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INTERNATIONAL LABOUR OFFICE  
INDIAN BRANCH

Industrial and Labour Development in April 1953.

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

<u>Contents.</u>	<u>Pages.</u>
<u>CHAPTER 1. INTERNATIONAL LABOUR ORGANISATION.</u>	
<u>11. Political Situation and Administrative Action:</u>	
Meeting of Bihar Central Labour Advisory Board: Committee set up to enquire into "Go-Slow" Tactics of Labour.	1
<u>CHAPTER 2. INTERNATIONAL AND NATIONAL ORGANISATIONS.</u>	
<u>25. Wage-Earners' Organisations:</u>	
(a) Merger of Railway Workers' Organisations: National Federation of Indian Railwaymen formed.	2-3
(b) Rivalry among Trade Unions: Government attitude clarified.	3
(c) Annual Session of Ceylon Workers' Congress: Setting up of Civic Bodies in Estate Areas urged.	4
<u>29. International Co-operation:</u>	
(a) Working of Community Projects: Suggestions by U.N. Expert Mission.	5-6
(b) U.S. Technical Aid to India: Four Operational Agreements concluded.	6-7
<u>CHAPTER 3. ECONOMIC QUESTIONS.</u>	
<u>32. Public Finance and Fiscal Policy:</u>	
Enquiry into present Taxation Structure: Commission appointed by Central Government.	8

<u>Contents.</u>	<u>Pages.</u>
<b>34. <u>Economic Planning, Control and Development:</u></b>	
(a) Air Transport to be nationalised: Bill introduced in Parliament.	9
(b) Statutory Board for Coir Industry to be set up: Bill introduced in Parliament.	10
(c) Oil Refinery to be set up at Visakhapatnam: Agreement concluded with Galtex Company.	10-11
(d) National Laboratories Scheme completed: Building Research Institute opened.	11-13
(e) Activities of the Ministry of Commerce and Industry: Report for the Year 1952.	13-18
<b>36. <u>Wages:</u></b>	
(a) Earnings of Factory Workers in India: Labour Bureau Compiles All-India Index.	19-23
(b) Draft Coorg Minimum Wages Rules, 1953.	23
(c) Travancore-Cochin: Draft Minimum Rates of Wages for Employment in Road Construction or Building Operations, Stone Breaking or Stone Crushing Operations.	23-24
<b>38. <u>Housing:</u></b>	
(a) Standards for Low Cost Housing: Enquiry Committee's Report.	25-26
(b) Industrial Housing in Madhya Bharat: 2.16 Million Rupees granted by Central Government.	26
<b><u>CHAPTER 5. WORKING CONDITIONS AND LIVING STANDARDS.</u></b>	
<b>50. <u>General:</u></b>	
(a) Pay and Working Conditions of Bank Employees: All-India Tribunal's Award.	27-30
(b) Conditions of Work in Indian Railways in 1951-1952: Annual Report of Railway Board.	30-36
(c) Bengal Shops and Establishments Act, 1940: Act extended to Tripura State.	37
<b>52. <u>Workers' Welfare and Recreation:</u></b>	
(a) Bombay Labour Welfare Fund Bill, 1953: Provision for financing of Labour Welfare Activities.	38
(b) All India Council of Labour and Welfare Officers set up: Bombay Conference's Decision.	39-42
<b>56. <u>Labour Administration:</u></b>	
Uttar Pradesh: Working of the Factories Act, 1948 during 1950.	43-46

<u>Contents.</u>	<u>Pages.</u>
<u>CHAPTER 6. GENERAL RIGHTS OF WORKERS.</u>	
64. <u>Wage Protection and Labour Clauses in Employment Contracts with the Public Authorities:</u>	
Bombay: Working of the Payment of Wages Act, 1936, during the Year 1951.	47-48
66. <u>Strike and Lockout Rights:</u>	
(a) Bihar: Iron and Steel Industry declared Public Utility Service.	49
(b) West Bengal: Tramway Services, Cotton Textile Industries and Air Transport Services declared Public Utility Services.	49
67. <u>Conciliation and Arbitration:</u>	
Industrial Disputes (Mysore Amendment) Bill, 1953: Provision to be made for Transfer of Cases.	50
<u>CHAPTER 7. PROBLEMS PECULIAR TO CERTAIN CATEGORIES OF WORKERS.</u>	
73. <u>Officials and Public Employees of National, Regional and Local Administrations, of Nationalised Undertakings or Undertakings Managed with the Participation of the Public Authorities:</u>	
Alternative Employment for retrenched Government Employees: Machinery set up by Bombay Government.	51
74. <u>Indigenous Labour:</u>	
Rajasthan Habitual Offenders Act, 1953 (IX of 1953).	52
<u>CHAPTER 8. MANPOWER PROBLEMS.</u>	
81. <u>Employment Situation:</u>	
(a) Compensation for Involuntary Unemployment: Issue to be discussed by Standing Labour Committee.	53
(b) Employment Exchanges: Working during February 1953.	53-58
83. <u>Vocational Training:</u>	
Labour Ministry's Training Schemes: Progress during February 1953.	59

<u>Contents.</u>	<u>Pages.</u>
85. <u>Migration and Colonisation:</u>	
(a) <u>Number of Indians in British Colonies:</u> Question in Parliament.	60
(b) Annual Session of Ceylon Indian Congress: Claims for Citizenship Rights reiterated.	60-61
86. <u>Demographic Problems:</u>	
Population Census of Ceylon: 21.7 Per Cent Rise over a Period of Seven Years.	62
 <u>CHAPTER 9. INCOME SECURITY.</u>	
92. <u>Legislation:</u>	
(a) Travancore-Cochin Maternity Benefit Act, 1952: Comes into force on 15 April 1953.	63
(b) Travancore-Cochin Maternity Benefit Rules, 1952.	63
(c) Mysore: Workmen's Compensation Act applied to certain categories of Workers.	63-64
(d) Punjab: Workmen's Compensation Act applied to certain categories of Workers.	64
94. <u>Application:</u>	
Bombay: Working of the Workmen's Compensation Act, 1923, during the Year 1951.	65-66
 <u>CHAPTER 12. INDUSTRIAL COMMITTEES.</u>	
121. <u>Special Information:</u>	
Report of the Working Party on Cotton Textiles Industry: Continuance of Control and Scientific Assessment of Work Load recommended.	67-69
<u>LIST OF THE PRINCIPAL LAWS PROMULGATED DURING THE PERIOD COVERED BY THE REPORT FOR APRIL 1953.</u>	70
<u>BIBLIOGRAPHY - APRIL 1953.</u>	71

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CHAPTER 1. INTERNATIONAL LABOUR ORGANISATION.

INDIA - APRIL 1953.

11. Political Situation and Administrative Action.

Meeting of Bihar Central Labour Advisory Board:  
Committee set up to enquire into "Go-Slow"  
Tactics of Labour.

A six-man committee, comprising an equal number of representatives of employers and workers, was constituted by the Bihar Central Labour Advisory Board, to go into the question of ~~workers~~ "go-slow" tactics of workers, at its session held at Patna on 11 and 12 April 1953.

The Board, which met under the chairmanship of Dr. Anugrah Narain Sinha, Labour Minister, Bihar, also discussed the serious unemployment situation in the State and agreed that a committee should be set up to consider the question in all its aspects and to suggest ways and means to tackle the problem.

(The Hindustan Times, 14 April, 1953).

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CHAPTER 2. INTERNATIONAL AND NATIONAL ORGANISATIONS.

INDIA - APRIL 1953.

25. Wage-Earners' Organisations.

Merger of Railway Workers' Organisations:  
National Federation of Indian Railwaymen  
formed.

Reference was made at page 3 of the report of this Office for March 1953, to the proposal to set up a single organisation for Indian Railway workers by merging the All-India Railwaymen's Federation and the Indian National Railway Workers' Federation. This proposal was agreed to by the Working Committees of the two organisations at separate meetings held on 19 April 1953 at New Delhi. The new organisation will be known as the National Federation of Indian Railwaymen. The instrument of amalgamation will be ratified later by the two organisations.

Instrument of amalgamation.- According to the terms of the instrument, the National Federation of Indian Railwaymen will have its headquarters in New Delhi.

A working committee of 34 members will be set up to function for one year. It will consist among others of Mr. Hariharnath Shastri and Mr. Khandubhai Desai from the Indian National Railway Workers' Federation and Mr. J.P. Narain and Mr. S. Guruswamy from the All-India Railwaymen's Federation. Mr. Hariharnath Shastri will be the President, and Mr. Guruswamy the General Secretary. Each union will have two seats. The number of outsiders on the committees will be restricted to three from each side.

To start with the number of unions affiliated to the amalgamated federation will be restricted to one from each of the six Railway zones from each side. In the next six months this number will be further reduced to one on each Railway. The affiliated unions, other than those on the State Railways, will only have the status of associate membership.

Where existing unions are affiliated either to the Indian National Trade Union Congress or the Hind Mazdoor Sabha, such affiliation will not stand in the way of amalgamation. But amalgamation will mean automatic disaffiliation from the concerned Central trade union organisation. The amalgamated unions will be free to decide the affiliation issue.

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During the transition period, individual unions on each Railway will collaborate among other things in respect of joint delegations, wherever, possible, to meet the General Manager, Divisional or District Officers at periodical meetings.

The constitution of the new federation will be on the lines of the All India Railwaymen's Federation. A six-member sub-committee to draft a revised constitution has been set up.

The General Council of the All India Railwaymen's Federation will meet in Mysore in June 1953 to ratify the agreement. The Council of the Indian National Railway Workers' Federation will meet later.

(The Statesman, 20 April 1953).

Rivalry  
Railway among Trade Unions: Government Attitude  
clarified.

Answering a question in the Parliament on 10 April 1953, Mr. V.V. Giri, Minister for Labour, clarified the Government's attitude towards parallel and rival trade unions in industries. Mr. Giri said that while the Government would welcome any move towards elimination of unhealthy rivalry among trade unions, this was a matter in which it would not intervene. It was for the workers themselves to discourage the formation of trade unions by refusing to join more than one union in the same industry.

Stating that parallel and rival trade unions, sometimes two or more, were functioning in some of the major industries and in some industrial centres, he said that the ideal arrangement would be to have one union in one industry. Naturally the existence of parallel trade unions in the same industrial concern tended to weaken the trade unions and consequently made them less effective. Sometimes, however, a parallel trade union in the same industrial concern existed only in name and did not very much affect the effectiveness of a strong trade union functioning on proper trade union lines.

A member asked whether the Government was prepared to apply democratic methods where there was difference between rival trade unions and recognize the trade unions which have the largest measure of support among workers. Mr. Giri said that the Government had always taken the democratic view.

(The Hindustan Times, 11 April 1953).

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Annual Session of Ceylon Workers' Congress:  
Setting up of Civic Bodies in Estate Areas  
urged.

The annual session of the Ceylon Workers' Congress was held at Nawalapitiya (Ceylon) on 20 April 1953. Mr. S. Thondaman was elected as President of the Congress. The Congress, among other matters, adopted a resolution urging the creation of local bodies in estates to attend to the health and civic need of workers.

Presidential address.- Mr. Thondaman, in his address, referred to the workers' ~~many~~ unsatisfactory relationship with management, which thought that trade unionism was a menace to its traditional authority. A psychological change on the part of management could not but be followed by a similar response on the part of workers and co-operation between the two would only be mutually beneficial.

He stated that to insist that aged Indian estate workers should return to India before their commuted pensions were paid out to them in spite of the fact that their children and near relatives all lived in the Island was totally unfair and appeared to be an attempt to prevent Indians from being assimilated into the body politic of Ceylon.

Referring to health services in estates, Mr. Thondaman said these were deplorably inadequate. He wanted the Health Minister to explore the possibilities of setting up elected bodies on estates with the responsibility of looking after the civic needs of the estate population.

Observing that the Government had failed to fulfil its repeated pledges to take over estate schools and improve them on the lines of Government central schools, Mr. Thondaman said that from the point of view of the country as a whole, it was desirable that little pockets of illiteracy and inadequate learning should not be allowed to co-exist with an improving standard of education. In spite of limited facilities and even at the cost of personal inconvenience, every estate should send at least a few of their children to nearby towns for higher education.

Resolutions.- The Congress adopted a number of resolutions dealing with housing, health, trade disputes, old age pensions, schooling, infant mortality and gratuities.

The resolution on health and civic life on estates urged the creation of local bodies on estates on the same lines as town councils, sanitary boards and village committees. The resolution on trade disputes called on the Government to make arbitration available on any trade dispute if demanded by workers without reference to either employers or Government authorities.

(The Hindu, 21 April, 1953).



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## 29. International Co-operation.

India - April 1953.

### Working of Community Projects: Suggestions by U.N. Expert Mission.

A U.N. Expert Mission on Community Organisation and Development, on a study tour of South East Asia and Oceania to survey and promote community organisation and development, visited India during December 1952 - January 1953. The Mission was composed of Prof. Horace Belshaw as leader, Dr. John B. Grant and Mr. J.C. Chang.

In the course of its seven weeks' tour of the country the mission had discussions on community programme with officials and non-officials, both at the Centre and in the States and also visited a few projects in the Punjab, West Bengal, Uttar Pradesh, Travancore-Cochin, Madhya Pradesh and Madras.

Suggestions.- At a meeting with the Planning Commission and the Community Projects Administration at New Delhi on 28 January 1953, the members of the Mission said that they were "greatly impressed" by the progress made in some of the community projects. They also made a number of useful suggestions, mainly relating to the need for a wider realisation of the proper economic and social basis of the programme, modernisation of the administration including that at the village level and training of personnel for directing community work.

The Mission felt that in some of the areas which they had visited, the importance of the community programme had not been fully realised. It was considered to be just another programme which the Government had launched. Its economic potentialities and significance as a model for promoting rapid development through self-help supplemented by State assistance had yet to be realised in many quarters. Changes in the administrative approach to the community programme with a view to integrating the existing services of the rules and procedures to eliminate delay were essential. It was pointed out that the execution of the programme was being hamstrung at certain places by the rules which had been drawn up years ago and were intended for "a status quo state". The rules have now to be modified to serve the programme for a welfare state which the community programme symbolises. It was necessary to make the administration realise that the community programme for the first time provided the people with an opportunity for service on a scale not attempted in the past.

On the question of people's participation, the Mission felt that organisations to enlist popular support for the programme should be built from the bottom and not from the top even though such a procedure might involve some delay. They would be more democratic and would ensure a more permanent structure. The Mission was pleased to observe that in some of the project areas, particularly Madhya Pradesh, work was being done on correct lines.

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ministration and revision*

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The Mission suggested the need for mopping up savings to the maximum extent in the rural areas so that they could be used for self-financing projects. Such mobilisation, it was felt, could be done effectively through co-operative societies.

Another suggestion was to promote the growth of small but efficient industries in the community project areas which along with the other schemes in the programme would help considerably in relieving unemployment and under-employment in the rural areas.

Associating universities with community project work was also suggested. ~~Universities~~ Universities could take up a particular project and work it as a model through its affiliated colleges. The project could also serve as a training centre for workers. The proper training of project workers was most important as through them alone execution of the work on the right lines could be ensured.

(Kurukshetra, Journal of the Community Projects Administration, Vol.I, No.7, February 1953, pp. 10 and 12 ).

U.S. Technical Aid to India: Four Operational Agreements concluded.

During April 1953, India concluded four operational agreements with the United States under the Technical Co-operation Aid Programme, relating to construction of tubewells, development of building materials and survey of India's groundwater resources.

