filed by injured workmen or their dependants as the case may be upto a maximum of Rs. 30 in each case, the Commissioner of Labour being competent to sanction upto Rs. 50 in special circumstances.

The number of claims disposed of under the Workmen's Compensation Act and the amounts disbursed towards workmen's compensation during the period from 1947 to 1960 are as follows :—

Year.	*Number of claims disposed of,*	*Amount Disbursed.*
1940	408	1,93,651—0—7
1951	606	3,24,541—0—4
1956	561	3,89,147-13—2
1960	611	3,81,145·26
1961	Not yet available.	

The Employee's State Insurance Act, 1948.

The responsibility for administering the Employees State Insurance Scheme is vested in a statutory body known as the Employees Insurance Corporation under the Chairmanship of the Union Minister for Labour which comprised representatives from the Central and State Governments, the Lok Sabha, the medical profession and organization of the employers and employees. At the regional level, the Regional Board under the Chairmanship of the State Labour Minister and the Local Committees constituted by the Corporation function as advisory bodies to suggest ways and means of effecting improvements in the day-to-day working of the scheme.

The provisions of the Act relating to benefits (Chapters IV and V) are in force in the following centres :—

Name of centre.		*Date from which the scheme is in force.*
Coimbatore	..	23-1-1955
Madras City and suburbs	..	20-11-1955
Madurai Vickramasingapuram Tuticorin	..	28-10-1956
Salem Mettur Tiruppur Udumalpet	..	30-11-1958
Rajapalayam Sivakasi Perianaickenpalayam Peelamedu		28-2-1960
Dalmiapuram	..	27-3-1960
Ranipet	..	29-1-1961
Trichy and Cauverynagar.		29-1-1961

With the implementation of the Scheme in the above places, about 200,000 workers employed in about 903 factories in the State are getting benefits under the scheme. The total number of covered factories in the State is 1,505. There are yet a few places having a concentration of 15,000 or more workers where the scheme has yet to be extended. It is hoped that it will be possible to extend the scheme to places like Usilampatti, Koilpatti, Dindigul, Tirunelveli and Talayuthu in the near future.

Under the phased programme of implementation, agreed on between the Corporation and the Government of Madras, eight centres covering 13,350 workers have been ear-marked for implementation of the Scheme in the year 1961–62.

The medical benefits under the Employees' State Insurance Scheme will be extended to the families of insured workers in Tiruchirappalli, Cauverynagar, Dalmiapuram, Sivakasi, Rajapalayam and Ranipet areas with effect from 15th August 1961 and

in Salem, Mettur, Udumalpet, Tiruppur, Tuticorin and Ambasamudram with effect from 2nd September 1961. About 44,500 workers' families will be benefited.

Contributions.—The rates of employers' and employees contributions have not undergone any change since the introduction of the Scheme although the Central Government notified their intention to enhance the rate of employers' contribution to 1-3/4 per cent in non-implemented areas and 3-1/2 per cent in implemented areas. The actual date from which the enhanced rates are to be given effect to has not yet been notified by Government. The particulars of the contributions collected from the employers and employees from the date of enforcement of the Scheme are as follows :—

Year.	*Employers' special contribution.*	*Employees' contribution.*	*Total.*
		(Rupees in lakhs)	
1952–53	15·91	..	15·91
1953–54	22·74	..	22·74
1954–55	23·14	1·03	24·17
1955–56	25·45	14·06	39·51
1956–57	31·94	33·97	65·91
1957–58	29·92	37·62	67·54
1958–59	22·83	37·39	60·62
1959–60	26·28	39·78	66·06
1960–61	31·35	54·79	86·35

Cash benefits.—There are in all 14 local offices, sub-local and 4 pay offices in the Madras State for purposes of administration of cash benefits. A new local office has started functioning at Guindy. The insured persons can receive payment either in person at the above offices of the Corporation or can choose to receive the same by money order. The particulars of cash benefits disbursed from 1955 are as follows :—

Year.		*Amount.* (Rupees in lakhs.)
1955–56	..	2·35
1956–57	..	11·04
1957–58	..	19·14
1958–59	..	29·27
1959–60	..	36·29
1960–61	..	42·20

Medical care.—Medical care under the Scheme is administered by the State Government both through the Service and the Panel systems. Under the Panel System, medical treatment is provided through private medical agencies and under the service system through full-fledged dispensaries set up by the Government and manned by full-time Medical Officers. Moreover, arrangements have also been made for mobile dispensaries to cater to the needs of insured persons residing in outlying areas. In addition, whenever considered suitable, medical facilities provided by the employers are also being utilised under the Scheme. Out-patient medical care to the insured persons in Madras City, Madurai, Ambasamudram, Tuticorin, Salem, Mettur, Udamalpet, Tiruppur, Rajapalayam, Sivakasi, Tiruchirappalli and Cauverynagar is being provided through service system and in Coimbatore (including Perianaickenpalayam and Peelamedu) through both the service and the panel systems. In Ranipet and Dalmiapuram, the medical facilities available with employers are utilised exclusively at present. The particulars of the number of patients treated at the Employees State Insurance dispensaries and clinics of panel and part-time doctors are as follows :—.

Year.		*Number of patients treated.*
1955	..	394,190
1956	..	1,119,358
1957	..	1,752,126
1958	..	1,989,757
1959	..	2,319,938
1960	..	2,448,022
1961	..	1,396,247
		(January to June 1961)

In-patient Medical Care.—Beds have been reserved in various hospitals in implemented areas for in-patient treatment of insured persons. In Madras City, there is a separate hospital in a rented building and in Coimbatore there is a separate annexure to the Government Headquarters Hospital. Necessary arrangements for specialist opinion and treatment of insured persons, emergency medical care, X-ray, etc., exist in the different implemented areas in the Region. The particulars of the number of patients treated as in-patients in the hospitals are as follows :—

Year.		*Number of persons treated..*
1955	..	1,830
1956	..	4,255
1957	..	6,987
1958	..	7,905
1959	..	9,894
1960	..	12,022
1961	..	6,790
		(January to June 1961)

Construction of buildings under the scheme to house State Insurance Dispensaries and Hospital.—It has been decided to construct separate buildings to house State Insurance Dispensaries for Perambur and Tondiarpet in Madras City, Singanallur, Uppilipalayam and Ondiputhur in Coimbatore area; and at

Madurai, Vickramasingapuram and Tuticorin. Plots of land of requisite size are being acquired by the Assistant Director of Medical Services (Employees' State Insurance). It is also proposed to construct separate buildings to house local offices along with and adjoining proposed dispensary buildings. The construction of a separate hospital for Madras City is in full swing and it is expected to go into commission by the end of August 1961. For the present, the hospital will have 175 (one hundred and seventy-five) beds including 25 for tuberculosis. Necessary steps to provide another 100 beds will be taken immediately after the hospital starts functioning. Similarly, the I.D. Hospital, Madurai is being taken over and a separate 125 bedded hospital for insured persons is proposed to be constructed in the same premises. So far as Coimbatore is concerned, land acquisition proceedings are in hand and as soon as land is acquired, steps will be taken to construct a 175 bedded hospital.