Groundwater survey.- On 27 March 1953, an agreement was concluded for undertaking a nation-wide survey of the groundwater resources of India. The project which involves a joint cost of 4.5 million dollars to be borne by U.S.A. and 12 million rupees to be borne by India provides for the drilling of approximately 350 exploratory wells in suitable areas all over India.

Under another operational agreement, signed last year, a joint project financed by the Governments of India and the U.S.A. to bore 2,000 tube-wells in Uttar Pradesh, Punjab, PEPSU and Bihar is already in operation. These are areas where the subsoil water conditions are fairly well known. But, there are other areas where these are not so known and the present operational agreement seeks to start an all-India survey to find out the subsoil water potentialities.

The agreement provides that the exploratory drilling should start as soon as possible with a view to completing the project within a period of 36 months from the date of the agreement.

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Construction of tubewells.- On 20 April 1953, a supplementary operational agreement for the construction of 650 additional tubewells in the Punjab, Uttar Pradesh and Bihar within the next three years was concluded. The total joint cost of this project will be 5.26 million dollars (U.S.) and 22 million rupees (India).

Since the signing of last year's agreement for 2,000 tube-wells, the cost of their construction as well as the cost for providing electric power for these tube-wells have increased. This agreement is intended to cover up this gap.

Development of building materials.- Two agreements were concluded on 20 April 1953 relating to the development of building materials. For this purpose additional equipment to augment the existing facilities at the Central Building Research Institute will be provided for developing and demonstrating the production of indigenous building materials. The joint cost of this project is 100,000 dollars (U.S.) and 100,000 rupees (India). The project for the construction of low-cost houses aims to develop and demonstrate more economical methods of housing designs and construction through the introduction of modern building methods and equipment. The estimated joint cost of this project is 75,000 dollars (U.S.) and 150,000 rupees (India).

(The Statesman, 29 March 1953;  
The Hindu, 22 April 1953 )

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CHAPTER 3. ECONOMIC QUESTIONS.

INDIA - APRIL 1953.

32. Public Finance and Fiscal Policy.

Enquiry into present Taxation Structure:  
Commission appointed by Central Government.

The Government of India has, by a resolution dated 1 April 1953, appointed a Taxation Inquiry Commission under the chairmanship of Dr. John Matthai to "examine the incidence of Central, State and local taxation on the various classes of people and in different States".

The terms of reference of the Commission are mainly to examine the suitability of the present system of taxation, Central, State and local with reference to (a) the development programme of the country and the resources required for it, and (b) the objective of reducing inequalities of income and wealth. The Commission would also examine the effects of the structure and level of taxation of income on ~~social~~ capital formation and maintenance and development of productive enterprise and the use of taxation as a fiscal instrument in dealing with inflationary or deflationary situations. The Commission would make recommendations, in particular, with regard to (a) modifications required in the present system of taxation, and (b) fresh avenues of taxation.

(The Gazette of India, Extraordinary,  
Part I, Section 1, 1 April 1953,  
pp. 149-150 ).

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34. Economic Planning, Control and Development.

India - April 1953.

Air Transport to be nationalised: Bill introduced in Parliament.

Mr. Jagjivan Ram, Minister for Communications, Government of India, introduced in the House of the People, on 21 March 1953, the Air Corporation Bill, 1953. The Bill seeks to provide for the establishment of two Air Corporations to take over ~~to~~ existing air companies. Of the two corporations, one is for the operation of long distance international air services and the other for domestic air services and for services to neighbouring countries.

The two Air Corporations will take over the undertakings of all existing air companies as going concerns and all the personnel of those companies who were employed by them on 30 June 1952, would be transferred to the two Corporations and their terms and conditions of service, unless altered by the Corporations, will continue to be the same. Employees appointed bonafide after that date and prior to the date of taking over may also be taken over by the Corporations.

The compensation to be paid to existing air companies for the acquisition of their undertakings will be based on the valuation of their assets after making due allowance for all liabilities. The principles of compensation are detailed in a schedule appended to the Bill and the amount of compensation in the case of each company is to be settled in agreement with the company on the basis of these principles. In the absence of agreement, the assessment of compensation would be made by a tribunal for the constitution of which provision has been made in the Bill.

The Bill also makes provision for certain incidental matters like the setting up of an air transport council to which matters of common interest to the two Corporations may be referred, and constitution of a labour relations committee for promoting and securing amity and good relations between employers and employees.

(The Gazette of India, Extraordinary, Part II, Section 2, 26 March 1953, pp. 127-150).

10

Statutory Board for Coir Industry to be set up:  
Bill introduced in Parliament.

Mr. T.T. Krishnamachari, Minister for Commerce and Industry, Government of India, introduced in the House of the People, on 26 March 1953, the Coir Industry Bill, 1953, to provide for the establishment of a Statutory Board, on the lines of similar boards for other plantation industries, to control production, improve quality and develop the ~~international~~ internal market for coir industry.

The Statement of Objects and Reasons, appended to the Bill, points out that the coir industry has an important role to play in the national economy, particularly in Travancore-Cochin where it is concentrated. In order to finance the development of the industry, it is proposed that a duty upto one rupee per cwt. should be levied on coir fibre, coir yarn as well as coir mats and mattings exported. The levy at the maximum rate is expected to yield approximately 1.2 million rupees per year. The proceeds will be allocated to the Board for the improvement and expansion of the industry.

(The Gazette of India, Extraordinary,  
Part II, Section 2, 26 March 1953,  
pp.151-159 ).

Oil Refinery to be set up at Visakhapatnam:  
Agreement concluded with Caltex Company.

An agreement between the Government of India and Messrs Caltex(India)Limited for the establishment of a modern oil refinery at Visakhapatnam was signed at New Delhi on 28 March 1953.

The initial capacity of the refinery has been tentatively fixed at 500,000 long tons of crude oil per annum. Should crude oil be available from a nearer source than the present Middle East sources, the capacity of the refinery is likely to be expanded considerably.

Caltex(India)Limited will form an Indian company to operate the refinery; Indian investors will be invited to subscribe up to 25 per cent of the share capital in the form of cumulative preference shares.

The agreement follows the general pattern of the previous agreements concluded in 1951 with the Standard Vacuum Oil Company of America and Burma Shell for the establishment of two oil refineries at Trombay Island near Bombay. Thus Messrs Caltex(India)Limited have been assured that their concern will not be nationalised for 25 years. Exemption from certain provisions of the Industries (Development and Regulation)Act has also been given.

The company will be free to make its own arrangement for the import of crude oil and for the distribution of refined products in India. It will also be allowed to export the products not required for the Indian market.

The three proposed oil refineries will have a total capacity to refine approximately 3.8 million tons of crude oil per annum. The total foreign investment on this industry will exceed 500 million rupees. No other industry has been able to attract foreign investment of this magnitude during the last few years.

Caltex, on their part, have given assurances to the Government regarding the training and employment of Indians. They will use Indian tankers when India obtains these vessels. They will also make adequate provision for housing workers.

The Visakhapatnam refinery is likely to go into production in 1956. The refinery installed by Standard Vacuum Oil Company in Trombay will start operating in July 1954 instead of January 1955, which was the original scheduled date. It will have a capacity of 1.2 million tons. The Burmah Shell refinery also at Bombay, with a capacity of 2 million tons will begin operation in January 1956. Between them the three refineries will produce nearly the whole of India's present requirements in ~~petroleum~~ petroleum products. An additional advantage will be new industries using by-products. Other expected advantages of the proposed three refineries include saving of foreign exchange to the extent of 70 to 100 million rupees per annum. The refineries will also facilitate the development of the gypsum-sulphuric acid industry.

(The Statesman, 29 March 1953) .

National Laboratories Scheme completed:  
Building Research Institute opened.

Mr. Abul Kalam Azad, Minister of Education and Scientific Research, Government of India, ~~opened~~ opened on 12 April 1953, the Central Building Research Institute, the last of the 11 National Laboratories, at Roorkee, Uttar Pradesh. Costing 2 million rupees, the Institute will tackle problems relating to building materials, methods of construction, performance of buildings and survey and information. Dr. Kurt Billig has been appointed as the Director of the Institute.

Work of the Institute: Mr. Azad's address.- Mr. Azad, speaking at the function said that the establishment of these national laboratories would form a landmark in the history of India's industrial development. They represented the first systematic and planned attempt to apply science and technology to the growth and development of India's national industries.

Referring to the work of the institute, he said that the establishment of Central Building Research Institute was in accordance with the recommendations of the Building Research Committee set up by the Council of Scientific and Industrial Research. As a start a Building Research Unit was set up at Roorkee to work in co-operation with the Thompson College of Engineering, now the Technical University of Roorkee. The unit consisted of two sections - one charged with research on short-term problems and the other with the planning and establishment of the Institute. In 1950, the unit was transformed into the Institute and the foundation-stone of its new buildings was laid in February 1951.

The problems for investigation in an institute of this type were largely common to different countries but there were some which were of special interest to India. The Institute would therefore, pay special attention to problems like factors governing comfort and efficiency under tropical conditions, study of soil stabilisation, use of indigenous materials, utilisation of industrial wastes, construction of houses for people of low income on an extensive scale, etc. The work of the Institute would deal with these problems under four main heads viz., problems relating to (a) building materials, (b) methods of construction, (c) performances of buildings, and (d) survey and information. There were four typical problems satisfactory solution would have a great significance for the development of the building industry. They related to improvement in the quality of bricks, the possible use of bamboo as a reinforcing material, investigation of novel methods of construction evolved by the Institute ~~itself~~ itself or by others, prefabrication and assembling of building components, heat and sound insulation, resistance to moisture ~~penetration~~ penetration, fire and weather, consideration of new architectural designs and problems relating to brick industry, lime industry, etc.

Survey will also help to assess the capacity of the building industry of India and co-ordinate its development with the Five Year Plan. Practical results obtained by research investigation or useful information obtained from surveys would be made available to the building industry in a form suitable for ready application to practical works. Since the building industry covered the development and manufacture of various building materials as well as the use of such materials in the actual construction of buildings, the Institute would have divisions dealing with the production and testing of materials as well as with the construction and testing of structures. In addition, the Institute would provide for scientific and technical work in its Divisions of Chemistry, Architectural Physics and Engineering.

The Minister said that the Government of India had sanctioned a grant of 2.1 million rupees for capital expenditure on the establishment of the Institute and of this amount 1.8 million rupees had already been spent. The Institute had 41 persons on its technical staff while another 41 looked after the administration and office work. ~~The~~



The recurring expenditure, when the Institute was fully staffed, would be about 500,000 rupees a year.

Dr. S.S. Bhatnagar, Secretary of the Central Ministry of National Resources and Scientific Research, emphasised that the main object of the Institute was to lay stress on evolution of non-conventional types of materials and constructions suitable for climatic conditions prevailing in different parts of the country. While at the same time having the advantage of being comparatively less costly.

The 11 national laboratories that have been set up are the following: 1) National Chemical Laboratory, Poona; 2) National Physical Laboratory, Delhi; 3) National Fuel Research Institute, Digwadih; 4) Central Food Technological Research Institute, Mysore; 5) Central Glass and Ceramic Research Institute, Calcutta; 6) National Metallurgical Laboratory, Jamshedpur; 7) Central Drug Research Institute, Lucknow; 8) Electro-Chemical Research Institute, Karaikudi; 9) Central Road Research Institute, Delhi; 10) Central Leather Research Institute, Madras; and 11) National Building Research Institute, Roorkee.

(The Statesman, 13 April 1953 )

Activities of the Ministry of Commerce and Industry:  
Report for the Year 1952.

The year 1952 was a year of transition and the general boom following the ~~outbreak~~<sup>cessation</sup> of hostilities in Korea which led to scarcities and high prices came to an end and was followed by a general decline in prices, according to the report of the Ministry of Commerce and Industry for 1952. The report gives an account of how the Ministry tried to adapt its policies to these rapidly changing conditions and safeguard as far as possible the interests of the consumer and producer alike.

Balance of payments position.— The first necessity of the transition was reorientation of the country's import and export policies, emphasis being shifted from liberalisation to restriction in the case of imports and from regulation to positive promotion in the case of exports by relaxation of controls, increase of quotas as well as reduction or removal of export duties wherever necessary. As a result of these measures, the adverse balance of trade, which had been of the order of 350 million rupees in the first four months of the year, steadily came down month by month and India had a favourable balance of trade in the last quarter of 1952. Taking the year as a whole, the total value of exports was 6,170 million rupees as against 6,670 million rupees in 1951.

The general decline in overseas demand during the year led to a fall in India's export earnings from commodities like jute manufactures, hides and skins, tobacco, pepper, lac and mica. The decline in export was, however, counterbalanced by a decline in imports, particularly in the second half of the year. Thus of the food imports of over 2,000 million rupees as much as 1,430 million rupees were in the first half of the year. In cotton, imports declined from 850 million rupees in the first half to only 270 million rupees in the second half. In raw jute, the figures were roughly 200 million rupees in the ~~second half of the year~~ first half and less than 100 million rupees in the second half of the year. Imports of other commodities amounted to 2,130 million rupees in the first half but less than 2,100 million rupees in the second half.

Industrial policy.- The report says there was, in 1952, a definitely greater degree of responsiveness to Government policies on the part of private enterprise, and though the year was a particularly difficult one, there was a satisfactory increase in the general level of production and new schemes of development took shape. New undertakings or major expansions approved include nine in cotton and woollen textiles, five in electrical equipment, five in engineering industries, five in cement, three in heavy chemicals, fourteen in vegetable oils and five in sugar.

The Tariff Commission which was established in January 1952, has been reviewing the progress of protected industries and examining claims for protection. Industries which were granted protection for the first time during the year were iron and steel, machine screws, electric brass lamp holders, zip fasteners and ball bearings. In 32 cases the period of protection already granted has been extended. The Tariff Commission has, besides, submitted reports on the prices of iron and steel and raw rubber and the fair ratio between the ordinary shares of the Steel Corporation of Bengal and the Indian Iron and Steel Company which were merged by legislation.

Foreign technical assistance from advanced industrial countries for assistance in the development of Indian industries has been secured under various foreign technical aid programmes.

Foreign capital.- Encouragement has been given to the investment of foreign capital in all cases where such investment has been considered in the national interest. The value of foreign investment approved during the year amounted to over 50 million rupees.

One of the purposes of industrial development being to provide increasing employment for Indians in higher technical and managerial posts in industry and commerce, a survey was undertaken to ascertain the facts regarding the employment of Indians in foreign controlled companies since 1947. An analysis of the reports submitted by over a thousand predominantly foreign controlled concerns shows the following changes in the percentage of Indians employed in different salary groups between 1947 and 1952. In the two lower salary groups, namely 300-499 rupees and 500-999 rupees, the percentage of Indians employed in these firms went up from 96.1 and 57.9 in 1947 to 99 per cent and 85 per cent respectively in 1952. In the salary group of 1,000 rupees and over, the percentage of Indians in 1947 was only 7.5 and even in 1952 it was below 25 per cent.

Industrial production.- Partly in sympathy with world trend and partly due to internal factors, something like a recession set in during the second quarter of 1952. While the decline in prices was healthy and welcome from certain points of view, the Ministry had to take special measures to see that the downward trend in prices should not act as a deterrent to production.

Controls were, therefore, relaxed to suit changing conditions and restrictions on imports which became necessary to safeguard the country's foreign exchange position, were so planned as to give the maximum scope to the indigenous producer to expand his production. Efforts to achieve equitable distribution of raw materials were also continued.

The general index of industrial production at 128.7 in 1952 was higher than in any other year since the war and was substantially greater than for 1951(117.2) and for 1950(105.0). There was a decline in the production of a few industries owing to a shortage of certain raw materials or fall in demand, but the more important industries were able to increase their output over that achieved in 1951.