Hospitalisation for insured persons suffering from tuberculosis.—For provision of in-patient treatment to insured persons suffering from tuberculosis beds have been reserved in the various Sanatoria, viz., Tambaram, Perundurai Austinpátti (Madurai), Nagercoil and Tiruchirappalli. The construction of 52 bedded wards for insured persons in the Tambaram Sanatorium has been taken up.

Miscellaneous features.

1. *Settlement of disputes.*—For deciding disputes, Employees' Insurance Courts have been established in all implemented areas.

2. *Medical Boards.*—When an insured person becomes permently disabled as a result of an employment injury, the loss of earning capacity of such insured person has to be assessed and for this purpose, Medical Boards have been set up.

3. *Commutation of permanent disablement benefit.*—Insured persons who are receiving periodical payments of permanent disbility benefit can commute the same into lump sum payment provided the daily rate of permanent disablement benefit is less than As. 2 and the injury is a scheduled one.

4. *Artificial limbs and dentures.*—As a part of medical care made available under the Scheme, artificial limbs are being provided with a view to rehabilitate the insured persons permanently disabled due to loss of limb due to employment injury. Artificial limbs are also provided to those insured persons who lose their limbs as a result of sickness subject, however, to their fulfilling certain conditions. Artificial limbs are fitted in at the Army Artificial Limb Centre, Poona, and the expenditure on conveyance to and from the Centre, together with free diet and accommodation is borne by the Corporation.

Also, insured persons who sustain loss of teeth due to employment injury are also provided with artificial dentures at the cost of the Corporation.

5. *Payment of benefit by money order.*—For the convenience of insured persons, the Employees' State Insurance Corporation has granted the facility of payment of cash benefits by money order at Corporation's cost irrespective of the amount involved on a permanent basis.

6. *Extended cash and medical benefits to insured persons suffering from tuberculosis, leprosy, mental and malignant diseases.*—The extended cash benefit, hitherto payable for a period of 126 days in addition to the ordinary 56 days of sickness benefit, is payable for a period of 309 days with effect from 15th August 1960. The extended sickness benefit rate is half the sickness benefit rate or 75 nP. whichever is greater. With a view to help the insured persons suffering from long term diseases such as leprosy, mental and malignant diseases, extended cash and medical benefits are also paid to insured persons suffering from the abovementioned diseases on the same scale and subject to the same conditions as regulate the grant of extended cash and medical benefits to insured persons suffering from tuberculosis. This concession has been introduced with effect from 1st June 1959.

7. *Protection from dismissal while under certified sickness.*—Section 73 of the Act has been amended to enable the insured persons suffering from long term diseases to have medical treatment effectively without fear of losing their jobs. Protection for a period of one year from dismissal, etc., which was hitherto available only to insured persons suffering from tuberculosis has now been extended to insure persons suffering from leprosy, mental and maligant diseases also.

The Employees Provident Fund Act.

The Act applied in the first instance to factories employing 50 or more persons in 6 specified industries. It was gradually extended to 47 industries. Further the Act has been made applicable to establishment employing 20 or more workers. The Act now applies to 1,182 factories/establishments covering 323,600 employees. The particulars of the number of establishments and number of employees covered, the amount of provident fund disbursed and the number of prosecutions launched mainly for non-payment of contributions are as follows :—

Serial number.	*Year.*	*Number of establishments covered by the Employees Provident Funds Act*	*Number of employees covered by the Act.*	*Amount of provident fund disbursed.*	*Number of prosecutions launched.*
				RS.	
1	1952–53	225	122,614	..	..
2	1955–56	249	126,800	5,01,346	2
3	1960–61	1,482	323,600	46,84,712	10

The Madras Shops and Establishments Act

The provisions of the Act are enforced in the City of Madras, in Class I Panchayats, in the Municipal areas, and in special areas notified by the Government. The non-technical Acts such as the Madras Shops and Establishments Act, Madras Catering Establishments Act, Madras Industrial Establishments (National and Festival Holidays) Act, Madras Beedi Industrial Premises (Regulations of Conditions of Work) Act, were administered till 20—4—1960 by the Chief Inspector of Factories with the assistance of five Inspectors of Factories, Grade I, and 10 Inspectors of Factories, Grade II. The Minimum Wages Act, the payment of Wages Act and the Employment of Children Act were also administered by them. With a view to relieve the Factory Inspectors of non-technical work so as to enable them to concentrate on the inspection of factories and help to secure reduction of accidents, the Government ordered the transfer of the work relating to the administration of the non-technical Acts to the Labour Wing with effect from 20—4—1960. The Government appointed a Deputy Commissioner of Labour and 6 Inspectors of Labour to supervise the work of the Assistant Inspectors of Labour in this regard. There are at present 129 Assistant Inspectors of Labour who are in charge of the enforcement of these non-technical Acts.

The particulars of the number of shops and establishments and the number of employees covered by the Act were as follows :—

		Number of shops and establishments.	*Number of employees.*
At the beginning of the first Five-Year Plan.	..	1,45,572	1,73,028
At the beginning of the Second Five-Year Plan.	..	1,60,771	1,86,522
At the beginning of the Third Five-Year Plan.	..	1,60,048	1,83,135

The particulars of the number of employees who took advantage of the appeal provision in the Act are as follows :—

1958	...	564
1959	...	552
1960	...	421

Particulars of the prosecution launched under the Act are given below :—

Year.		*Prosecution launched.*	*Result*	
			Conviction.	*Acquittal.*
1947	..	Particulars not available.		
1951	..	4,392	3,741	41
1956	..	644	609	10
1960	..	311	306	6
1961 (up to April)		73	48	2

The following factories contributed to the decrease in the number of prosecutions :—

(1) Andhra partition in 1953;

(2) Exemption of all Shops and Establishments employing 3 and less than 3 employees from the provisions of the Act in 1954-55;

(3) States reorganisation in 1956; and

(4) Catering establishments being removed from the provisions of the Act consequent on the passing of the Madras Catering Establishments Act.

During the year 1952 there was a general complaint that the enforcement of the Act was too strict and prosecutions too many and hence the Government appoint a Senior Officer Sri V. V. Subramaniam, I.C.S., as a special officer to survey and report on the working of the Act.

On the representations made by certain merchants, the special officer recommended in the year 1953 that Shops and Establishments employing less than 4 or 5 employees should be exempted. Accepting this recommendation, Government exempted all shops and Establishments employing three and less than three employees from certain provisions of the Act including the provisions of Chapters II, III, V, VI and Section 31 of Chapter VII of the Act. This exemption has been renewed by the Government year after year.