Cotton textile industry.- The outstanding features of the cotton textile industry were a marked rise in the production of cloth and yarn, a substantial relaxation of internal control measures, a progressive relaxation of restrictions over exports and an all round decline in prices. Production in 1952 touched the record figure of over 4,600 million yards of cloth and 1,400 million lbs. of yarn. Deducting exports, with an estimated production of 1,000 million yards of handloom cloth, there was available for internal consumption 14 yards per capita as against only 11.8 yards in 1951. This increase in production became possible mainly due to larger supplies of cotton, both Indian and foreign. This satisfactory position enabled cotton control measures to be relaxed and forward trading in cotton to be permitted from December 1952.

With prices of cloth showing a welcome decline, price control measures were also gradually relaxed. At present control of prices extends to less than a third of total production. The scope of the control of distribution is even less. Export of cloth has been virtually free from restriction since the middle of 1952.

Supplies of yarn for the handloom industry were generally adequate during the year, but with increased availability of mill cloth, the handloom industry was faced with an increasing sales resistance. The position of the khadi industry became even worse.

A committee was constituted to study in detail the inter-relation and the appropriate place in the national economy of all types of cotton textile production, namely, mills, power looms, handlooms and khadi. Pending the recommendations of this committee, the production of dhoties by mills was restricted to 60 per cent of actual production in 1951-52. Legislation was introduced to levy a cess of three pies per yard of mill-made cloth to provide funds for the development of both the handloom and khadi industries. A Handloom Board and a Khadi Board have been set up to assist these industries to improve their technique of production and to facilitate the marketing of their products both at home and abroad.

Jute Industry.- The jute industry passed through another critical year. With the reduction in stock-piling abroad and keener competition from jute mills in the continent of Europe the industry has had to put up with a continuing fight for retaining its markets abroad. The working hours of the industry have been reduced from 42½ a week from 30 March 1952. Nevertheless, the total production in 1952 (952,000 tons) was the highest since 1949 and 80,000 tons more than in 1951.

To help the industry to hold its position in the foreign market in the altered conditions of demand, the Government of India reduced the export duty on hessian from 750 rupees to 275 rupees per ton and that on sacking from 350 rupees to 175 rupees per ton. Recently, this has been further reduced to 80 rupees per ton.

The Indian Jute Mills Association on its part took steps to intensify its publicity programme overseas and sent a goodwill mission to the U.S.A., Canada and the U.K. As a result of all these measures, the demand for hessian has revived and much of the market which had been lost to cotton and paper bags was regained during the course of the year. The demand for sacking, however, declined and towards the end of the year the volume of export and prices both came down to low levels. The fall in the price of jute goods affected the price of raw jute which has been steadily declining. The maintenance and expansion of the export trade in jute goods present a serious and important problem for the future.

Iron and Steel Industry.- There was a slight improvement in the production of steel. It was 1,101,000 tons as against 1,074,000 tons in 1951. Imports at 195,000 tons were slightly higher than the previous year. Total availability was still far short of the demand.

In spite of this the changed economic conditions caused a fall in demand for some varieties of steel in some parts of the country. Certain relaxations in the control over distribution were, therefore made possible.

The outstanding event of the year in steel industry was the merger of the Indian Iron and Steel Company and the Steel Corporation of Bengal which was carried out by legislation. The object of the merger was to facilitate the expansion programme of the company designed to raise production to 620,000 tons of finished steel and 500,000 tons of pig iron by the end of 1956. The expansion still involves a capital expenditure of about 350 million rupees. To finance this expenditure, a loan of about 150 million rupees has been negotiated with the International Bank for Reconstruction and Development and guaranteed by the Government. The rest of the capital expenditure will be financed to a small extent by the Company's own resources but mainly by loan to be granted by the Government of India.

Arrangements have also been completed for the modernization and expansion of the Tata Iron and Steel Company. Of the capital expenditure involved, which would be over 300 million rupees, the Company itself would provide about 200 million rupees while the balance will be provided by Government loans on special terms as in the case of the other main steel-producing company. A scheme for the expansion of the Mysore Iron and Steel Company is also under consideration.

Plantations.- In the plantations group of industries, tea industry witnessed a serious crisis during the year. The industry employs over a million people and ranks second only to jute manufacture as a foreign exchange earner. With the cessation of bulk buying by the United Kingdom in 1951, the consumer's preference for quality tea under conditions of free trade started asserting itself in 1952. There was fall in the prices which was particularly so in the case of poor quality tea. Many estates sustained losses and by the end of 1952 over 100 estates had closed down.

In May 1952 the Government deputed a team of officials to study the problems facing the industry and suggest remedial measures. Arrangements were made for the deferred payment of excise duty and relaxations were made in the advance payment of income-tax. The Government also gave certain guarantees to scheduled banks and apex-co-operative banks to encourage them to finance tea gardens.

18

With the turn of the year, the prices have shown a distinct tendency to rise. To prevent further closures and to encourage reopening of certain gardens which had closed, the State Governments of West Bengal and Assam have granted certain exemptions under the Minimum Wages Act and arranged for temporary changes in foodgrains concessions.

India withdrew from the International Tea Market Expansion Board in London. Since then separate arrangements have been made for tea propaganda in the United States of America and similar or other suitable arrangements in other markets are under consideration. As regards rubber the production of raw rubber in 1952 was 19,863 tons as against 17,148 tons in the previous year. On the recommendation of the Tariff Commission the prices of indigenous raw rubber were revised and fixed in October 1952 at 138 rupees per 100 lb of Grade I rubber with suitable differentials for other grades. Owing to a slight fall in the consumption of rubber during 1952, the year ended with a greater stock than usual.

Although the production of coffee in the season 1951-52 was over 21,000 tons - 2,500 tons more than the previous year - the prices of coffee began to rise steadily from April 1952, the reason being increased demand owing to the steady spread of the coffee habit. Energetic measures were ~~taken~~ taken from September onwards to bring coffee prices down.

Cottage industries. - Considerable attention was devoted by the Ministry to the promotion of cottage industries although the primary responsibility has obviously to be with State Governments.

Handicrafts which cater mainly to urban and possibly even foreign markets need treatment different from other village industries which cater mainly to the needs of the surrounding areas. Separate boards were, therefore, constituted - one to deal with handicrafts and another to deal with khadi and village industries. Both the new boards have begun to function and provision has been made for making ~~more~~ available to them larger funds than in the past.

Other industries. - The cement industry continued to make satisfactory progress during the year 1952. The total production was 3.5 million tons as against 3.2 million tons in 1951. In spite of continued shortage of certain raw materials, there was a rise in production in 33 of the 60 organised engineering industries of the country. Thirty new undertakings came into production during the year.

Shortage of sulphur continued to be the main problem for many chemical industries in the first part of 1952. A number of new chemical and pharmaceutical products were produced for the first time in 1952. A committee has been appointed to conduct a comprehensive inquiry into the problems of the pharmaceutical industry.

(The Statesman, 28 March 1953).

19

36. Wages.

India - April 1953.

Earnings of Factory Workers in India:  
Labour Bureau compiles All-India Index.

As an adjunct to the all-India working class cost of living index now being published (vide pp.68-70 of the report of this Office for March 1953), the compilation of an all-India index of earnings of factory workers has now been taken up by the Labour Bureau, Ministry of Labour, with a view to enabling comparative studies of trends of earnings and cost of living to be made. The available data, however, enable the compilation of an earnings index only on an annual basis as the requisite data are not available at more frequent intervals. Index numbers have now been compiled for the years 1944 to 1949 on the basis of the available data on 1939 as base. The following note describes the scope and method of compilation of the index and discusses the results obtained.

Source of the data and the limitations.- Statistics of earnings of factory workers are collected by the Labour Bureau annually under the provisions of the Payment of Wages Act 1936, from factories covered by the Act. The data collected cover most of the perennial industries, such as, textiles, engineering, minerals and metals, chemicals and dyes, paper and printing, wood, stone and glass, skins and hides, ordnance factories, mints and miscellaneous industries (comprising such industries as rubber and rubber products, rope works, etc.) which account for nearly 5/6th of the total factory employment in India. Figures relating to railway workshops which are covered separately under Railways are not included in these data. The groups "food, drink, and tobacco" and "gins and presses" consisting mainly of seasonal factories such as sugar factories, tea factories and cotton ginning and baling factories which work for less than six months in a year are also not covered as information relating to annual earnings of workers employed in these factories will not be comparable with that relating to workers in perennial factories. The earnings data so collected, however, constitute the only comprehensive source of information available on wages of factory workers in this country.

Scope of the data.- As the data are collected under the provisions of the Payment of Wages Act, the scope of the data is determined broadly in terms of definitions, etc., of that Act. The Act covers factories subject to the Factories Act. Until 1948, the Factories Act covered factories employing twenty workers or more and working with the aid of power. Under the Factories Act, 1948, which came into force in 1949, the scope of the definition of 'factory' has been enlarged to include all factories working with the aid of power and employing ten workers or more, as also those working without the



20

aid of power, but employing twenty workers or more. During the year 1949, however, not many new factories were registered and there has, therefore, been no appreciable increase in the coverage of the statistics.

The provisions of the Payment of Wages Act, apply to all employees, including salaried personnel, whose monthly earnings do not exceed 200 rupees. The scope of the statistics is thus limited to employees drawing a pay of less than 200 rupees per month.

Method of compilation.- The All-India Cost of Living Index Number now being published by the Labour Bureau is compiled on base 1944 - 100.

Figures of average annual earnings have been published in the Indian Labour Gazette for each industry State-wise since 1944. Prior to that year only all-India averages of earnings were being published. It has, therefore, been possible to compute annual indices only for 1944 and onwards. The information required in respect of the base year 1939 has been extracted from the relevant records and the figures of total earnings of workers in 1939 have been used as weights. Average earnings relatives have been calculated in respect of each industry for each State and index numbers have been computed in respect of (a) all industries, each State, (b) each industry, all States, and (c) all industries.

Results.- In spite of various limitations of the data and the adjustments that had to be made to overcome them, the results may be considered good enough to indicate the trends in the earnings of factory workers and to give an idea of the movement of real earnings in comparison with the all-India cost of living. The tables below give the indices of earnings for each State and for each industry group respectively.

Index Numbers of Earnings(1939 - 100) by States

State	Average annual earnings in 1939 Rs.	Index-Numbers					
		1944	1945	1946	1948	1948	1949
Assam.....	263.7	236.2	263.5	282.7	302.0	322.7	388.7
Bihar.....	415.5	129.3	133.8	130.9	204.0	217.2	227.6
Bombay....	370.4	235.4	223.6	220.8	267.3	314.7	336.9
Madhya Pradesh..	-	258.8	286.2	250.7	325.7	390.1	437.6
Madras....	175.9	192.3	204.0	243.4	337.6	371.8	438.9
Orissa....	161.8	229.1	230.0	263.7	300.3	402.9	417.9
Punjab....	296.0	197.8	209.8	-	234.1	256.2	345.5
Uttar Pradesh..	235.6	216.7	223.7	242.2	284.0	380.9	427.2
WestBengal	248.7	170.0	176.7	193.6	222.8	282.2	333.5
Ajmer.....	163.7	227.1	234.3	280.9	273.3	341.1	343.2
Delhi.....	309.4	241.7	242.4	240.3	266.3	322.9	323.6
All States	292.3	205.1	205.7	211.0	257.3	308.9	345.5



21

Index Numbers of Earnings (1939 - 100) by Industry

Industry	Average annual earnings in 1939*	Index Numbers					
		1944	1945	1946	1947	1948	1949
	Rs.						
Textile.....	284.0	220.1	217.4	217.4	269.1	328.0	369.1
Engineering.....	317.0	177.6	191.3	212.2	220.6	280.4	289.1
Minerals and Metals.....	435.1	136.3	141.0	135.2	212.3	215.1	237.8
Chemicals and Dyes.....	230.8	227.7	210.2	230.4	288.9	339.0	357.7
Paper and Printing..	335.0	139.0	165.0	188.0	215.9	247.7	270.4
Wood, Stone and Glass.....	193.5	203.4	238.1	244.1	281.0	317.2	340.9
Skins and Hides.	286.0	181.6	177.8	188.6	207.9	285.5	312.4
Ordinance Factories.....	362.2	175.0	200.2	221.0	225.8	284.8	351.9
Mints.....	307.5	200.9	193.7	233.3	292.5	379.3	391.6
Miscellaneous...	250.7	202.6	188.1	243.4	255.7	316.5	346.2
All Industries..	292.3	205.1	205.7	211.0	257.3	308.9	345.5

\*Figures worked out for the States of the Indian Union.

The results show that the general index (covering all States and all industries) rose by about 105 points during the five years ending 1944 and continued more or less stationary during the next year. Following the end of the War in 1945, there was widespread agitation for higher wages among industrial workers. The number of industrial disputes resulting in work-stoppages, increased from 820 in 1945 to 1,629 in 1946 and 1,811 in 1947. The number of man-days lost increased correspondingly from about 4.1 million in 1945 to 12.7 million in 1946 and 16.6 million in 1947. As many as 683 disputes in 1946 and 769 in 1947 were concerned with questions relating to wages, allowances and bonuses. As a result of the industrial truce brought about in December 1947 through the intervention of the Government the number of strikes and lockouts declined subsequently. The number of disputes recorded in 1948 and 1949 was nevertheless considerable, being 1,259 and 920 respectively. With the achievement of independence in 1947 and the installation of popular Governments at the Centre and in the States, the demands of the workers for higher wages began to be considered more sympathetically than before and the Central Government themselves took the initiative in implementing the recommendations of the Central Pay Commission which meant substantial wage increases to their employees. This was followed by a large number of wage revisions concluded partly through direct negotiations and partly through the intervention of Government conciliators, adjudicators, tribunals and courts. In many of the major industries annual bonuses have since become a regular feature adding substantially to the earnings of the workers. The effects of all these developments are noticeable in the index of earnings

which recorded a remarkable rise of 46 points in 1947 followed by another 52 points in 1948 and 37 points in 1949.

As a result of these increases the index of annual earnings of factory workers for all States in 1949 stood at nearly three and a half times its level in 1939. Compared to the rise in general index, the increase was higher in Assam, Madhya Pradesh, Madras, Orissa and Uttar Pradesh while in Bihar, Bombay, West Bengal, Ajmer and Delhi, it was lower. In the Punjab the rise in index was about the same as in the general index. It is noticed that in most of the States where the indices have risen higher than the general index, the wage levels in 1939 were lower than the all-India level while in a majority of the States where the indices were lower than the general index, wage levels in 1939 were lower than the general index, the wage levels in 1939 were above all-India level. The effect of these trends was to narrow down the regional differences in the levels of workers' earnings. A similar trend could be observed in the index numbers relating to various industry groups. There has been a narrowing down of differences in the level of earnings in the various industries also.

Earnings and Cost of Living.- A comparison of the index of earnings with the cost of living index would indicate the trend in the real earnings of workers. For a proper comparison, however, it is necessary that the two indices should have a common base. The all-India Cost of Living Index now being published by the Labour Bureau has 1944 as base year. For purposes of comparison it is, therefore, necessary to shift the base of the index of earnings also to 1944 and work out a new series. The series thus worked out and the all-India cost of living index series with the same base are given in the table below. The table also shows an index of real earnings worked out by deflating the index of earnings by the cost of living index.

	1945	1946	1947	1948	1949
Index of earnings.....	100.3	102.9	125.5	150.6	168.5
Cost of Living Index..	100	106	120	134	138
Index of real earnings.	100.3	97.1	104.6	112.4	122.1

Base: 1944 - 100.