All Co-operative Societies which have amended their special bye-laws on the lines of the special bye-laws suggested by Government in this regard and have also satisfied the conditions stipulated by the Government from 1953 onwards have been exempted from all the provisions of the Madras Shops and Establishments Act. Besides these, Government have granted permanent exemption in several cases on the merits of each case in the general interest of the public, taking due care at the same time to protect the interest of the employees also. The Commissioner of Labour has been empowered to grant exemptions from the provisions of the Act for a period of 30 days at a time.

Madras Catering Establishments Act.

The Act is now in the secod year of its working. As on 1—4—1961 there were 13,105 establishments covered by this enactment. The Inspectors of Labour and Assistant Inspectors of Labour have been appointed as Inspectors within their respective jurisdiction to enforce the provisions of this Act. With a view to affording quick relief to discharged and dismissed workmen in catering establishments Government have appointed Labour

Officers within their respective jurisdiction as appellate authorities under the Act. The particulars of prosecutions, etc., are given below :—

(1) Total number of prosecutions sanctioned from 8–4–1959 to 31—3—'61—1,057.

(2) Number of prosecutions cancelled during the period—115.

(3) Number of cases in which convictions were obtained—585.

(4) Number of acquittals—4.

(5) Amount of fine realised—Rs. 6,567-50.

(6) Number of establishments which have paid registration fees—7,959.

(7) Registration fees collected—Rs. 1,18,350-50 nP.

From the date on which the Act came into force, 522 employees took advantage of the appeal provision in the Act. This is an indication that the appeal provision has been beneficial to the employees—

*Madras Beedi Industrial Premises (Regulation of conditions of **work) Act.***

The Government have appointed the Inspectors of Labour and the Assistant Inspectors of Labour as Inspectors to enforce the provisions of the Act.

All the provisions of the Act except sections 10 and 12 to 16 and that relating to licensing came into force on 1st July 1959. The provisions of section 10 and 12 to 16 came into force with effect from 1st January 1960 and the licensing provisions from 1st July 1960. Certain beedi merchants filed a writ petition in the High Court of Madras questioning the validity of the Act. The High Court held that the provisions of Madras Beedi Industrial Premises (Regulation of Conditions of Works) Act, 1958, except section 2(G) (1) of the Act are valid. Consequent on the coming into force of the licensing provisions of the Act on 1st July 1960, all the beedi factories in the State were closed. On 11th July 1960 an agreement was reached between the representatives of the employees and the employers as a result of which the employers agreed to take out licences under the Act. On their representations Government also agreed not to enforce the other provisions of the Act except licensing till such time as the neighbouring States of Kerala, Andhra and Mysore enacted similar legislation in their States. A statement showing the number of the existing beedi industrial premises in the State and the number of persons employed in it, the number that have applied for licences, the total amount of licence fee collected are appended below. Government have also exempted all beedi industrial premises from the provisions of the Madras Industrial Establishments (National and Festival Holidays) Act, 1958 and from the provisions of sections 18, 21, 26, 27 and 31 of the Madras Beedi Industrial Premises (Regulation of Conditions of Work) Act, 1958. Steps have been taken to contact the Central Excise Department to assess the total number of out-door workers engaged in this industry which is expected to be about two lakhs and thus to accelerate the progress of licensing.

STATEMENT.

Number of Beedi Industrial Premises in the State.	*Number of employees employed.*	*Number that have applied for licence.*	*Amount of licence fee collected.*
(1)	(2)	(3)	(4)
1,176	1,37,20	619	18,235·00

The Madras Industrial Establishments (National and Festival Holidays) Act, 1958, and the Rules made thereunder.

This Act applies to all factories covered by the Factories Act, 1948, all shops and establishments covered by the Madras Shops and Establishments Act, 1947, all plantations covered by the Plantation Labour Act, 1961, and to such other establishments as may be declared by the Government to be industrial establishments for purposes of this Act in the State of Madras. The object of this Act is to provide for the grant of two National and Five Festival holidays every year to the persons employed in the Industrial establishments in the State. The provisions of this Act were brought into force only from 1st April 1959. All the employees employed in the establishments whether permanent or temporary or casual are entitled to two national holidays an Independence Day and the Republic Day every year. In addition to these national holidays, the employers are required to grant to their employees five festival holidays as may be fixed by the Inspectors appointed under the Act in consultation with the employers and employees. Only those workers who have put in a continuous service of 30 days immediately preceding each festival holiday would be entitled to these five festival holidays.

The employees who are allowed or required to work on any of the national or festival holidays will be entitled to be paid twice the wages for the festival holiday on which they were so required or allowed to work or wages for the day and for a substituted holiday with wages. The Inspectors of Factories, the Inspectors of Plantations and the Assistant Inspectors of Labour have been appointed as Inspectors in respect of factories, plantations and other establishments respectively. There is also provision in the Act for the grant of a holiday on May day provided the majority

of employees so desire. Shops and establishments employing three and less than three persons and certain other establishments are exempted from the provisions of the Act. Beedi Factories have also been exempted from the Act. This Act has put an end to the disputes which were frequently arising on the question of national and festival holidays.

CHAPTER V

Subsidised Industrial Housing Scheme.

The role of good housing in achieving sound labour management relations and improved labour productivity can hardly be emphasised. A worker coming from a home which is no more than a hovel is hardly likely to be in the best condition of body and spirit to face the job at his workplace.

The need for solving the housing problem of industrial labour has been engaging the attention of the Government of India and the State Government. As the resources of the State Government were not sufficient to shoulder this responsibility exclusively by themselves, necessary financial assistance was offered to them by the Government of India as early as 1949 in the shape of loans and subsidies. Such assistance was also offered to Statutory Housing Board, Co-operative Societies and private employers to encourage them to undertake the construction of more houses for the benefit of workers. This has eventually taken shape in the Subsidised Industrial Housing Scheme, which is now in force. This scheme was brought into force during the first five year plan period.

The Scheme contemplates assistance for the construction of tenements for industrial workers, who come under the scope of the Factories Act and the Mines Act. The construction may be undertaken through the agency of State Governments or Statutory Housing Boards, employers and registered Co-operative societies of industrial workers. The assistance to be extended under the Scheme is calculated with reference to the standard cost prescribed in the Scheme or the actual cost of construction, whichever is lower. The State Governments and Statutory Housing Boards are granted 50 per cent of ten approved ceiling cost of building as loan and the remaining 50 per cent as subsidiy. Private employers are eligible for a loan of 60 per cent and for a subsidy of 25 per cent and Co-operative Societies for a loan of 65 per cent and a subsidy of 25 per cent. The assistance given in the shape of subsidies and loans is on comparatively easy terms, the loans being recoverable in a number of annual equated instalments.