It is interesting to note that real earnings of factory workers have increased by 22 per cent between 1944 and 1949. No authoritative all-India estimate is available in regard to increase in the cost of living of industrial workers between 1939 and 1944. It is, therefore, not possible to indicate with any precision the movement of real earnings between 1939 and 1944.

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However, considering the fact that the cost of living indices for 1944 with base August 1939 - 100 stood at 226 for Bombay, 290 for Ahmedabad, 314 for K<sup>o</sup>lhapur, 267 for Nagpur and 207 for Madras and that the All-India Index of earnings for 1944 was 205 with 1939 as base, it may be assumed fairly safely that between 1939 and 1944, real earnings had declined considerably and it is possible that even in 1949 the level of real earnings was a little below the 1939 level.

(Indian Labour Gazette, February, 1953).

Draft Coorg Minimum Wages Rules, 1953.

In exercise of the powers conferred under section 30 of Minimum Wages Act, 1948, the Chief Commissioner of Coorg has published the draft of the Coorg Minimum Wages Rules, 1953, prescribing, inter alia, the term of office of members of the Committees and boards to be set up under the Act, procedure relating to meetings of the boards and committees, computation of cash value of wages, time and conditions of wage payment and deductions permissible from wages, hours of work which constitute a normal working day and procedure relating to claims under the Act. The draft rules will be taken into consideration by the Government after 10 June 1953.

(The Coorg Gazette, Part I, 10 April 1953,  
pp. 21-26 ).

Travancore-Cochin: Draft Minimum Rates of Wages  
for Employment in Road Construction or Building  
Operations, Stone Breaking or Stone Crushing  
Operations.

The Government of Travancore-Cochin has in exercise of the powers conferred under the Minimum Wages Act, 1948, published on 24 March 1953 the draft minimum rates of wages payable to employees in road construction or building operations and stone breaking or stone crushing operations. The draft proposals are to be taken into consideration by the Government after 24 May 1953. The following are the rates of wages proposed to be fixed.

Scheduled employment.	Description of Labour.	Rate of Wages per day.		
		Rs.	A.	P.
	Unskilled			
Road constructions or building operations.	Man (unskilled)	1	6	0
	Special(unskilled)	1	10	0
	Women(unskilled)	0	14	0
	Boy (unskilled)	0	11	0
	Skilled or Semi-skilled			
Employment in Stone breaking or stone crushing operations.	Brick moulder	1	12	0
	Laterite cutter	2	0	0
	Hammer man	1	10	0
	Quarry man	1	10	0
	Boatman	1	14	0
	Stone cutter	2	4	0
	Rubble mason	2	4	0
	Laterite or brick mason	2	4	0
	Carpenter	2	4	0
	Saver	2	4	0
	Black-smith	2	4	0
	Fitter	2	0	0
Plumber	2	0	0	
Wood-cutter	2	0	0	

(Notification LL-9633/51/DD dated 30 March 1953; Travancore-Cochin Gazette, Part I, 24 March, 1953, page 745 ).

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38. Housing.

India - April 1953.

Standards for Low Cost Housing: Enquiry Committee's Report.

A Committee on low cost housing, appointed by the Government of India, with Mr. Sri Ram as chairman, has submitted its report recently. Its recommendations cover all aspects of low cost housing including, floor space, amenities to be provided, and materials to be used.

The report states that in towns and cities a room of about 120 sq.ft. and a verandah of about 80 sq.ft. with provision of a cooking chimney in one corner is all the built-in-accommodation that should be aimed at for lower income groups at present. Each house should, however, cover 60 to 100 sq. yards enclosed by a wall or hedge.

The Committee favours manufacture of lime from kankar and limestone where these materials are available in adequate quantities. It also recommends popularisation of the use of lime in building. ~~popularisation~~

As considerable work has been done in soil stabilization and rainproof mud-plastering the Committee says the knowledge gained should be utilised. The greatest possible advantage needs to be taken of such innovations as pre-stressed concrete by organising publicity and demonstration.

Research.— The Committee is of the view that the Indian Standards Institute, the Central Building Research Institute and similar other institutes should make inquiries to enable them to prescribe national standards in building materials, equipment and components for use in construction work.

Again, a central organisation with regional departments should be established for tools and machinery for building and construction. Mechanical devices, the Committee thinks, should be adopted wherever they are found cheap and efficient.

The Council of Scientific and Industrial Research has been asked to examine the possibility of instituting a co-ordinated programme of research embracing problems of design, functional and operational requirements of buildings, basic study of structures, nature and properties of clays, minerals and soils.

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The Committee has also recommended that all restrictions on free transport of building materials should be abolished. The Committee considers that a Central Town and Country Planning Act should be passed to enable systematic improvement and reconstruction of existing and future towns.

(The Statesman, 22 April 1953).

Industrial Housing in Madhya Bharat: 2.16 Million  
Rupees granted by Central Government.

According to a press note issued on ~~15th~~ 13 April 1953, the Madhya Bharat Government will receive a sum of 2.16 million rupees from the Government of India for the construction of houses for industrial labour. The amount, half of which will be in the form of subsidy and half in the form of loan, will be used for building 840 houses distributed as follows: 500 at Indore, 100 at Ujjain, 100 at Ratlam and 140 at Mandsaur.

The State Government has already received 2,643,936 rupees from the Centre on the same basis for the same purpose. This amount is being utilised for building 1,012 houses distributed as follows: 500 at Indore, 100 at Ujjain, 100 at Ratlam and 312 at Gwalior.

(The Hindustan Times, 15 April 1953).

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CHAPTER 5. WORKING CONDITIONS AND LIVING STANDARDS.

INDIA - APRIL 1953.

50. General.

Pay and Working Conditions of Bank Employees:  
All-India Tribunal's Award.

The award of the second All-India Industrial Tribunal (Bank Disputes), relating to salary scales, working conditions and social security provisions for the 51,513 employees of 93 banks in India, has been published by the Government of India on 23 April 1953.

This Tribunal was set up in January 1952 (vide p.48 of the report of this Office for January 1952) with Mr. S. Panchapagesa Sastri as chairman, after the award of the first All India Industrial Tribunal (Bank Disputes), presided over by Mr. Justice K.C. Sen, had been declared void by the Supreme Court (vide pp.60-61 of the report of this Office for April 1951).

Pay and allowances.- The award prescribed a new time scale of pay, its starting and ending points varying according to the size of each bank's working funds and the area in which the office is situated. Bank clerks will have a dearness allowance at a uniform rate of 33 1/3 per cent of basic pay, subject to minimum and maximum limits, and house rent allowance, again depending on the location of the bank. The tribunal has also granted special allowances for certain persons with higher academic or special qualifications.

The four categories into which banks have been grouped according to their working funds for the purpose of pay and allowances of staff are the following: "A" - banks with working funds amounting to 250 million rupees or more; "B" - banks with working funds amounting to 75 million rupees and more but less than 250 million rupees; "C" - banks with working funds of 10 million rupees or more but less than 75 million rupees; ~~xxxxxxx~~ and "D" - banks with working funds below 10 million rupees.

The classification of areas is the following: Class 1 - comprising Calcutta, Bombay, Madras, Delhi and Ahmedabad; Class 2 - comprising all towns and cities other than those included in Class 1 which, according to the census report of 1951, have a population of 100,000 or more; and Class 3 - all other places.

The tribunal has directed the following pay scales for clerical staff in banks:-

Class "A" banks: Area I - 85 rupees to 280 rupees; Area II - 75 rupees to 245 rupees; and Area III - 66 rupees to 227 rupees.

28

Class "B" banks: Area I - 73 rupees to 245 rupees; Area II - 66 rupees to 227 rupees; and Area III - 57 rupees to 200 rupees.

Class "C" banks: Area I - 66 rupees to 227 rupees; Area II - 57 rupees to 200 rupees; and Area III - 54 rupees to 191 rupees.

Class "D" banks: Area I - 57 rupees to 200 rupees; Area II - 54 rupees to 191 rupees; and Area III - 51 rupees to 182 rupees.

The tribunal's scheme in effect provides for a running scale of 51-3-69-4-85-5-100-6-112-7-140-8-164-9-245-10-265-15-280.

The four scales of pay for the banks as fixed by the tribunal, starting from the minimum of "D" group to the maximum of "A" group, is one single continuous scale, with increments spread over a span of 25 years. The advantage of this system, the tribunal says, can easily be felt in relation to the question of transfer of employees from one area to another, and also in cases where a bank passes on from a lower to a higher class.

The tribunal states it is not its intention to fetter the discretion or power of any bank to give its workmen higher salaries or allowances than those mentioned in the Award, or more than one increment. Where a bank has entered into an agreement with its staff regarding pay scales prior to the constitution of the Tribunal or during its pendency, the terms of the Award will prevail over such an agreement.

The pay scales only provide for what is known as "basic pay". The Tribunal says it will be wholly wrong to compare the basic pay scales alone, as found in different units of other industries or Government offices. The real comparison must be with reference to the total emoluments at any relevant period of time. The scheme of dearness allowance, which the Tribunal has provided together with a supplementary addition of house rent allowed in certain cases, must be taken along with the basic pay scales to determine the total emoluments which can then be compared with advantage with the total emoluments of the clerical staff in allied concerns. "In our opinion such comparison will not be found to be disadvantageous to the bank employees provided we exclude the cases of big global concerns, whose resources are infinitely greater than even the leading Indian banks".

The scale of dearness allowance prescribed is  $33 \frac{1}{3}$  per cent of basic salary for all banks, with variations in minimum and maximum according to area namely 35 rupees to 70 rupees for area I, 30 rupees to 60 rupees for area II, and 25 rupees to 40 rupees for area III.



House rent at Bombay and Calcutta will be 8 rupees for pay up to 100 rupees, 12 rupees for pay between 101 ~~and~~ rupees and 200 rupees, and 16 rupees for pay above 200 rupees. For other places with a population of 700,000 and over, the house rent will be 6 rupees, 9 rupees and 12 rupees respectively.

Hours of work.- Working hours have been fixed at 6 1/2 hours on weekdays and four hours on Saturdays, exclusive of recess from half an hour to one hour. Subordinate staff will be required to put in an extra half hour both in the morning and in the evening.

Banks can ask workmen to do overtime work beyond these hours, but subject to a maximum of 90 hours in any calendar year. Normally such period of overtime work shall not exceed two hours on any working day without the written consent of the workmen.

For the first half hour of overtime work there will be no payment and for every completed 15 minutes work thereafter the workmen will be paid at rates laid down by the Tribunal. On bank holidays declared for closing of accounts, overtime payment will be made only for work exceeding 6 1/2 hours if it is a week day or four hours if it is a Saturday.

Leave.- Privilege leave at the rate of a month for every completed year of service is allowed in "A" and "B" class banks and three-quarters of a month in "C" and "D" class banks. In addition, sick and maternity leave is also provided.

Bonus.- In regard to the payment of bonus the Tribunal's directions are that for eligibility to bonus there should be no insistence on a minimum period of service during the year for which bonus is declared.

Bonus shall be calculated on the pay earned, i.e., on the aggregate of the basic pay and special allowance and officiating allowance, if any, earned during the calendar year for which bonus is declared. It should be paid in one or two instalments in a year, and within two months from the date on which the dividend is declared. Deprivation of bonus is not to be a form of punishment.

Provident funds, gratuity and pensions.- The Tribunal has asked all banks to set up contributory provident funds under a scheme prescribed. It has laid down the amount of subscription at 8-1/3 per cent of the monthly pay, together with the allowances, in case of banks of A and B groups, and at 6 1/4 per cent in case of banks of C and D groups.

As for gratuity the Tribunal has laid down that on the death of an employee while in service, his heirs should be paid one month's pay for each completed year of service, subject to a maximum of 15 months in the case of group A banks, 12 months in the case of group B banks, nine months in the case of group C banks and six months in the case of group D banks.

50

The same rates will apply if an employee is disabled physically or mentally, or if his services are terminated on grounds other than retrenchment after 10 years' total service. Gratuity is also to be paid in case of retrenchment at different rates.

Where a workman has put in service of over 30 years, he will be paid an extra amount at the rate of an additional half month's pay for each completed year of service beyond 30 years. To that extent the maximum provided in his case will be increased.

Medical assistance.- Provision is made for medical assistance and treatment by an "authorised doctor" appointed by the bank, and for reimbursement, upto a specified limit, of expenses incurred by workmen for treatment from other medical practitioners.

Other matters dealt with relate to recruitment, conditions of service, procedure for disciplinary action, compensation for retrenchment, promotions, transfers and fines.

(The Statesman, 24 April 1953).

Conditions of Work in Indian Railways in 1951-1952:  
Annual Report of Railway Board\*.

The following information regarding the conditions of work of railway employees in India during the year ended 31 March 1952, is taken from the Annual Report of the Railway Board on Indian Railways in 1951-1952.

General review of working of railways.- The year under review recorded a substantial improvement over the ~~marking year~~ previous year in ~~financial~~ financial results and in several phases of railway working. The ~~bright~~ bright features of the general economic situation in the country contributed to increased tonnage and ton-miles, and consequently to improved railway working. Gross earnings of all railways touched the highest figure so far attained. To this result both passenger and goods earnings have contributed, each representing a new record. The operating ratio has been the lowest since 1947-48. For the first time the uninterrupted increase in passenger traffic which

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\* Government of India. Ministry of Railways (Railway Board) Report by the Railway Board on Indian Railways for 1951-1952, Vol. I., Published by the Manager of Publications, Delhi, 1953. pp. iii x 122.

21

had characterized railway working for a decade suffered a slight recession during the ~~year~~ year.

Gross earnings on all railways for the year 1951-1952 amounted to 2,941.4 million rupees, an increase of 11.2 per cent over the previous year. The increase in earnings is to be ascribed generally to the enhancements in passenger fares and additional goods traffic handled. The earnings from passengers carried recorded an improvement of 12.3 per cent and the earnings from goods of 10.2 per cent as compared with the figures for 1950-51.

The gross traffic receipts of Indian Government Railways amounted to 2,908.2 million rupees. After meeting all charges, including depreciation amounting to 302.1 million rupees, but excluding interest charges, the net revenue on the results of working for the year amounted to 617.5 million rupees. In accordance with the terms of the revised Convention, 334.1 million rupees was paid to the general revenues and a balance of 283.4 million rupees was allocated as follows: Development Fund 100 million rupees; Revenue Reserve Fund 183.4 million rupees. Passenger miles during the year amounted to 39,551 million or 5.1 per cent less than the figure for the previous year. Net ton miles showed an increase of 7.4 per cent from 27,008 million to 29,048 million. Average load of passengers and goods increased slightly. The volume of goods traffic during the year on Class I Railways stated in terms of net ton miles, showed an increase of 7.6 per cent over the preceding year. Here again, the figures of Class I Railways, excluding the Eastern Punjab, Assam and East Indian (narrow gauge) established a fresh record in an increase of 54.2 per cent over the pre-war figure. An analysis of the movement during the year shows the composition of the goods to be 39.6 per cent under coal, 10.2 per cent under food grains and pulses, 2.0 per cent under oil seeds, and 48.2 per cent under 'other commodities'. The composition of goods traffic in 1951-52 as compared with 1950-51 showed proportionately increased handling of food grains, though the actual tonnage moved of other commodities was also higher.

Number of railway employees.— The total number of employees (permanent and temporary) on all Indian Railways and in the office of the Railway Board and other offices subordinate thereto, excluding staff employed on construction, at the end of 1951-52 was 929,448 as compared with 919,368 at the end of 1950-51.

The total number of staff employed on the open line of Class I Railways increased by 9,947 during the year, while the number of construction staff increased by 1,819.