The Housing Projects undertaken with assistance under the Scheme will have to comply with the minimum standards of accommodation and specifications for construction prescribed in the Subsidised Industrial Housing Scheme. Persons receiving assistance are required to enter into an agreement with the Government mortgaging the premises and agreeing to abide by the rules of allotment and other conditions. The management of each housing project constructed under the Scheme has to be entrusted to a

Committee consisting of representatives of the employers and of workers with a Chairman nominated by the State Government. The rents to be charged for each tenement should not exceed the standard-rent prescribed for each type of tenement, but there is no objection to charging lower rents.

The State Government took advantage of the financial assistance granted by the Government of India and got sanctioned a project for the construction of 936 houses at Sembium and Erukkenchery during the first five year Plan period at an estimated cost of Rs. 24.92 lakhs. The actual construction of the houses was completed only in the Second Five Year Plan period. Almost all the houses have been occupied except those ear-marked for welfare amenities. However, the cost of construction has exceeded the sanctioned cost by a margin of Rs. 10 lakhs.

The provision made in Second Five-Year Plan for Subsidised Industrial Housing, the targets fixed, the amount spent so far and the houses constructed till now are indicated below :—

Provision made in the Second Five-Year Plan	Rs.	69·94	lakhs.
Targets fixed		1,700	houses.
Amount spent up to 31st December 1960	Rs.	77.19	lakhs.
Number of houses constructed so far		1,098	houses.
Number of houses in various stages of construction		170	houses.

The Schemes sanctioned by the Government provide for construction of houses for industrial workers in Vellanur, Tiruchirappalli District, Sivakasi, Virudhunagar, Singanallur, Sembium, Industrial Estate, Guindy, Pettai, Tiruchirappalli, Madurai, Katpadi Erode, Salem and Thanjavur. Out of 23 schemes sanctioned by Government, 15 schemes have been completed and the remaining eight schemes are in various stages of execution.

So far as private employers are concerned, 10 schemes for the construction of 552 houses at an estimated cost of Rs. 9·21 lakhs have been approved by the Government. With a view to persuading the employers to embark upon housing projects in larger numbers, the State Government have convened three Conferences of the representatives of employers and the representatives of employees. In the first Conference held in August 1958, it was decided *inter alia* (1) that each employer in the State having 1,000 or more employees, will provide houses for 4 per cent of his employees, excluding those already housed by him, within a period of 12 months from 1st August 1958, (2) that housing 50 per cent of his employees would be the maximum that any employer would be expected to provide, (3) that the houses might be constructed under any of the Schemes financed in any manner; and (4) that the Government would defer the question of bringing in legislation. After the first Conference, applications for financial assistance for the construction of 1958 houses have been received but one management have withdrawn its application for financial assistance for the Construction of 102 houses.

A Fourth Conference will take place shortly. At this Conference, steps to be taken to speed up progress in the provisions of Industrial Housing and the question of taking legislative action, if necessary, is also likely to be discussed and a decision taken.

Basket Making Centre.

Among the welfare measures undertaken by the State Government, it may be mentioned that a demonstration-cum-training centre in basket making for the dependants of the tea workers was started in Kullakamby in 1961. The Tea Board granted a sum of Rs. 35,000 for incurring non-recurring expenditure on this scheme. The Labour Officer, Coonoor, was in charge of this centre. This centre was transferred from Kullakamby to Coonoor. This Centre was closed in October 1958. A similar grant of Rs. 5,000 to meet the non-recurring expenditure was also made by the Central Tea Board for running a Tailoring Centre at Coonoor from 1957 onwards. The period of training has been fixed as one year. The tailoring centre has so far trained three batches of 20 trainees each. The strength has now been increased to 30 from the fourth batch which is under training.

Coffee Board Grant.

The Coffee Board at Bangalore offered a sum of Rs. 28,000 for providing welfare amenities to the workers employed in the coffee plantations of this State. Out of this amount, a sum of Rs. 21,000 has been earmarked for providing scholarships and stipends to deserving children of workers employed in coffee plantations with a view to enablig them to acquire better, higher and specialised vocational training and the remaining Rs. 7,000 has been set apart for providing medical aid which is not ordinarily available in the Government or group hospitals to the coffee plantation workers.

A trust has been created for the purpose of granting scholarship from the Coffee Board grant. The Commissioner of Labour and the Director of Harijan Welfare, Madras, have been appointed as members of this Trust Fund. Scholarships were granted to ten pupils during the year 1959–60 and to 17 pupils during 1960–61. The grant of Scholarship in the first instance was limited to residential students. It has now been decided to extend the scholarship to non-residential pupils also. The total amount so far spent is Rs. 12,395.

Holiday Home.

On the recommendation of the Tourists Development Council of the Ministry of Transport and Communications (Tourist Department) the Government of India suggested that the State Government might consider the possibility of starting holiday homes for the industrial workers of this State. The proposal was placed before the State Labour Advisory Board at its meeting held in February 1960 and the Board accepted the principle involved in the scheme and decided that as an experimental measure, the Government should undertake to provide a holiday home for Workers at Mahabalipuram, which is near Madras. The Government have accordingly sanctioned the construction of a holiday home at Mahabalipuram at a non-recurring expenditure of Rs. 64,000. Preliminary arrangements for securing the site, etc., are under way.

Workers' Education.

In pursuance of the recommendations of the Team of Experts as approved by the Indian Labour Conference at its 15th Session held in July 1957 the Government of India have sponsored a Scheme of Workers' Education and entrusted its administration to an autonomous body called the Central Board for Workers' Education, which consists of representatives of employers, workers, educational institutions and of Government. The Scheme has for its objective the creation over a period of time of a well-informed and responsible industrial labour force, capable of organising and running trade unions on sound lines.

This Scheme was inaugurated in this State by the Minister for Industries and Labour on 29th September 1960 and the first batch of twenty-five worker teachers drawn from various major industrial undertakings in the city commenced their training at the Workers' Education Centre, Madras on 10th October 1960. The curriculum of the course included labour legislation, trade union methods, five year plans, productivity and also weekly visits to various factories. Teaching aids such as group discussions, debates, role plays, skits and dramas, film shows, etc., are freely resorted to in the training in addition to lectures. The trainees were also taken on a study tour to Tata Nagar, Sindri, Dhanbad and Calcutta where they visited various factories.

The worker teachers who completed their training course on 8th January 1961 started plant level classes to the rank and file of workers.

A local Committee has been formed under the Chairmanship of the State Labour Commissioner with the representatives of employers, employees and educational institutions to guide the Regional Centre at Madras in the effective implementation of this Scheme.

Productivity.