The total cost of staff including those on loan from Indian Audit and Accounts Service was 1,228.45 million rupees, an increase of 90.25 million rupees, as compared with the previous year.

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Direct recruitment to superior services.- During the year 44 appointments were made to the Superior Railway Services by direct recruitment and nine by promotions from Class II and Class III Services.

Confirmation of temporary staff.- In accordance with the undertaking given to labour and the general policy of Government, Railway Administrations are continuing to review all temporary posts with a view to converting them into permanent posts. The position of conversion of temporary posts into permanent and the confirmation of temporary staff as on 31 March 1952 was as follows:-

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Total number of temporary posts converted into permanent -----	123,635*
Total number of temporary staff confirmed.--	224,166*
Total number of temporary staff, excluding (i) staff under training and on probation, (ii) workshop staff with less than 3 years services, and (iii) casual labour, remaining unconfirmed. -----	95,714
Number of temporary staff under training or on probation. -----	23,822
Number of staff whose posts are not likely to be required permanently. -----	51,557
Number of workshop staff with less than 3 years' service,-----	14,471

\* These figures are cumulative from 1 June 1948.

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Disposal of surplus staff.- During 1950-1951 about 11,500 surplus staff were absorbed in alternative vacancies and only about 500 were retrenched. During 1951-1952 the position further improved. About 3,000 men were absorbed in alternative vacancies and about 250 men only were retrenched. The majority of those who were retrenched, as during the previous year either refused alternative employment or had very short service on the Railways.

Regrouping and staff.- Consequent on integration of the ex-States' Railways and the formation of three Zonal Railways, viz., Southern, Central and Western, it was decided to appoint three committees, one for each Railway, to examine and report on the most equitable method of regulating the seniority of Class III and Class IV staff.

Labour relations.- The Report states that the relations between the Railway Board and the labour continued to be generally cordial during the year.

Relations with the Railway Workers Trade Unions. -The Report traces in detail the relations with the All-India Railwaymen's Federation and the Indian National Railway Workers' Federation, the two trade unions of railway workers.

The most important event during the year was the demands of the All-India Railwaymen's Federation relating mainly to payment of dearness allowance according to the

recommendations of the Central Pay Commission and the setting up of a standing conciliation machinery at various levels. A notice of strike was given by the Federation in June 1951 and to protect public interest, the Essential Services (Prevention of Strikes) Ordinance, was issued in July 1951, under which strikes in railways and in certain other essential services could be declared illegal. A Bill to replace the Ordinance was introduced in the Parliament in August 1951, but due to favourable results of negotiations with the Federation, the Bill was dropped. The strike decision was also kept in abeyance. In November 1951, an agreement was reached with the All-India Railwaymen's Federation on setting up a permanent negotiating machinery at local, regional and central levels, to deal with disputes between railway labour and administration. The Federation was also informed that Government had under consideration the setting up of suitable machinery for investigating whether a portion of the dearness allowance being given to staff should be merged in the basic pay.

Permanent negotiating machinery to settle disputes between Railway Labour and Administration.- With a view to maintaining contact with labour and resolving disputes and differences which may arise between them and the Administration, a permanent negotiating machinery for dealing with disputes between Railway Labour and the Administration was set up on each of the six Indian Government Railways, with effect from 1 January 1952. The machinery is envisaged in three tiers: one at the Railway level, the recognised Unions having access to district or divisional officers and subsequently to officers at the headquarters including the General Manager; at the next tier, matters not settled at railway level will be taken up by the respective Federations with the Railway Board; and at the third tier, in cases in which agreement is not reached between the Federation and the Railway Board and the matters are of sufficient importance, reference will be made to an ad hoc Tribunal composed of representatives of the Railway Administration and labour presided over by a neutral chairman. It would be open to Government to accept, reject or modify the decision of the Tribunal if it considered it necessary to do so in exercise of its powers as Government as separate from its position as an employer.

Loss of man-days: loss due to strikes.- The total number of man-days lost as a result of strikes in workshops, running sheds, and other similar establishments of the Indian Government Railways during 1951-52 was approximately 0.013 per cent of the total man-days worked as against 0.121 per cent during 1950-51, thus recording an improvement as compared with the previous year. The number of man-days worked during 1950-51 and 1951-52 totalled 127,153,743 and 136,695,022 respectively and the man-days lost owing to strikes amounted to 153,537 and 17,353 respectively.

Dearness allowances.- During the year, Government sanctioned with effect from 1 June 1951, an ad hoc increase of 5 rupees per month in the rates of dearness allowance to all Central Government employees including Railway servants drawing pay up to 250 rupees per month and who are on the full cash dearness allowance. Railway servants drawing pay from 251 rupees to 300 rupees per month were also given benefit of the increase so that their dearness allowance may not be less than that of staff drawing pay up to 250 rupees per month.

Working of grainshops.- The statistics given below indicate the principal activities of the Grainshop Organisation during 1951-52 as compared with the previous year:-

	March 1951	March 1952
(1) Number of shops functioning.	358	383
(2) Number of staff served at the shops:		
(a) At concession rates.....	249,000	229,000
(b) At controlled rates.....	283,000	308,000
Total.....	<u>523,000</u>	<u>537,000</u>
	Rs.	Rs.
(3) Total purchases.....	166,649,000	181,829,000
Total sales.....	82,937,000	93,204,000
Cost price of commodities sold-----	161,460,000	176,567,000
Direct loss on sales.....	78,523,000	83,363,000
Indirect loss (cost of staff, freight and other overheads).....	16,335,000	17,075,000
(4) The average relief per concession card-holder was as follows:		
Zone X (Kanpur, Bombay and Calcutta).....	24 7	27 12
Zone A (Cities with population of 250,000 and above).	26 4	27 0
Zone B (Cities with a population between 250,000 and 50,000).....	26 9	27 10
Zone C (All other localities).	28 6	30 6

The increase in the activities of the grainshops is due <sup>to</sup> inclusion of ex-Part B State Railway systems.

Canteens.- The number of canteens on railways which served light refreshments, and in some cases cooked meals, to workers increased from 66 during 1950-51 to 94 at the close of the year under review. The average number of employees served by these canteens also increased from 63,000 per day to 106,000 employees per day. Besides 12 new canteens opened during the year, the figures for the year include the number existing on the ex-States' Railways.

Co-operative stores.- Seventy-eight railway workers' co-operative consumers' societies were functioning as on 31 March 1952, including 6 organised during 1951-52. These societies had a total capital of 745,383 rupees and a membership of 39,630.

Housing of railway staff.- During the year under review 5,886 'A' type, 503 'B' type, 23 'C' type and 46 'D' type quarters were constructed on Indian Railways.

Progress in implementing the Adjudicators' Award\*.- The Adjudicator's Award had been implemented by ~~the~~ 31 March 1952 ~~and~~ on the Indian Government Railways in so far as it related to ~~the~~ hours of work and periodic rest. During 1951-52 final orders on the question of leave reserves have been issued. The work of amending Chapter VI-A of the Indian Railways Act 1890, with a view to giving statutory force to the Adjudicator's recommendations accepted by Government was ~~xxx~~ taken in hand.

Consequent on the integration of the ex-Indian States' Railways into the regrouped systems, the application of the Adjudicator's recommendations to the ex-States Railways' sections of the Indian Railways has been progressing on the portions merged in the Southern, Central and Western Railways. The preliminary work like job analysis, etc., on the ex-Jodhpur Railway and the ex-Bikaner State Railway has been taken up.

Progress in implementing the recommendations of the Central Pay Commission.- By the end of March 1951 Government had issued orders on most of the recommendations made by the Joint Advisory Committee. During the year under review Government took action on the remaining issues also and orders were issued to the railways for their implementation.

Activities of the Medical Department.- The activities of the medical departments of railways, curative as well as prophylactic, continued during the year resulting in progressive improvement. On some of the railways extensions were ~~xxx~~ made to certain hospitals. Additional dispensaries were constructed at some places and considerable medical equipment was purchased for the hospitals.

Railway schools.- During the year under review, the question of transferring railway schools to State Governments, who are responsible for provision of general

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\* Adjudication by the Hon'ble Mr. Justice G.S. Rajadnyaksha in the Trade Dispute between the Nine Indian Railway Administrations and their respective workmen, Vol.1. Report, published by the Manager of Publications, Delhi, 1947.



educational facilities, was pursued, but as the majority of the State Governments expressed their inability to take over the schools owing to financial stringency, it has been decided that the Railways should continue to provide educational facilities in big Railway colonies to the extent State Governments or private educational organisations are not willing or able to provide them, until responsibility in this respect is assumed by the States.

The proposal to establish at various suitable educational centres subsidized hostels, in which the children of railway employees working at way-side stations could reside for educational purposes, is under consideration.

Training schools on railways.- During the year, 29 training schools were functioning on Railways. Most of these are traffic schools, where recruits are trained in the duties of station masters, signallers, guards, booking and parcel clerks, etc. Some railway workshops have technical schools attached to them to give training to apprentices.

Railway Staff College.- A Railway Staff College was opened in January 1952 at Baroda, with well-equipped hostel accommodation for 18 students for whom adequate recreational and sports facilities have also been provided. A scheme to expand the College further and to provide for 18 more students bringing the total to 36 students is under consideration. Instruction is at present given in subjects such as General Rules, Transportation, Commercial Accounts, Mechanical, Model Room practice, Statistics, Establishment and Railway Law. It is eventually proposed to centralize the training of officers and senior subordinates of the Signal Engineering and Block Departments also at this College.

Savings schemes.- Compulsory Savings Scheme applicable to staff drawing over 250 rupees per mensem and the Savings Provident Fund (Railways) Scheme applicable to staff drawing 250 rupees per mensem and below continued during the year under review. The following table gives the number of staff contributing under these schemes, the amount collected during this year and the gross amount collected during the currency of the schemes:-

Schemes	No. of staff	Amount collected	Gross Amount collected
		during 1951-52.	during the currency of the schemes.
		Rs.	Rs.
Savings Provident Fund (Railways).....	871,000	11,053,000	22,884,000
Compulsory Savings....	15,000	1,818,000	3,899,000
<del>xxxx</del>			



Bengal Shops and Establishments Act, 1940:  
Act extended to Tripura State.

In exercise of the powers conferred under Part C States (Laws) Act, 1950, and by a notification dated 7 April 1953, the Central Government has extended to the Part C State of Tripura the Bengal Shops and Establishments Act, 1940, as at present in force in West Bengal, with certain modifications.

The Act as modified by the Central Government extends to the whole of Tripura State and will come into force on such date as the Chief Commissioner of Tripura may by notification in the Tripura Gazette appoint in this behalf. The Act, as modified in its application in Tripura, provides that every person employed in a shop, commercial establishment or establishments for public entertainment or amusement shall be allowed as holidays at least one day in each week and the closing hour of shops has been fixed at 9 p.m. (The Bengal Act provided for one and a half days holidays in a week and fixed 8 p.m. as the closing hour for shops). The other provisions of the Bengal Shops and Establishments Act, 1940, relating to hours of work, overtime wages, maintenance of ~~registers~~ registers, powers of inspectors, etc., have not been modified and are the same as at present in force in West Bengal.

(Notification No. SRO 639 dated 7 April 1953; the Gazette of India, Part II, Section 3, 11 April 1953, pp. 438-444 )

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52. Workers' Welfare and Recreation.

India - April 1953.

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Bombay Labour Welfare Fund Bill, 1953:  
Provision for financing of Labour Welfare  
Activities.

The Government of Bombay published on 8 April 1953 the text of the Bombay Labour Welfare Fund Bill, 1953, proposed to be introduced in the Bombay Legislative Assembly. The Bill seeks to provide for the constitution of a Fund for financing labour welfare activities.

The Statement of Objects and Reasons appended to the Bill states that while recent labour legislation makes provision for several amenities within the premises of the workers' place of work, this Bill has been introduced with the object of providing them amenities even outside the place of work.

The Bill provides for the constitution of a Labour Welfare Fund. Receipts of the Fund would include fines realised from employees, unpaid accumulations, and voluntary donations. Provision is made for the establishment of a Board to administer the Fund and to carry on other functions under the provisions of the Bill. The following welfare activities may be undertaken by the Board and financed out of the Labour Welfare Fund:- community and social education centres including reading rooms and libraries; community necessities; games and sports; excursions, tours and holiday homes; entertainment and other forms of recreations; home industries and subsidiary occupations for women and unemployed persons; corporate activities of a social nature; and such other objects as would in the opinion of the State Government improve the standard of living and ameliorate the social conditions of labour. The Bill states specifically that the Fund shall not be utilised in financing measures which the employer is required under any law to carry out. Other provisions of the Bill deal with appointment of a welfare commissioner who will be the principal executive officer of the Board, inspection and mode of recovery of sums payable into Fund, etc.

(The Bombay Government Gazette, Part V,  
8 April 1953, pp. 320-328 )

All India Council of Labour and Welfare Officers  
set up: Bombay Conference's Decision.

A conference of All India Labour and Welfare Officers was held at Bombay from 3 to 6 April 1953. Mr. V.V. Giri, Central Labour Minister inaugurated the session and Mr. Shantilal Shah, Labour Minister, Bombay, presided. Among other things, the conference set up a 20-member ad hoc All India Council of Labour and Welfare Officers to hold office till the next annual session of the conference.

Human relations in Industry: Mr. Giri's address.-

Mr. Giri, in the course of his address, said that the success of industrial development generally depended upon harmonious relations and co-operation between employers and the human element in industry. He laid down three essential conditions for the growth of healthy industrial relations: firstly, there should exist properly developed organisations of workers appreciating the value of rule of law; secondly, employers and their organisations should recognise and appreciate the value of "human element"; and thirdly, there must be adequate machinery for the settlement of threatened or existing trade disputes. The first two conditions were not altogether absent in India, although they had not yet been fully and adequately developed. He emphasised that labour and management, the two partners in industry, must not only think of their rights and privileges, but also of their duties and responsibilities.

Role of labour officers.- Referring to the role of labour and welfare officers, the Minister said they played an important part in securing the necessary spirit of mutual trust, co-operation and goodwill between the two elements of the industry - employers and employees. The principal function of the labour and welfare officers was the direction and co-ordination of human relations in an industrial or commercial organisation, with a view to getting the maximum necessary production with a minimum of effort and friction and with proper regard for the genuine well-being of the workers. To enable them to discharge such onerous and responsible function effectively, they must possess a high degree of tact and maturity of ~~understand~~ understanding and judgment. Immense patience and knowledge of the working of human mind were also very essential. They had to secure and maintain the confidence of both employers and employees which had to be achieved by their conduct and action. This they could not attain unless they were scrupulously honest and impartial in the discharge of their duties.

However, Mr. Giri said, ~~that~~ it was too early to say the extent to which these officers had been able to play their part successfully and discharge their functions effectively for securing and maintaining the mutual interests of employers and employees in the undertaking. The assessment of the work of labour and welfare officers who had been functioning in different

undertakings in the country was not uniform. Different and divergent views were expressed: One view was that these officers had been doing quite valuable work; another view was that they were mere tools in the hands of the employers; still another view was that they were working exclusively for the employees and are responsible for creating trouble where none existed or was apprehended; yet another view was that these officers were quite useless and should better be removed.

All these divergent views were, in Mr. Giri's opinion, due to a number of factors, such as, the attitude of employers and employees towards these officers, lack of essential qualities and qualifications which these officers should possess, absence or inadequacy of support given to the officers by all concerned, and lack of proper and efficient training to these officers.

Mr. Giri said that while the institutions and organisations, which had been imparting training to candidates with a view to equipping them to become efficient labour and welfare officers had, no doubt, done valuable work, he had felt that the degree of attention paid to practical training in some of these institutions was not quite adequate and that the question of practical training needed careful examination and appropriate action. He also felt that it was high time to secure proper co-ordination and standardisation in the curriculum and methods of theoretical and practical training imparted by these ~~institutions~~ institutions. Uniformity of standards and securing high degree of efficiency would go a long way in making the work of labour and welfare officers more effective in their day to day work.

Mr. Shantilal Shah's presidential address.- Mr. Shantilal Shah, Labour Minister, Bombay, stated in his presidential address that the progress of industrialisation in India had resulted in human values being unconsciously relegated to a secondary place, and the economics of production being "enthroned". This had happened wherever industrialisation overtook the people instead of the people overtaking it.

Mr. Shah stated that as industries grew the labour force also expanded and enlightened managements saw the need to have labour officers for the purpose of administering labour matters in factories. Legislation also steadily grew to improve working conditions, provide for compensation to injured workers and give recognition and status to labour unions.

Referring to the philosophy underlying ~~the~~ <sup>the</sup> duties of labour officers, Mr. Shah said that the objectives of labour welfare could be recognised as promotion of efficiency, assuring proper human conditions at places of work and supplementing their present low wages.

The Minister said that allied to the purpose of securing social justice was the objective of providing welfare work in order to add in a real way, to the low earnings of the worker. The worker was paid such meagre wage that he was unable to get a decent house, secure medical assistance, send his children to school and provide healthy recreation for himself and the family. It was therefore, necessary to supplement his wage by service covering these amenities.

Mr. Shah told the conference that welfare activities by the Government alone could not succeed unless they were actively followed up by the managements and the workers themselves. Some managements had to be compelled to pay the due regard to the elementary working conditions while others, more progressive, had built model facilities. There had been no uniformity in the policy of providing welfare services. He recognised that such uniformity was not possible in view of the fact that problems varied with individual establishments. But the State could legislate only for securing the minimum human working conditions, welfare amenities, and social security. The employers should, however, look beyond the times and wherever possible go beyond the minimum legislative provisions for welfare as was done by some enlightened managements in the country.

Need for trained personnel.- In his view the most relevant and vexing question was whether the present status of labour and welfare officers was conducive for proper discharge of their duties. It was generally felt that it was not conducive. Referring to the criticism against labour officers that they were burdened with various duties covering industrial relations, labour welfare and personnel management, that they were paid by the management, and that, therefore, they did not enjoy the full confidence of the workers, he stated that welfare work would succeed only where it was non-partisan.

The conference considered the various issues before it, in three sectional discussions on "Philosophies of Industrial welfare", "Study of prevailing practices", and "Training of labour and welfare personnel".

Recommendations.- The conference decided to form a 20-member ad hoc All-India Council of Labour and Welfare Officers. The council will be empowered to deal with the recommendations of the conference, pave the way for future conferences and co-ordinate the activities of all associations of personnel and welfare officers. The council, which will function till the next conference, will consist of a member each to be nominated by the Indian Conference of Social Work, Indian Institute of Personnel Management, Industrial Welfare Association, Indian National Institute of Labour Management and the Tata Institute of Social Sciences, and 14 other members to be co-opted by them, besides Mr. Shantilal Shah, Bombay's Labour Minister and President of the first All-India Conference of Labour and Social Welfare Officers.

One of the recommendations made to the conference related to the kind of training to be imparted in professional educational institutes. A pre-employment course of studies for all new entrants and refresher or extension courses for practising welfare or personnel officers were sought to be included in the training programme of these institutions.

The rules under the Factories Act relating to duties and conditions of service of welfare officers should be examined by the All-India Personnel Executive Management as the proposed working committee of the conference will be known, with a view to suggesting any modifications necessary to ensure effective and efficient discharge of their functions and duties, according to another recommendation.

(Text of Mr.V.V. Giri's address to the Conference received in this Office; The Times of India, 5-8 April 1953 )

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56. Labour Administration.

India - April 1953.

Uttar Pradesh: Working of the Factories Act, 1948  
during 1950\*.

Number of factories and workers employed.- During the year 1950 in Uttar Pradesh, 207 new factories were added to the register while 53 factories were removed including two amalgamated factories. Thus the total number of factories subject to the Act rose from 1,502 at the beginning of the year to 1,656 at the end of the year. Of the latter, 1,498 were registered as factories employing 10 or more persons and working with the aid of power and 158 as factories employing 20 or more persons and working with or without the aid of power. Of these, 209 factories did not work during the year. Annual returns were received from 1,253 factories out of the 1,447 factories which worked during the year.

The average daily number of workers employed in the factories which submitted the annual returns was 232,695 as against 233,837 in the previous year. The decrease in employment was reported to be mainly due to retrenchment in factories as a result of trade depression. Of the total number of workers employed during 1950, 229,362 were men, 2,397 women, 653 male adolescents, 2 female adolescents and 281 boys. The following statement shows the classification of the number of workers employed by the major industry groups:

(Please see table on the next page).

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\* Annual Report on the Working of the Factories Act, 1948 in the Uttar Pradesh for the Year 1950. Allahabad, Superintendent, Printing and Stationery, Uttar Pradesh, India. 1953. Price Rs.6-8. pp. 288.

Industry	Average daily Number of persons employed.
Government and local fund factories.....	57,521
<b>All other Factories:-</b>	
Processes allied to agriculture.....	791
Food except beverages.....	62,574
Beverages.....	1,536
Tobacco.....	2,585
Textiles.....	62,461
Footwear, other wearing apparel and made up textile goods.....	3,288
Wood and cork except furniture.....	901
Furniture and fixtures.....	75
Paper and paper products.....	1,857
Printing, publishing and allied industries.	5,468
Leather and leather products (except footwear)	2,232
Rubber and rubber products.....	84
Chemicals and chemical products.....	3,368
Non-metallic mineral products (except products of petroleum and coal).....	10,381
Basic metal industries.....	4,668
Manufacture of metal products machinery and transport equipment).....	2,218
Manufacture of machinery (except electrical machinery).....	4,261
Electrical machinery, appliances and supplies.	63
Transport and transport equipment.....	1,343
Miscellaneous industries.....	3,453
Electricity, gas and steam.....	1,567
Total all other factories.	175,174
<b>Grand Total.....</b>	<b>232,695</b>

**Accidents.-** The total number of accidents during the year was 7,113 as against 6,782 reported during the year 1949. Out of these 34 were fatal, 287 were serious and 6,792 minor as compared with 32 fatal, 324 serious and 6,426 minor in 1949. Of 287 serious accident cases 234 injured persons were off duty for 21 days or more and 53 cases resulted in loss of limbs. The accidents during the year under report increased by 331 as compared to the figures of last year. The increase in the number of accidents during the year 1949 over the figures of 1948 was 7.2 per cent while the increase during the year under ~~report~~ report over the figures of 1949 is only 488. Fatal accidents increased by 2, minor by 366, while the serious accidents decreased by 37. The Report ascribes the increase in number of accidents to the following causes: (a) employment of raw hands probably due to replacement of permanent workers; (b) tendency of slackness and laziness amongst the workers; (c) illiteracy and general lack of knowledge of the basic principles for prevention of accidents; (d) better and prompt reporting of accidents by factories due to strict vigilance by the inspectorate; (e) increase in number of factories;



45

and (f) absolute lack of accident consciousness amongst the employers and employees in the smaller class of factories. The incidence of accidents per 100 workers rose from 2.9 in 1949 to 3.056 in 1950.

Prosecutions.- Six hundred and three prosecutions under the Act were launched against managers or occupiers or both for breach of provisions of the Act and Rules during the year. Convictions were obtained in 228 cases, out of which in 49 cases the accused were let off after warning; Twenty-one cases resulted in acquittal of the accused; six cases were dropped; and two cases were withdrawn. Three hundred and forty-four cases are still pending in the courts concerned. The fines imposed in various cases ranged from 5 rupees to 500 rupees and amounted to 17,947 rupees. The average fine per case came to 79 rupees as against 92 rupees for the year 1949. The report also complains of delay by the courts on cases pending before them.

Sanitation and health.- Most of the factories made considerable improvement in sanitary arrangements. However, a great deal still remains to be done before reasonably good conditions can be achieved in smaller factories, particularly those which are accommodated in hired buildings. The requirements of washing facilities were generally well observed by the big industrial concerns while in smaller establishments, these facilities were not adequate. The Committee appointed by Government to devise ways and means for proper disposal of factory effluents held several meetings and collected a number of samples of effluents from various industries such as sugar, tanneries, textiles, and dairies for analysis. Ventilation in factories showed considerable improvement while the provision of water for drinking purposes for the workers in most factories was generally satisfactory. The periodical white-washing of latrines and factory buildings was carried out by the majority of factories quite satisfactorily, and where it was found lacking, instructions were issued to the factories for immediate compliance.

The general health of the factory workers continued to be satisfactory. No serious epidemic of industrial disease was reported in any factory in the State. The State Government had sanctioned funds for starting a tuberculosis clinic exclusively for the labourers at Kanpur in February 1950 with a view to combat tuberculosis amongst the industrial workers. A mass B.C.G. vaccination drive was also started this year as a measure of protection against tuberculosis in the labour areas.

Housing and welfare.- The report says that there was a general set back in the housing activities in the State owing to scarcity and high cost of building materials, although a keen anxiety has been shown by the Union Government, the State Government, and the employers alike in solving this problem. Every possible assistance was made available to the workers in the shape of cheap or free housing accommodation by the older ~~establishment~~

established firms and even by some of the newly established firms. Many new firms appear to be conscious of the necessity of providing residential accommodation to their workers.

As in previous years, factories as well as the State Government continued to promote welfare activities by providing free medical aid, reading rooms, in-door and out-door games and other recreation facilities, to workers inside and outside the factories.

Leave with wages.- The report says that though the provisions regarding leave with wages have been in force for last few years yet no uniformity in its compliance by the factories is noticed. A number of factories, especially new ones, appear not to have understood the implications of these provisions and consequently they were found neither maintaining the prescribed records nor giving due leave to their workers in accordance with the provisions of the Factories Act.

In spite of clear instructions and a number of clarifications in this behalf payment in lieu of leave with wages was found to have been made in several cases. The inspectorate has been paying special attention to explain the provisions of the Act and the method of calculating and granting the leave ~~with~~ with wages to the workers. The workers, on the other hand, are also not fully aware of the benefits of this provision of the Act and insist on payments in lieu of leave admissible to them.

Ninety-eight prosecutions were instituted under this Act for persistent breaches of not granting leave to employees and for not maintaining records etc., as required by the Act.

Administration of the Maternity Benefit Act, 1938.- Out of 229 concerns subject to the Act, 196 concerns employing 2,011 women workers submitted returns. Maternity benefit paid amounted to 3,587 rupees.

Eight factories maintained creches in an efficient manner.

Employment of Children Act, 1938.- The two Regional Inspectors ~~whose~~ whose posts were abolished due to financial stringency from 1 April 1950, inspected 821 concerns in addition to 130 inspections carried on by the Inspectors of this department. Due to shortage of factory inspectors much attention could not be paid on the enforcement of this Act.

(The Working of the Factories Act in Uttar Pradesh during 1949 was summarised at pages 68-70 of the report of this Office for January 1951).

47

CHAPTER 6. GENERAL RIGHTS OF WORKERS.

INDIA - APRIL 1953.

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

Bombay: Working of the Payment of Wages Act, 1936,  
during the Year 1951.

During 1951, owing to increased trade union activities, there was a large increase in the number of cases under the Payment of Wages Act, as compared with those filed and disposed of in the past years. Mostly this was due to cases filed against railway administrations for recovering dues on account of the introduction of revised scales recommended by the Central Pay Commission, and those against textile mills and various factories arising out of the interpretation of various awards of Industrial Tribunals and courts.

Number of claims made.- During the year under review, 1,373 fresh applications under the Act were filed with the authorities appointed under the Act, while 521 applications were pending from the previous year. Of these 1,894 applications, 995 related to claims in respect of delayed wages, 889 in respect of deductions, and 10 were miscellaneous applications. The number of applications disposed of during the year was 1,267, of which 966 were allowed either in full or in part, 211 were dismissed, 27 were settled out of Court, and 63 were allowed to be withdrawn as payment was made after the filing of applications and before the date of hearing. The number of applications remaining pending at the end of the year was 627.

The total amount claimed in all the applications was 2,559,823 rupees of which 416,589 rupees were allowed with 8,064 rupees for compensation and 2,257 rupees for legal and court fee charges. Besides this, the amount secured by the applicants in the applications which were withdrawn or settled out of Court was 27,879 rupees.

In fifty-eight cases, recovery proceedings had to be taken through the Chief Presidency Magistrate, Bombay, and District Magistrate, Poona, out of which in 28 cases only recovery could be made during the year. In 22 cases recovery could not be made for various reasons and in the remaining eight cases, recovery proceedings were pending.

Appeals.- During the year under review, 19 appeals against the decisions of the authorities under the Act were filed in the Court of Small Causes, Bombay, of which eight were preferred by the workers and eleven by the employers, while eight appeals were pending at the beginning of the year. Fifteen appeals were disposed of during the year out of which two were withdrawn, one was settled, four were allowed, and the remaining eight dismissed. Twelve appeals remained pending at the end of the year.

During the year under review, several applications for writ of certiorari were made by employers to the High Court against decisions of the authority under the Act, on the ground that the authority had no jurisdiction to try those cases. In the case of a railway servant who had been dismissed, the authority had decided in his favour as his discharge from service was not in accordance with the rules governing his conditions of service. The High Court, however, decided that the jurisdiction of the authority was limited to try cases of dispute regarding delay of deductions in wages and that the authority had no jurisdiction to try cases of wrongful dismissal which were triable by the civil court. The railway administrations also filed several applications against decisions of the authority awarding full wages for the period of suspension. The High Court in dismissing these applications ~~decided that the authority~~ decided that the authority acted within his jurisdiction in awarding wages. Another important point decided by the High Court was whether a journalist employed in the editorial section of a printing press was "a person employed in a factory" and the High Court held that the journalist who was an Assistant Editor was employed in a factory and the authority was within his jurisdiction in admitting his application for wages under the Payment of Wages Act.

(Labour Gasette, Vol. XXXII, No. 7,  
March 1953, pp. 764-766 ).

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66. Strike and Lockout Rights.

India - April 1953.

Bihar: Iron and Steel Industry declared  
Public Utility Service.

In exercise of the powers conferred under the Industrial Disputes Act, 1947, and by a notification dated 6 March 1953 the Government of Bihar has declared iron and steel industry in the State to be a public utility service for a period of six months from 15 March 1953.

(Notification No. III/D-1-602/53-L(A)-356 dated 6 March 1953, the Bihar Gazette, Part II, 18 March 1953, p. 760 ).

West Bengal: Tramway Services, Cotton Textile  
Industries and Air Transport Services declared  
Public Utility Services.

In exercise of the powers conferred under the Industrial Disputes Act, 1947, and by notification dated 8 March 1953 and 2 April 1953, the Government of West Bengal has declared the following industries to be public utility services for the purposes of the Act for the periods noted against them.

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|---|--|--|
| (1) The Tramway Services in Calcutta and Howrah.  |  | For a period of six months from 19-3-1953. |
| (2) Cotton Textile Industries in West Bengal.   |  |  |
| (3) Air Transport Services having their registered headquarters Offices in West Bengal. |  | For a period of six months from 6-4-1953.  |

(Notification No. 778 Dis/D/1A-2B/53 dated 9 March 1953, the Calcutta Gazette, Part I, 19 March 1953, p. 821; Notification No. 1112 Dis/D/1A-13/53 dated 2 April 1953, the Calcutta Gazette, Part I, 16 April 1953, p. 1178 ).