The Government attach great importance to measures calculated to secure higher productivity in industry. The National Productivity Council has set up a Regional Directorate at Madras to assist all the Local Productivity Councils in this State in their training and educational programmes and generally to give wide publicity to the movement. The Government of Madras have also sanctioned a post of Inspector of Factories for work connected with the productivity movement in the State. He is visiting various industrial establishments in the State and advising managements on the organisation of industrial engineering departments in their set up. He also helps the Productivity Councils in this State in conducting programmes on work, study, etc. The Productivity Centre (Bombay), Government of India, has also conducted two projects, one at Coimbatore and one in Madras during 1957, to educate and encourage management and labour in the application of various productivity techniques to their plants. The Government sanctioned grants to the extent of Rs. 41,840 during 1960–61, to the lcoal Productivity Council to enable them to carry on their work

Conferences and Committees.

The State Labour Advisory Board of which the Labour Minister is the Chairman was constituted in accordance with the principles laid down in the Industrial Truce Resolution of 1947. Therein the representatives of Government, employers and workers met periodically to review the matters pertaining to labour administration including proposals for legislative action. The Madras Catering Establishments Act, Madras Beedi Industrial Premises (Regulation of Conditions of work) Act, 1958 and Industrial Establishments (National and Festival Holidays) Act 1958 came to be enacted in pursuit of discussions held with the employers and workers in the Labour Advisory Board.

As it was observed that a considerable volume of disputes raised related to dismissal of workers, Government have had under consideration, a proposal to draft legislation to provide for an appellate authority against dismissals of individual workers. This proposal will be finalised in consultation with the State Labour Advisory Board.

The Minimum Wages (State) Advisory Board.

The Minimum Wages (State) Advisory Board of which the Labour Commissioner is the Chairman was constituted by the Government under Section 7 of the Minimum Wages Act for the purpose of coordinating the work of committees appointed under

Section 5 of the Act to advise Government in the matter of fixing and revising minimum rates of wages for the various scheduled employments. The Board meets as and when necessary.

Employment.

I. *Employment exchanges—Origin, functions and development.*—The Employment Service in India was born under the stress of post-war demobilization. When the Second World War came to a close, the Government of India recognised the imperative need for creating a machinery which will be capable of giving the necessary assistance for the orderly rehabilitation of a large number of demobilised personnel as well as discharged war workers. It was necessary to provide an agency that would enable their placement in civil life, as well as for their training to adapt their skills acquired during war service to the requirements of civilian occupations. To deal with these two functions, namely placement and training, the Ministry of Labour, Government of India, established the Directorate-General of Resettlement and Employment at New Delhi, as the administrative headquarters of the National Employment Service at the National level. Under the Directorate-General of Resettlement and Employment, Regional Directorate of Resettlement and Employment were established in various States and Employment Exchanges and Training Centres were opened at suitable places in the different States. Thus the Regional Directorate of Resettlement and Employment set up in Madras in 1945 exercised control and supervision over the Employment Exchanges and Training Centres established in five States namely, Composite Madras, Mysore, Travancore-Cochin and Coorg.

When the exchange were first set up in 1945 they functioned as a placement agency exclusively for ex-service personnel and discharged war workers. However, with the growing demand that facilities offered by the Exchange should be made available also to other categories of employment seekers, the employment exchanges were thrown open to all categories of workers in the year 1948. In the employment service as at present constituted any employment seeker, irrespective of his level of education, training or skill whether he belongs to administrative and executive occupations or to clerical categories, whether he is a highly skilled craftsmen or only a semi skilled or unskilled worker, whether he belongs to a technical category or a non-technical worker—is entitled for registration and employment assistance.

In the year 1952, the Government of India appointed the Training and employment Service Organization Committee under the Chairmanship of Sri B. Shiva Rao, M.P., to examine the work of the employment exchange and training centres and make recommendations regarding the future organisation of the exchanges and the Training Centres. This Committee assessed the result obtained by the exchanges and Training Schemes during the period of about 7 years since their inception and made certain recommendations regarding the basis on which the service should be organized. One of the main recommendations of the committee was that the day to day administration of the exchanges should be handed over to the States and that the Central Government should be responsible for long-term policy and standards and for coordination of the work of the employment exchanges in the different States. A similar recommendation was also made in regard to the administration of the training schemes. Based on these recommendations, the Madras Government took over the administration of the employment Exchanges as well as the training Centres on the 1st November 1956. The state Directorate of Employment was set up to be in charge of the administration of the Employment Exchanges, with the Labour Commissioner as ex-officio, Director of employment. The administration of training centres was handed over to the Director of Industries and Commerce. The Employment Service in Madras State has been functioning as a State Government Organisation since the 1st November 1956.

Under the Central set up, Employment Exchanges were classified as Regional Exchanges, Sub-Regional Exchanges and District Employment offices. The District Employment offices functioned under the supervision and control of the Regional/Sub-Regional Employment Exchanges. Under the State Administration, the system of having different categories of exchanges was abolished and all the exchanges were uniformly designated as District Employment offices, functioning as independent units. On 1st November 1956 when the service was taken over by the State Government, there were thus 12 District Employment Offices. During the years 1958–59, two more employment offices were set up, one at Nagercoil and another at North Madras. The employment office at Nagercoil functions as the District Employment office for the newly formed Kanyakumari district. The Employment office at North Madras was opened to cater for the unskilled categories of workers in the Madras City. Thus, at the end of 1960, there were 14 District Employment offices in the State. In addition to those, two Registration Units have started functioning from November 1960 for registering applicants living in remote parts of the Districts in the State by visiting periodically the taluk headquarters of Sivakasi, Mudukulathur and Tiruvadanai of Ramanathapuram district and the taluk headquarters of Harur, Hosur and Krishnagiri of Salem district. The operation of these registration units enables the registration of candidates at the Taluk Headquarters so that they are saved the expenses of travelling to the District Headquarters where the District Employment Office is located, for the purpose of their registration. Further two Employment Information and Assistance Bureaux, one at Sankarankoil Block of the Tirunelveli district and another at Paramakudi of Ramanathapuram district, also started functioning from November 1960. These Bureaux, have been set up with the object of dissiminating information on careers and employment avenues to the residents of these local areas. It is proposed to gradually increase the number of such bureaux in the State.

One of the primary functions of the employment service is to place workers in employment and to assist employing establishments in finding suitable workers. Registration at Employment offices for employment assistance is voluntary; there is no compulsion that employment seekers should register at Employment offices. As regards recruitment to vacancies in the public sector, administrative instructions have been issued by the Central and State Governments which make it obligatory on the part of appointing authorities to recruit their workers through the Employment Exchanges in respect of certain categories of posts which are filled other than through Service Commission or through competitive examination. As regards vacancies in the private sector recruitment through the Exchanges is entirely voluntary. All the service rendered to employers and to workers by the Employment Exchanges are entirely free; no fee is charged either from employers or from workers for any of the services.