67. Conciliation and Arbitration.

India - April 1953.

Industrial Disputes (Mysore Amendment) Bill, 1953:  
Provision to be made for Transfer of Cases.

The Government of Mysore published on 23 March 1953 the text of the Industrial Disputes (Mysore Amendment) Bill, 1953, proposed to be introduced in the Mysore Legislative Assembly. The Statement of Objects and Reasons appended to the Bill points out that there is no provision in the Industrial Disputes Act, 1947, for transferring industrial disputes from one tribunal to another. As the Government considers that it is necessary to make such provision and to empower the Government to make the transfers, the Bill seeks to add to the Act a new section 10A providing for such transfer of cases.

(The Mysore Gazette, Extraordinary, Part IV,  
Section 2A, 23 March 1953, pp. 1-2 ).

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CHAPTER 7. PROBLEMS PECULIAR TO CERTAIN CATEGORIES  
OF WORKERS.

INDIA - APRIL 1953.

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

Alternative Employment for retrenched Government  
Employees: Machinery set up by Bombay Government.

The Government of Bombay has set up a machinery to assist discharged personnel from Government service in obtaining alternative employment. This work has been entrusted to the Establishment Officer, Civil Supplies Department in Greater Bombay, and in the mofussil to collectors of the districts concerned.

Consequent on the Government's policy of progressive decontrol, establishments of the Civil Supplies Department and offices under it are likely to be retrenched, and the persons who do not hold permanent posts in Government service and are working temporarily may be discharged in large numbers.

Under the scheme, all vacancies, whether permanent or temporary, occurring after 1 March 1953, will be filled from amongst the list of Government officials discharged after 1 June 1952 to be maintained by the Government. No vacancy will be advertised nor reference will be made to employment exchanges by any recruiting authority unless the candidates from the lists thus obtained are not considered suitable.

(The Times of India, 19 April 1953).

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74. Indigenous Labour.

India - April 1953.

Rajasthan Habitual Offenders Act, 1953  
(IX of 1953).

The Government of Rajasthan published on 23 March 1953 the text of the Rajasthan Habitual Offenders Act, 1953, passed by the Rajasthan State Legislature. The Act which received the assent of the President on 23 March 1953, provides for the surveillance and control of habitual offenders in the State of Rajasthan. It empowers the State Government to restrict the movement of any class of habitual offenders to any specified area and may place any class of offenders in any industrial, agricultural or reformatory settlements that may be established. Other provisions of the Act relate to penalties, punishment for certain offences by habitual offenders, and bar of jurisdiction of courts to question the direction made under the Act. The Act which came into force immediately repeals the Rajasthan Habitual Offenders Second Ordinance, 1952.

(Rajasthan Gazette, Extraordinary, Part IVA,  
23 March 1953, pp. 539-546 ).

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53

CHAPTER 8. MANPOWER PROBLEMS.

INDIA - APRIL 1953.

81. Employment Situation.

Compensation for Involuntary Unemployment:  
Issue to be discussed by Standing Labour  
Committee.

Answering a question by Mr. Hariharnath Shastri in the House of the People on 16 April 1953, Mr. V.V. Giri, Minister for Labour, said that the question of payment of compensation for involuntary unemployment was proposed to be discussed at the next meeting of the Standing Labour Committee.

A ~~sketch~~ scheme for payment of compensation for involuntary unemployment owing to shortage of coal, raw materials, changes in the line of production or breakdown of machinery was ~~the~~ circulated by the Government of India to the State Governments for adoption as early as June 1944. The scheme, which was still in force, was optional and any employer could make use of it, but the State Governments had reported that only a few employers gave effect to the scheme.

The main features of the scheme were that benefits to the unemployed would be given at a rate of 75 per cent of the ordinary rate of pay for the first fortnight and 50 per cent in the second fortnight. For the lower income group, a flat rate of 75 per cent of their rates of pay might be given.

(The Statesman, 17 April 1953)

Employment Exchanges: Working during February 1953.

According to the report of the Directorate of Employment Exchanges for February 1953, the total number of registered unemployed persons fell slightly during February. This was primarily due to a steep fall in the number of fresh registrations during the month. Employment opportunities, again declined to a point lower than they had been for many years. The main sources of employment were Central and State Government establishments. Placings declined and the employment situation continued to be unsatisfactory.

A shortage of trained teachers, draughtsmen, compounders, masons and structural fitters was reported by a number of exchanges. Clerks, motor drivers, semi-skilled technicians, oil engine drivers, graduates in agriculture, tinsmiths, tailors and mechanical engineers were reported to be surplus in many exchange areas.

The exchange at Bombay could not secure suitable employment for a number of applicants desirous of being appointed as labour officers.

Registrations and placings.- The following table shows registrations for employment and placings during the month as compared to the previous month.

	February 1953	January 1953
Registrations-----	99,552	114,617
Placings-----	18,013	20,378

Of those registered 7,457 were ~~displaced persons~~ displaced persons, 6,697 were ex-Service personnel and 2,093 discharged Government employees. Registrations showed a fall of 15,265 as compared to the preceding month. All regions recorded a fall. This was, however, appreciable in Uttar Pradesh (3,912), Bombay (2,230), Hyderabad (2,201), Madras (1,434), Madhya Pradesh(1,181), Bihar (1,046), and Orissa (1,043).

Of those placed, 960 were displaced persons, 950 were ex-Service personnel and 692 discharged Government employees. A total of 8,064 persons were placed with private employers and 9,949 in Central and State Government establishments. There has been an overall decline of 2,365 in placings as compared to previous month. All the regions except Hyderabad and West Bengal showed a fall in placements during the month under report.

Placings by wage groups.- The following table shows the placings classified by wage groups:-

<u>Wage groups</u>	<u>Number placed</u>
101 Rupees and above -----	1,324
61 Rupees to 100 Rupees -----	6,615
30 Rupees to 60 Rupees -----	9,059
Below 30 Rupees -----	1,015

Vacancies notified and submissions.- The number of vacancies notified by employers during February 1953 was 23,172 as compared to 25,912 during January 1953, that is, a fall of 2,740. Of the vacancies notified 13,268 were by Central and State Government establishments and 9,904 by private employers. There was a fall of 1,497 in the Government and 1,243 in the private sector as compared to the preceding month. There was an increase in vacancies notified in the regions of Uttar Pradesh(631), West Bengal (190), and Madras(110). On the other hand Orissa, Bihar, Assam and Punjab regions recorded a fall of 1,162, 1,005, 940 and 280 respectively.

The number of persons submitted to employers during February 1953 was 66,355 as against 68,369 during the previous month.

Employers using exchanges.- The number of employers who used the exchanges during February 1953 was 4,309 as compared to 4,472 during January 1953.

Employment of highly qualified applicants.- Six hundred and fifty-seven applicants of the appointments branch standard (applicants possessing high technical, scientific or professional qualifications, and experience of supervisory or administrative work) were registered during the month, as against 713 during January 1953. Ninetysix were placed in employment as against 107 during the previous month. Employment opportunities for this category of applicants continued to be limited.

Placement of scheduled caste or tribal applicants.- The number of scheduled caste applicants registered by the employment exchanges during February 1953 was 10,098 as against 11,696 during January 1953. A total of 2,690 such applicants were placed in employment during the month under report. Of those found employment, 819 were in Central Government vacancies, 587 in State Government vacancies and 1,284 in other vacancies. The number of applicants of this category submitted to employers during the month was 7,240. One hundred and seventy-two vacancies specifically reserved for scheduled caste applicants were notified to exchanges during February 1953 as against 295 in January 1953. A total of 37,879 such applicants were seeking employment assistance at the end of February 1953, of whom 2,380 were women.

A total of 796 applicants belonging to scheduled tribes was registered by the employment exchanges during February 1953 as compared to 1,026 during January 1953. One hundred and fifty-six such applicants were found jobs during the month. The number of vacancies notified specifically for such applicants was 67 during February 1953. A total of 2,468 such applicants were on the live registers of exchanges at the end of February 1953.

Re-employment of surplus or retrenched Government employees.- During the month six surplus/retrenched central Government gazetted and commissioned officers were included in the all India special register set up for them. The total number of applicants on the special register on the last day of February 1953 was 291 including 174 ex-commissioned officers of the defence services. Of the total, 197 were ex-class I officers and remaining 94 ex-class II officers.

Twenty-eight vacancies recruitment to which is normally required to be made through or in consultation with the Union Public Service Commission were notified by the various ministries during the month. Most of these related to doctors, lecturers, plant pathologist, vegetable specialist, engineers, accounts and settlement officers and other technical officers who are in short supply. Twenty-one submissions were made against the notified vacancies and non-availability certificates were issued in respect of 20 vacancies. Besides, 10 submissions were made against vacancies advertised by the Union Public Service Commission. One applicant from

56

the special register was placed as a labour officer under the Ministry of Labour in the scale of 275-800 rupees.

Employment assistance to women.- There was a slight increase in placings and a fall in registrations in this category. The number of women registered during the month was 3,358 as against 3,893 during the previous month and the number placed in employment was 1,386 as against 1,338 during the previous month. The number of women still requiring employment assistance at the end of the month was 14,058 as compared to 14,376 at the end of the previous month.

Vacancy and labour clearing.- During the month under report the vacancy clearing machinery was utilized to fill 220 vacancies by obtaining applicants from other exchange areas. Sixty-two fresh vacancies (as compared to 35 in the last month) were received by the central employment co-ordination office from the regional employment co-ordination offices and employment exchanges for all India circulation. In addition, 28 miscellaneous vacancies of various categories requiring all India or limited circulation were dealt with at the central employment co-ordination office. The total number of vacancies ~~xxxx~~ under circulation on 28 February 1953 was 1,052.

Live register.- The number of persons seeking employment assistance through the exchanges on the last day of February 1953 was 426,107 which was 8,321 less than the figures for January 1953. Of those on the live register 1,667 were known to be employed but desired further employment assistance. Out of the total number on the live register 39,606 were displaced persons, 27,104 were ex-service personnel and 8,322 discharged government employees of whom 5,488 were Central Government and 2,834 State Government employees.

Special Investigation: Matriculates and Graduates seeking employment assistance.- The following statement gives a region-wise distribution of matriculates and graduates on the live registers of employment exchanges in India at the end of December 1952.

(Kindly see statement on the next page)

Region	No. passed matricula- tion but not passed inter- mediate	No. passed interme- diate exam- ination but not taken a degree	Number of graduates (with one or more degrees)				Total
			Engi- neer- ing	Medi- cal	Other	Total	
1	2	3	4	5	6	7	8
Assam	1,628	209	2	4	204	210	2,047
Bihar	4,717	599	23	16	957	996	6,312
Bombay	14,516	1,302	130	21	2,016	2,167	17,985
Delhi, Ajmer and Rajasthan	7,084	838	61	17	1,851	1,929	9,851
Hyderabad	2,221	230	9	5	373	387	2,838
Madhya Pradesh	3,484	394	11	4	581	596	4,474
Madras	22,862	1,705	218	6	2,497	2,721	27,288
Orissa	1,159	75	5	-	216	221	1,455
Punjab	5,034	695	15	17	729	761	6,490
Uttar Pradesh	16,569	3,522	35	6	2,493	2,534	22,625
West Bengal	13,493	2,333	323	54	2,451	2,828	18,654
<b>ALL INDIA</b>	<b>92,767</b>	<b>11,902</b>	<b>852</b>	<b>150</b>	<b>14,368</b>	<b>15,350</b>	<b>120,019</b>

During the quarter October - December 1952, 60,189 matriculates, (including 6,582 persons who had passed the intermediate examination) and 8,414 graduates with one or more degrees had registered with the employment exchanges for employment assistance. Of the 8,414 graduates registered, 424 had degrees in engineering, 54 in medicine and 7,936 in other subjects. During the same period the employment exchanges placed in employment 8,006 matriculates, and 1,521 graduates of whom 55 were engineers and 18 were medical men. The total number of matriculates and graduates placed in employment during 1952 was 34,000. There were 120,019 such applicants on the live registers of the employment exchanges at the end of December 1952.

There has been an overall decrease of 6,479 in the number of educated persons on the live registers as compared to October 1952. The fall in the number of matriculates was 3,591, of intermediate passed applicants 2,183 and graduates 705. The number of educated registrants was comparatively large in Madras, Uttar Pradesh, West Bengal and Bombay. The analysis has revealed that Madras region had the largest number of matriculates while the exchanges in West Bengal region had the largest number of graduates on their live registers.

The percentage of matriculates and graduates applicants to the total number of the live register at end of December 1952 was 27.4 as against 31 per cent at the end of October 1952. Of the total number of educated applicants on the live registers, 5,632 were women.

(Report of the Work done by the Directorate of Employment Exchanges during the month of February 1953, issued by the Directorate General of Resettlement and Employment, Ministry of Labour, Government of India ).

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83. Vocational Training.

India - April 1953.

Labour Ministry's Training Schemes: Progress during February 1953.

Training of adults civilians.- The number of trainees on the rolls of various training institutes/centres on 28 February 1953 was 7,769. There were 6,037 trainees in the technical trades and the remaining in the vocational trades.

Training of displaced persons.- The total number of displaced trainees on the rolls, at the end of February 1953, was 2,312; of them 2,004 were in technical trades including 36 who were undergoing training in production cum professional work. The remaining were undergoing training in vocational trades.

Apprenticeship training for displaced persons.- Six hundred and twenty-seven displaced persons were undergoing training as apprentices in industrial undertakings/establishments in West Bengal and Uttar Pradesh against 900 seats sanctioned. They were recruited and posted direct to the undertakings/establishments concerned.

Training of women.- A total of 348 women were undergoing training at the end of the month at the four women's training institutes in New Delhi, Dehra Dun and Madras. In addition one woman at industrial training institute, Digha, 40 women at industrial training institute, Almora and 20 women at industrial training institute, Virajpet (Coorg) were undergoing training alongside the men trainees.

Training of supervisors and instructors.- In the 10th regular session at the industrial training institute for instructors, Koni-Bilaspur (M.P.) the total number of supervisors and instructors under training on 28 February 1953 was 118.

(Review of work done by the Directorate General of Resettlement and Employment during the month of February 1953, issued by the Ministry of Labour, Government of India ).

85. Migration and Colonisation.

India - April 1953.

Number of Indians in British Colonies:  
Question in Parliament.

Answering a question in the Parliament on 22 April 1953, Mr. Jawaharlal Nehru, Prime Minister, gave the following figures of Indians living in the various British colonies: Aden 9,456, Brunei 436, British North Borneo 1,298, British Somaliland 550, British Guiana 190,880, Cyprus 40, Fiji 148,802, Gibraltar 41, Gold-Coast 250, Hongkong 1,500, Jamaica 25,000, Kenya 90,528, Malaya 577,000, Malta 37, Mauritius 271,636, Nigeria 50, Northern Rhodesia 2,600, Nyasaland 4,000, Sarawak 2,300, Sierra Leone 50, Singapore 72,000, Southern Rhodesia 4,150, Tanganyika 56,499, Uganda 33,767, Zanzibar and Pemba 15,812, British West Indies 227,390.

Asked further about their citizenship rights in these colonies, the Prime Minister added that the Government had no information on the point. Having resided for long and acquired interests in these colonies, Indians are eligible to become U.K. and colonies citizens. As regards Malaya, the Government of that colony has enacted its own citizenship Regulations, which came into force from 15 September 1952. The total number of Indians who acquired Malayan citizenship rights up to 31 August 1952, is estimated to be 200,000.

(The Statesman, 23 April, 1953).

Annual Session of Ceylon Indian Congress:  
Claim for Citizenship Rights reiterated.