Since the transfer of the administration to the State Government there has been a considerable increase in the activities of the Employment Exchanges. The number of registrations at Exchanges as well as the number of persons placed in employment has shown a steady increase. It is also gratifying to note that inspite of the fact that there is no compulsion on the part of the private employers to make their recruitment through the Employment Offices the employment service has received the increasing patronage of private employers.

The following figures show the number of applicants registered and placed in employment during the years 1958–60 :—

	YEARS.				
	1957	1958	1959	1960	1961 (January to June).
Number of applicants registered by Employment offices.	160,453	196,661	204,891	187,270	107,249
Number of applicants placed in employment.	24,168	26.730	29,931	34,778	16,232

On an average 936 employers per month have used the Employment offices in the State. It is estimated that the percentage of employment has now increased by 38·4 per cent from 1956 in the public sector alone.

A recent significant event in the development of the employment service has been the coming into force of the Employment Exchanges (Compulsory Notification of Vacancies) Act, 1959. This Act came into force in the Madras State in June 1960. The Act provides for the compulsory notification of vacancies both in public and private sectors to the Employment offices. The position that the private employers do not necessarily have to make recruitment through the Employment offices contiues to hold good but the enforcement of the Act makes available to the Employment offices essential data regarding the vacancy position in the State and it is expected that this data would prove highly useful for the purpose of Manpower Planning. The Act also places at the disposal of the Employment offices, information which would help the Employment offices to render more effective placement work.

For the first few years in the history of the employment service the activities of the service were confined to placing. Since the beginning of the Second Five-Year Plan the significant development has taken place in the Service on the following manpower schemes :—

1. Collection of Employment Market Information;
2. Occupational Research and Analysis; and
3. Youth Employment Service/Employment. Counselling.

II. *Collection of Employment Market Information.*—One of the functions of the employment service is to collect Employment Market Information. The place where the selling and hiring of services take place is commonly known as the Employment Market for that type of labour. This process of bargaining by labour and employer may take place in a small town, in a big city or in an even wider area. It is the purpose of the Employment Market Information programme to study the changing pattern and composition of the Employment Market from time to time and such studies are framed within the general outline of the economic development. The Employment Service recommendation of the International Labour Organisation (Recommendation No. 83) has stressed the need for collecting employment information and making continuous studies relating to the organisation of the Employment Market. This was also emphasised by the Training and Employment Services Organisation Committee (Shiva Rao Committee) set-up by the Government of India in 1952. This Committee recommended that the Employment Exchanges should undertake the collection and dissemination of employment information at national, regional and local levels. In order that a purposeful scheme be worked out, the assitance of the International Labour Organisation was sought. The International Labour Organization, conscious of the importance of such studies in the general economic, development of countries, particularly of developing economics, seconded an expert to the Government of India

who, after conducting elaborate field experiments, prepared a nation-wide scheme for labour market studies. The Scheme implemented through the net work of Employment Exchanges in the country, which serve as the field forces, has been accepted by the Government of Madras.

In consultation with Mr. J. H. Devey of the International Labour Organisation who discussed the organizational and technical aspects of the programme with the State Government early in 1958, a phased programme for the Madras State. was prepared. Accordingly, a co-ordinating unit at the State Directorate of Employment was set up and the survey was started in Coimbatore district, covering both the private and the public sectors and limited to the public sector only in the other districts of the State. As and from June 1960, the programme was extended to cover the private sector in the districts of North Arcot, Salem, Thanjavur, Tiruchirappalli and Madurai and as and from December 1960, to the other remaining districts of the State. Thus, the entire State of Madras has been covered by the programme in its intensive phase by the end of the Second Plan period.

The broad aim of the programme is to provide regular and reliable employment information with the avowed purpose of effective and maximum available manpower utilisation. The information is collected every quarter and it relates to the changes in employment, nature and volume of current employment openings, difficulties experienced in filling them and the occupations in which shortage is experienced. Besides, data are also collected at biennial intervals in regard to occupational pattern of the employees as well as anticipated demand during the subsequent years for different categories of personnel. It may be mentioned that the employment information collected under this programme will refer to employment in non-agricultural sector and will cover only those whose economic status is that of an ' employee ' or an ' employer '. This information is also sought to be co-ordinated with the manpower data and utilisation available with other agencies in the field in order that the employment market could be appreciated in all its important and intricate operations. The data collected through the " establishment reporting system " are studied separately for the private and the public sectors and reported upon from time to time. The inferences drawn from such studies are collected from a sample which relates to all establishments in the public sector and to establishments employing atleast five employees in the private sector. This is so because the study of the employment market has to be as representative and reliable as possible in its range and sweep.

In order that the employment market lends itself to a full appreciation of the factors involved, the study has to grapple with three main aspects of the situation. They are—(1) to find out where employed persons are working and what they are doing—how the working population is deployed; (2) to discover as much information as possible about the additional sources of labour that are available—the unemployed and the new workers who are entering the labour market; and (3) to locate the demands for labour. Having done this, the programme comprehends the study of the relationships between supply and demand and tries to diagnose any unsatisfactory conditions or trends and suggest remedial actions, if any.

It has been possible now to state with assurance the trends in the different markets for which complete data are available. Annexure I summarises the movements in the employment markets.

For the public sector as a whole, this programme has made available a statistical series since March 1956. On the basis of the information, it is possible to guage the degree and dimension of the employment movement in this particular sector for this State as 1957 as the base, shows that public sector employment has steadily moved up with the rising tempo of public sector investment under planned programme of economic development. The following is the employment index for the public sector :—

MADRAS STATE PUBLIC SECTOR.

EMPLOYMENT INDEX
(March 1956—100)

31-12-1957	..	123·3
31- 3-1959	..	129.7
30- 6-1959	..	131·3
30- 9-1959	..	133·6
31-12-1959	..	135·1
31- 3-1960	..	136.0
30- 6-1960	..	138·4
30- 9-1960	..	142·4

Early in 1958, an occupational survey of the industries in Coimbatore was conducted. This has provided the most comprehensive analysis of skill and talent that has so far been undertaken. It has now been possible to identify industries and services that employ a high degree of skill and to express them in numerical terms. The following table, interesting as it is, gives the manning pattern by broad occupational groups :—

Percentage of employees in private and public sectors by occupational groups.

Occupational Groups.	*Private sector (Per cent).*	*Public sector (Per cent).*
Professional and Technical	1·6	14·0
Administrative and Executive	0·7	6·8
Clerical and Sales	3·9	17·2
Craftsmen	33·3	4·1
Farm workers, miners and other skilled workers	2·0	20·5
Unskilled office workers	3·0	16·0
Unskilled others	55·0	21·4
	100·0	100·0

With the building up of employment and occupational series over a period of years, it should be possible to have a picture and perspective of not only individual employment markets but also the movements of employment at regional and national levels, their casual relationships and consequences which would help a greater appreciation of the problem and the formation of plans for the elimination of a variety of frictions in the employment market, the enforcement of several social security schemes and welfare legislations, for example the Regulation of Industries Act, the vocational preparation of youth, their guidance and counselling and the reorientation of general and technical and educational curriculai, just to mention only a few.

III. *Occupational research and analysis.*—In the year 1954, the Shiva Rao Committee recommended that the employment service should undertake a systematic and scientific study of the occupational field in the country and publish useful occupational data with the ultimate object of introducing a guidance programme for the youths and adults in the country.

As a result of the above recommendation, the Directorate General of Employment and Training of the Ministry of Labour set up a Central Unit at Delhi and the Service of an International Labour Organisation expert was also secured to guide the Unit on proper lines for collecting occupational information in a scientific manner. This programme was implemented in August 1956 with the assistance of Mr. S. O. Doos, the International Labour Organisation Expert.

This scheme envisages the compilation of various materials for use not only by the employment service but also by such agencies as Vocational counsellors, Career Masters and other agencies concerned with Man Power Programmes. To implement this Scheme, there is an Occupational Information Unit attached in the Ministry of Labour, Directorate General of Employment and Training, which, co-ordinates the work of the various field units at State Headquarters.

PUBLICATIONS UNDER THE PROGRAMME.

1. *National classification of occupations.*—The scheme aims at the preparation of the National Classification of Occupations containing job description of every occupation available in the country and to aim at standardisation of definition of skills and functions of the different types of workers. The required information will be collected by the Analyst by field visits and actual study of the worker on the spot. This direct approach

is the primary source which will give a comprehensive idea of the functions and skills required of a worker for that particular occupation. Such other particulars connected with the occupation like, the physical and psychological requirements, educational training, further training and promotion, economic conditions, responsibility and judgment, working or environmental conditions, etc., are also collected at the time of field study for use in preparation of other materials like Career Pamphlets. Occupational Field Reviews, Occupational Specification and Interview Aids. The job descriptions, collected on the spot are then put in proper shape and from in such a manner as to give a picture of the occupation in work sequence. The definitions so prepared are then got vetted by local and All-India Experts in the field to give accurate and necessary validity for the definition. The appropriate code structure based on National Classification system is then given. When the definitions pass all the above stages of vetting and verification, they are published to be called the National Classification of Occupations. Since the World of occupations is ever changing, more so in our country, due to constant and quick technological changes, it is proposed to constantly revise the occupations so that new occupations will be brought on record while old or obsolete ones deleted. This publication giving the job description of the various occupations will, it is hoped, be found useful even by employers both private and public in their day to day work in regard to categorising of the workers in appropriate trades.

2. *Occupational Field Reviews* are a series of separate documents which provide the employment service staff (including Youth Employment Service, Vocational Guidance and Employment Counselling Specialists), School-counsellors with—

(*a*) a general background of occupational and industrial knowledge; and

(*b*) basic specified information of All-India importance and validity on the work performed, the training wages and prospects in respect of the most important occupations within each occupational groups.

The main headings of the Occupational Field Reviews, which are edited according to a standard lay-out, are—

(1) Occupations.
(2) Physiological and Psychological requirements.
(3) Recruitment and training.
(4) Wages, hours of work, etc.
(5) Professional, Employers' and Workers' Organisations.
(6) Employment Situation and outlook.
(7) Bibliography.

3. *Occupational Specifications and Interview Aids* give additional detailed information on selected individual occupations. They have been designed to provide the Employment Exchanges with helpful guidance points for interviews for efficient selection and submission work, and to provide the necessary information for the specialised counselling work at the Youth Employment offices and other Employment Exchanges.

4. Guides to Careers also called Career Pamphlets, are a series of folders, each dealing with one occupation or a group of closely related occupations. Unlike the above listed publications, the career pamphlets are specially written for the general public and especially the students facing the problem of choosing careers. They are designed to give a brief, but fairly comprehensive presentation of an occupation in which the student may have become interested during the occupational orientation at school. These career pamphlets are available for sale both at the Employment offices and with authorised Government publication sellers. So far 69 career pamphlets on different occupations have been published. Of these 8 career pamphlets have been published. Of these 8 career pamphets have been translated in Tamil for the benefit of users in Madras State.

5. *Hand-book on Training Facilities in India* gives sufficiently detailed information for counselling and guidance purposes on training institutions of All-India importance. The following particulars are given in respect of each institution :—Courses available (only courses of All-India importance are recorded), admission requirements, tuition fees and other costs, length of course, latest date of application, etc. In addition, State Hand books containing information at State level are also published.

The Madras State Occupational Information Unit attached to the Directorate of Employment, started functioning in August 1956 with a District Employment Officer specially trained in this work, in charge of the Scheme. During the period August 1956 to December 1960, the following items of work were completed :

Original work.

Coverage.	*Number of Occupations.*
1 division	67
17 Groups	335
42 Families	240
9 Industries	167
Total	809

Verification work.

Coverage.	*Number of Occupation.*
15 Groups	447
2 Families	24
Total ..	471
Career Pamphlets	2
Occupational	1
Field Reviews	1
Occupational Specification and Interview Aids	3

The State Occupational Information Unit also participated in a special study under a project financed by the Ford Foundation Project. The State Occupational Information Unit was entrusted with collection of requisite information pertaining to the educational and training requirements of craftsmen in the industries. As many as 54 institutions in the State covering 25 industries were visited and the required information collected. 1,003 prescribed questionnaires were also completed on the spot and sent to the Direcorate General of Employment and Training.

The Unit also undertook special studies of selected industries for preparation of occupational information required by the Wage Boards set up by the Government of India. Sugar, Rubber and Cofffee Industries were taken up during the period and the requisite information was collected and sent to the Directorate-General of Employment and Training.

IV. *Vocational Guidance and Adult Counselling.—Object.*—The object of Vocational Guidance is to render assistance to young persons who have had no significant work experience in the choice of an occupation suited to the aptitudes, qualifications, preferences and personality and to the prospective needs of the economy in such a manner as to promote full opportunity for personnel development and satisfaction from work and also the most effective use of the national manpower resources. A similar assistance rendered to adults who have had work experience is termed ' Adult Counselling '.

For several years the need has been felt for a programme of Vocational Guidance for Juveniles and Employment Counselling for Adults to be introduced as an integral part of the functions of the Employment Exchange. The Shiva Rao Committee emphasizd this need and as a result, a programme for extending the activities of the employment service in this direction was drawn up for implementation during the Second Five-Year Plan. Vocational Guidance and Counselling cover the following processes :—

(1) Collection of information from the client.

(2) Provision of information to the client to clarify his thinking.