The thirteenth annual session of the Ceylon Indian Congress was held at Nawalapitiya (Ceylon) on 17 and 18 April 1953. Mr. R.E. Jayatilake, President of the Ceylon Labour Union opened the annual session and Mr. S. Thondaman, President of the Ceylon Indian Congress, delivered the presidential address.

Mr. S. Thondaman, President of the Ceylon Indian Congress, in the course of his presidential address said that the Ceylon Indian problem was a problem of democracy and a national question. The Congress had always dealt with the question in that manner, whereas it was the Government party that had made it party politics and an international question. Answering the charge, frequently levelled against the Congress, that they did not owe sole allegiance to Ceylon, Mr. Thondaman said neither the historical process which had brought the Indian Community into existence in Ceylon nor the political and economic circumstances that had tended to preserve persons of Indian origin as a separate group was of their making.



61

The President said that new laws were forged last year the result of which was to harass the Indian community further. The amendment now proposed to the Immigration Act vested power in the Government to arrest and remand any person on suspicion of his being an illegal immigrant and place upon him the onus of proving his bona fides. If this amendment was enacted, there would be no person who could not be held to ransom on this simple pretext. Even those who had applied for citizenship and whose applications were being scrutinized were in danger of being sent away as illegal immigrants.

Mr. Thondaman alleged that citizenship applications were being disposed of leisurely. Over 800,000 persons of Indian origin had applied for citizenship under the provisions of the Indian and Pakistani Citizenship (Residents) Act by August 1951 and out of that number - some 18 months after the last application was filed - only between 16,000 and 17,000 persons were registered as Ceylonese citizens.

Resolutions.- In a resolution, the session decided to explore further "avenues of early and equitable settlement" of the problems and claims of "decitizenized and disfranchised" persons of Indian origin and authorised its Working Committee to determine with the approval of the Congress "such action as may be necessary".

Pointing out that unfair provisions in the citizenship laws had not yet been removed, the Congress, in another resolution expressed its "grave anxiety" at the manner in which applications for citizenship were being dealt with - not only with regard to the extreme slowness of the disposal, but mainly in regard to the spirit in which the law was being administered. The aim appeared to be not to mete out justice but to exclude from citizenship as many applicants as possible. The Congress called on the Government to carry out its promises in accelerating scrutiny of applications in a fair and equitable way.

(The Hindu, 18 and 19 April, 1953;  
The Statesman, 20 April, 1953 )

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86. Demographic Problems.

India - April 1953.

Population Census of Ceylon: 21.7 Per Cent Rise  
over a Period of Seven Years.

Ceylon's total population has increased from 6,657,339 in the year 1946 to 8,103,648 in 1953, a rise of 21.7 per cent. This information is contained in official figures released by the Director of Census and Statistics.

The increase was the highest - 63.9 per cent in the North Central Province owing to thousands of families migrating there under the Gal Oya colonisation scheme. The population of Colombo district increased from 1,420,000 in 1946 to 1,707,000, of Nuwara Eliya district from 2,800,000 to 3,200,000 and of Kandy district from 7,100,000 to 8,400,000.

in 1953, of Jaffna district from 4,200,000 to 4,900,000,

The population of Colombo city registered a 17.3 per cent increase going up from 362,074 to 434,816.

(The Hindu, 1 April 1953).

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63

CHAPTER 9. INCOME SECURITY.

INDIA - APRIL 1953.

92. Legislation.

Travancore-Cochin Maternity Benefit Act, 1952:  
comes into force on 15 April 1953.

In exercise of the powers conferred under section 1 of the Travancore-Cochin Maternity Benefit Act, 1952 (vide pp.68-69 of the report of this Office for November 1952) and by a notification dated 31 March 1953 the Government of Travancore-Cochin has appointed 15 April 1953 as the date on which the Act shall come into force.

(Notification L6-10525/52 DD dated 31 March 1953, Travancore-Cochin Gazette, No.14 dated 7 April 1953, Part I, Section IV, page 1).

Travancore-Cochin Maternity Benefit Rules, 1952.

The draft Travancore-Cochin Maternity Benefit Rules, 1952 (vide page 81 of the report of this Office for January 1953) have been approved and gazetted on 7 April 1953. The rules provide inter alia for the preparation and maintenance of a muster roll by every employer of women in a factory or plantation, the particulars to be entered in such muster rolls and for the inspection of factories or plantations. The rules also prescribe the methods of payment of maternity benefit and the forms of returns and notices.

(Notification No.L6-10526/52/DD dated 31 March 1953, Travancore-Cochin Gazette, No.14, dated 7 April 1953, Part I, Section IV, pp.1-5).

Mysore: Workmen's Compensation Act applied to certain categories of Workers.

The draft notification issued by the Government of Mysore on 15 October (vide page 67 of the report of this Office for November 1952), seeking to apply the provisions of the Act to certain categories of workers has been approved and gazetted on 2 April 1953. The following classes of persons employed in the specified occupations have been added to Schedule II to the Workmen's Compensation Act, 1923.

64

"(XXVIII) employed for the purpose of loading or unloading any mechanically propelled vehicle, or in the handling or transport of goods which have been loaded into mechanically propelled vehicles.

(XXIX) employed in any occupation ordinarily involving outdoor work by any Municipality or by any District Board."

(Notification No. LS.6639-LW. 234-52-7 dated 14 March 1953; the Mysore Gazette, Part IV, Section 2c, dated 2 April 1953, page 136 ).

Punjab: Workmen's Compensation Act applied to certain categories of Workers.

In exercise of the powers conferred under the Workmen's Compensation Act, 1923, and by a notification dated 6 April 1953, the Government of the Punjab has applied the provisions of the Workmen's Compensation Act, 1923, to persons "employed for the purpose of loading or unloading any mechanically propelled vehicle, or in the handling or transport of goods which have been loaded into any mechanically propelled vehicle." Necessary addition (as clause XXX) to Schedule II to the Act has been made accordingly.

(Notification No. 2507-LP-53/22448 dated 6 April 1953; Punjab Government Gazette, Part I, 7 April 1953, pp. 385-386 ).

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94. Application.

India - April 1953.

Bombay: Working of the Workmen's Compensation Act, 1923, during the Year 1951.

Accident cases before Commissioners.- During the year 1951, 2,192 cases under the Workmen's Compensation Act, 1923 were received by the Commissioners appointed under the Act in Bombay State, while 521 cases were pending from the previous year. Out of the total of 2,713, the number of cases disposed of by the Commissioners during the year under review was 2,211 while 502 remained pending at the end of the year. Of the 2,211 cases disposed of, 321 related to fatal accidents, 1,860 to non-fatal accidents of which 1,689 resulted in permanent disablement and 171 in temporary disablement, and the remaining 30 were miscellaneous.

Compensation awarded.- The total amount of compensation awarded in respect of all the cases during 1951 was 1,368,442 rupees as against 1,455,858 rupees in the previous year. This amount is exclusive of the compensation paid by employers to injured workmen directly by way of half-monthly payments for injuries resulting in temporary disablement, as this kind of compensation need not be paid through the Commissioners. Although the total amount is not available, compensation of this kind paid by employers was 416,972 rupees. Thus, the total of all kinds of compensation paid (except for temporary disablement by non-reporting employers) during 1951 amounted to 1,785,414 rupees.

Proceedings before Commissioners.- The total number of cases disposed of by Commissioners during 1951 was 854 as against 798 in 1950, of which 419 were cases of awards, 405 of voluntary deposits, and the remaining 30 were miscellaneous. Out of 405 cases of deposits, in five cases a sum of 11,157 rupees was refunded to the employers ~~xxx~~ as there were no claimants.

The total number of cases of agreements disposed of by the Commissioners during the year under review was 1,357 as against 1,394 in the previous year, of which, 1,245 were registered without any modification, 40 after modification and in 72 registration was refused on account of inadequacy of compensation and for failure of the part of employers to furnish correct addresses of the workmen for serving notices on them. The total amount of compensation paid in respect of 1,285 agreements registered during the year was 526,993 rupees as against 606,166 rupees in 1950 when the number of agreements registered was 1,300.

Workers affected.- The total number of persons in respect of whom compensation was awarded during 1951 was 707 as against 630 in 1950, of whom 639 were male adults, 66 women and 2 minors. In 245 cases the injuries resulted in death, in 374 in permanent disablement, and in the remaining 88 in temporary disablement. The wage group most numerously represented was 100 - 200 rupees and 80 - 100 rupees was the next group.

At the instance of the Government of India, a fresh notification was issued under section 16 of the Act, as a result of which two new categories viz., workers employed in the construction, repair and demolition of buildings and those in a lighthouse were added. Under the old notification, those employed in the port limits were covered, but under the new notification, those employed in the docks are also covered.

Forms of returns specifying the number of injuries in respect of which compensation had been paid by the employer, and the amount of such compensation, were sent to 5,975 employers covered by the new notification. Out of them, 4,965 employers submitted the returns, while 184 returns were received back with the ~~remark~~ remark "closed" or "left". The total compensation reported by the employers in respect of all accidents during 1951 amounted to 1,258,420 rupees as against 1,339,212 rupees in the previous year.

Industrial diseases.- No case of any industrial disease came up for decision before any Commissioner during the year under review. However, ~~three~~ two cases of temporary disablement owing to lead poisoning and chemical dermatitis were reported by the employers in respect of which compensation of 528 rupees was paid.

Appeals.- During the year under review, fifteen appeals were filed against the decisions of Commissioners, and five appeals were pending at the beginning of the year. Out of these twenty appeals, one was ~~not~~ allowed by consent, one was compromised, in one, the order was modified, two were dismissed with costs, seven were summarily dismissed and eight were pending at the end of the year.

(The Labour Gazette, Vol. XXXII, No. 7, March 1953, pp. 761-763).

CHAPTER 12. INDUSTRIAL COMMITTEES.

INDIA - APRIL 1953.

121. Special Information.

Report of the Working Party on Cotton Textiles Industry: Continuance of Control and Scientific Assessment of Work Load recommended.

The Working Party of Cotton Textile ~~Industry~~ Industry, appointed by the Central Government in April 1950 to enquire into all aspects of the industry (vide page 30 of the report of this Office for April 1950), has published its report recently. The Working Party has made 75 recommendations bearing on all aspects of the cotton textile industry in India. Among other matters, it has recommended ~~continuation~~ continuance of control unless the industry as a whole is in a position to "put its house in order and adopt measures which will expose erring members and mete suitable punishment to them". The party also made a number of recommendations in respect of work load in the industry.

The Working Party states that its examination of the present state of the industry has revealed a new disturbing factor, having a bearing on the healthy growth of the industry and its productivity, ~~that~~ Owing to the change of management, in some cases in inexperienced hands, both production and quality ~~have~~ had suffered.

While sympathising with the industry's views against "irksome controls", the party expresses itself strongly that unless the industry as a whole is in a position to put its house in order and adopt measures which would expose erring members it would be difficult to get rid of the "era of controls".

Raw cotton supply.- Referring to the policy of cotton production and purchase, it says that it was not possible to accept the suggestions that cotton cultivation should be encouraged even at the expense of food-stuffs. The real factor which militates against larger growth of cotton, is the fact that cultivators could have better return by the growth of cash crops other than cotton which command higher international prices. While giving credit to certain State Governments which had consistently encouraged the growth of more and better varieties of cotton, the Party states that many State Governments allowed the agriculturists to divert lands from both cotton and food to the growth of other cash crops, thus taking a narrow and parochial view of the comparative prosperity of the agriculturists of these States alone. It, therefore, recommends that a more consistent policy should be followed by State Governments without exception and that without

interfering with the Grow-More-Food-campaign, priority should be given at least with respect to areas where cotton was being grown a decade ago to the growth of cotton. It also suggests compulsory reduction in areas of cultivation of cash crops other than cotton if necessary.

Production in textile mills.- Dealing with the problems of production in the mills, the technical sub-committee of the Working Party has found that in a number of mills there was constant change-over from one pattern of production to another pattern of production at somewhat short intervals. A large number of mills producing a large variety of cloth constantly changed their types of production and, in fact put on the market types of cloth which were often unwanted.

The present system of distribution involving the nominees of Government taking the cloth wanted and unwanted together and trying to recoup their losses on the unwanted by larger margin on the wanted, had made it easy for some mills to go in for this variegated system of production. Some of the mills at least had gone in for types of cloth which they knew might not be easily consumed because they had no responsibility for its distribution and ultimate sale, and partly because the margin of profit thereon was better than on other qualities. Judging from the production programme of various mills and complaints about the nature of quality of cloth, it was desirable that the recommendations made by the Textile Production Control Committee regarding regulation of mill production might now be implemented by the Government.

Referring to shifts in the mills, the committee said that normally speaking shift work might not be desirable but certain fluidity should prevail in the discretion which both the management and labour had in regard to the application of the third shift.

The Working Party regrets the suggestion that mills which produce quantities of yarn or cloth above a prescribed target by special inducement to workers or by improved methods might be permitted to export 50 per cent of such surplus production. If the suggestion is accepted, it would be guilty of giving "the wrong kind of encouragement for increased production".

Indigenous textile machinery.- Dealing with indigenous production of textile machineries, the Working Party states that the industry as a whole had shown great uneasiness in regard to compulsory utilisation of outer ring frame or the looms which are of indigenous manufacture. It emphasises that in the manufacture of capital goods, a higher degree of technical efficiency has to be guaranteed and that the industry should not be averse to utilising the experience of foreign experts in the initial stages of production. There should be a proper system of inspection of the



69

machineries produced to ensure quality.

Work load.- A number of recommendations have been made in respect of work-load. The Party states that highest priority should be given to the question of scientific assessment of work-load for the industry as a whole and a panel of names of experts approved by the management and labour unions should be set up for the purpose of assessing the work-load in the industry regionwise. In its opinion this is of the essence of the whole problem of establishing and improving the efficiency of labour and management and of organising the industry as a whole on a scientific basis.

Rationalisation.- On the question of distribution of gains consequent on rationalisation, the Party suggests that some more definite and precise method should be adopted than by giving first preference to raising the standard of wages to a living wage. A fair allocation, it said, would be to divide equally between management and workers the gains as realised from rationalisation.

The Party refers to the enormous profits which the mills made during the war years particularly after 1943 and regrets that in spite of the Government's warnings, in many units of textile industry profits have not been conserved for the future benefit of the industry and large dividends have been declared during the years of abnormal profit. It is now beyond the capacity of the industry taken as a whole to replace or rehabilitate the existing machinery even over a period of 10 or 15 years without some sort of financial assistance.

It recommends that managing agents should have no indirect financial interest in the sale or products or the purchases of articles for the mills.

As regards distribution of profits it recommends that a company should, out of the profits, first set apart the depreciation fund according to income-tax regulations, next give 10 per cent or 12 per cent commission out of the balance to the managing agencies, then set apart an amount which would give six per cent dividend on the paid-up capital and out of the balance, equal amounts should be distributed to workers, to reserve fund or rehabilitation and to shareholders as additional dividends. The need for rehabilitation of the industry over a period of 10 or 15 years is also emphasised.

~~Working~~ The Working Party recommends introduction of quality control in regard to export and suggests the setting up of necessary inspectorate by the industry itself.

(The Hindustan Times, 2 April, 1953).

LIST OF THE PRINCIPAL LAWS PROMULGATED DURING  
THE PERIOD COVERED BY THE REPORT FOR APRIL 1953.

INDIA - APRIL 1953.

Chapter 7. Problems Peculiar to Certain Categories  
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Rajasthan Habitual Offenders Act, 1953 (IX of 1953).  
(Rajasthan Gazette, Extraordinary, Part IVA, dated  
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