(3) Assistance in developing a career plan.

(4) Help in putting the plan into action.

Functions..—The general functions of the Vocational Guidance Unit are to—

(*a*) provide vocational guidance and employment counselling to youths and adults individually or in groups.

(*b*) assist in the placement of youths in institutional or in plant training centres, apprenticeship or in entry jobs. As regards adults, it will help them in securing retraining facilities or in placement;

(*c*) follow-up and review the progress of guided youths and adults;

(*d*) assist other sections of the Employment Exchange in improving the quality of registrations and submissions;

(*e*) assist in the collection and compilation of up-to-date and accurate information on occupations, training facilities, educational courses, employment trends and employment outlook for youths and adults, scholarships and sources of financial assistance; and disseminate such information to interested parties.

(*f*) maintain a regular and well-equipped occupational information room for the use of applicants and visitors seeking information;

(*g*) participate in programmes conducted by public or private bodies on vocational guidance or such other programmes for the benefit of youths like career conferences, visits to business and industrial establishments.

With the above objects and functions a Youth Employment Service Unit was set up at the Madras Employment Office in 1958, and another at the Madurai Employment Office in 1960. Given below is the statistical information of the work performed by these units. There has been an increasing awareness of the public regarding the utility of guidance services and greater response from the registrants of the exchange as well as the students population.

Data of the work done at the Youth Employment Service Units, Madras and Madurai.

		Madras.		*Madurai.*	
		1958.	1959.	1958.	1959.
1	Group guidance	7,774	7,486	8,440	594
2	Individual guidance	131	150	261	27
3	Guidance Information	1,703	1,918	2,384	393

Guidance information was sought mostly by the student population. The nature of information sought by them were training facilities, apprenticeship, job opportunities and further educational facilities in India as well as foreign Universities.

The Youth Employment Service Unit, Madras has undertaken as part of its work, the review of the Live Register of the Employment Exchange with a view to find out the causes of failure of registrants who had been on live register for a considerable length of time to get employment and advice them suitably. This process has yielded results, in that the registration who have been on the live register of the exchanges for a long time, have come to feel that their cases are being attended to individually and a good number of them have obtained employment, by either changing their trades or accepting other employment commensurate with their qualifications, as suggested by the Youth Employment Service.

Regular contacts with the Heads of Schools, Training Institutions, Industrial Establishments offering apprenticeship facilities, etc., are maintained by the Units.

During the year employers were contacted and the working of the units explained to them. They were also invited to visit the exchanges to have a first hand knowledge of the mode of working of the Vocational Guidance Unit. Advantage was also taken of the visit to canvass from the employers, opportunities for training, apprenticeship, etc., for the applicants guided by the Units.

The work of collecting the data to build-up and keep up-to-date, the Information Cabinet is carried on, on a continuous basis at the Madras and Madurai Units. Information from new establishments are collected as and when they are started and obsolete information replaced by current information.

In addition, the advertisements appearing in the press are sorted and furnished to candidates on the rolls of the exchange, students and others interested in such information, inviting them to apply for the posts.

The employment service is undoubtedly breaking fresh grounds by expanding its activities in spheres of employment survey, vocational guidance, occupational analysis and formulation of fresh techniques of placing applicants. It looks forward to the times when it will play a specialized rôle in the placement of the highly qualified applicants on the one hand and the physically handicapped on the other. With the widening of its activities, it is hoped that the service which is essentially free and voluntary will become increasingly useful to one and all.

Administrative set up.

In 1947 the administrative set up of the Labour Department was headed by the Labour Commissioner who was also the Registrar of Trade Unions, Commissioner for Workmen's Compensation, Certifying Officer under the Industrial Employment (Standing Orders) Act, Chief Inspector of Factories and Chief Conciliation Officer.

As Chief Inspector of Factories he was assisted by one Deputy Chief Inspector of Factories, four Inspectors of Factories in Grade I, seven Inspectors of Factories in Grade II and one Inspectress of Factories. In 1953, the post of Deputy Chief Inspector of Factories was redesignated as Chief Inspector of Factories, the Commissioner continuing to be in charge of the factories administration also. At present the Commissioner is assisted in regard to the factories administration by the Chief Inspector of Factories, his Personal Assistant, five Inspector of Factories in Grade I, seven Inspectors of Factories in Grade II, one Inspector of Factories (Productivity), one Inspectress of Factories and 25 Assistant Inspectors of Factories.

The Chief Inspector of Factories is also the Chief Inspector of Plantations and he is assisted in regard to the administration of the Plantation Labour Act by five Inspectors of Plantations.

In regard to the administration of the Madras Shops and Establishments Act, and other non-technical Acts and the administration of Industrial Employment (Standing Orders) Act he is assisted by one Deputy Commissioner of Labour, six Inspectors of Labour and 129 Assistant Inspectors of Labour.

In regard to the Labour Administration, he is assisted by a Personal Assistant, one Assistant Commissioner of Labour, a Gazetted Assistant, 13 Labour Officers and a Labour Officer for Plantation Labour Welfare.

As Commissioner for Workmen's Compensation, the Commissioner is assisted by an Assistant Commissioner of Labour.

In 1956, the Employment Organisation was transferred from the Central to the State Government and placed under the Commissioner of Labour. As Director of Employment he is assisted by a Deputy Director, an Assistant Director and thirteen Employment Officers.

CHAPTER VI.

On a survey of development during the period 1947-61 it is seen that there has been a steady increase in industrial activity, an expansion in the labour force with a progressive improvement in the working conditions of labour and in the earnings of workers and in the climate of industrial relations. The State is passing through a creative phase of industrial development in which there is an increasing awareness on the part of the parties concerned to increase production. The organisation of top management seminar in December 1960 by the National Productivity Council at New Delhi inaugurated by the Prime Minister, the top management seminar held in Bangalore inaugurated by the Union Minister for Labour and also a similar seminar held in Madras are indicators of the enthusiasm shown by employers to improve management techniques and of the zeal of Government to promote improved managerial practices. In the activities of the National Productivity Council and its local units in Madras and in the districts, the representatives of employers and workers participate with enthusiasm. Young technicians are being trained in industrial engineering in seminars organised by the productivity Councils. The Commissioner of Labour headed a study team organised by the Madras Productivity Councils on 'Industrial Relations' consisting of representative of employers and workers. This team organised visits to engineering units in and around Calcutta and Jamshedpur, Plantation areas near Darjeeling and to textile and engineering units in Bombay and Ahmedabad. All these activities point to the determination on the part of Government and both sides of industry to come together in the great adventure of achieving rapid industrial development and a progressive uplift in the standard of living of workers in the Madras State.

PRINTED BY THE CONTROLLER OF STATIONERY AND PRINTING, MADRAS,
ON BEHALF OF THE GOVERNMENT OF MADRAS.