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

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CHAPTER 1. INTERNATIONAL LABOUR ORGANISATION.

INDIA - MARCH 1953.

11. Political Situation and Administrative Action.

Meeting of Bombay Labour Advisory Board, 23-24  
February 1953: Provident Fund for Shop Workers  
approved.

A meeting of the Bombay State Labour Advisory Board, attended by representatives of trade union organisations, mill-owners and other employers, members of the Labour Advisory Board, Secretary of the Development Department, Labour Commissioner and other officials, was held at Bombay on 23 February 1953. Mr. Shantilal H. Shah, Minister for Labour, presided. The Board discussed various amendments to the Bombay Industrial Relations Act. A State provident fund scheme for factory workers and shop assistants not covered by the Employees' Provident Fund Act, 1952, several amendments to the Payment of Wages Act, Workmen's Compensation Act and a scheme of pre- and post-employment training of textile workers were also approved.

Bombay Industrial Relations Act to be amended.- The meeting approved various proposed amendments to the Bombay Industrial Relations Act. Among other matters, the proposed amendments seek to make the Act applicable to the supervisory and technical staff and to prevent employers from punishing an employee because he has appeared as a witness in proceedings under any Act affecting labour.

Provident Fund for workers and shop assistants.- The legislation contemplated would bring benefits of the employees' provident fund to workers in various industries and in shops and establishments employing 50 or more persons, not covered by the Central Act concerning provident fund for employees. The legislation would contain enabling clauses authorising the Government to extend the benefits of the scheme to any factory or establishment employing less than 50 persons.

During discussions a spokesman of small industries suggested that new and struggling industries, not in a position to participate in the scheme, may be exempted for five years. The Labour Minister accepted the suggestion.

The State Government's provident fund scheme envisages employers' and employees' contribution at 6½ per cent of basic wages and dearness allowance. The provident fund would be administered by a board of trustees consisting of an equal number of representatives of employers and employees, while the Government would merely exercise powers of inspection and, if

necessary, of taking over administration of the fund in any factory or establishment.

Workmen's compensation.- The amendments proposed to the Workmen's Compensation Act increase the existing compensation of 200 rupees payable for the death of a minor to an amount proportionate to the monthly wages earned or 500 rupees ~~with~~ whichever is higher. The other changes proposed include reduction of waiting period from 7 to 3 days to see that the injured workman does not lose compensation for the waiting period, enhancement of period for filing claims, and liberalisation of the rules in the interests of workmen.

Payment of Wages Act.- Under the proposed amendments to the Payment of Wages Act, the Act would cover persons drawing 200 rupees as basic wages and 300 rupees as consolidated wages in place of 200 rupees as at present. The other provisions make the employer of a factory liable to payment of compensation in addition to the manager and seek to minimise litigation and protect workmen with safeguards.

Training facilities for textile workers.- The Board also considered certain recommendations made by an informal conference of representatives of the Bombay Millowners' Association, the Indian National Trade Union Congress and the Commissioner of Labour relating to pre-and post-employment training in textile industry.

(The People's Raj, dated 5 March 1953;  
issued by the Directorate of Publicity,  
Government of Bombay ).

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CHAPTER 2. INTERNATIONAL AND NATIONAL ORGANISATIONS.

INDIA - MARCH 1953.

25. Wage Earners' Organisations.

Single Organisation for Railway Workers:  
A.I.R.F. and I.N.R.W.F. to be merged.

It is understood that the All-India Railwaymen's Federation and the Indian National Railway Workers' Federation, the two bodies representing railway workers, will be merged shortly.

Mr. Jai Prakash Narain, President of the All-India Railwaymen's Federation, in an interview with Press Trust of India, at Bombay on 11 March 1953, stated that the question of amalgamation of the All-India Railwaymen's Federation and the Indian National Railway Workers' Federation was under consideration of both the Organisations.

He said that during the course of his talks with Mr. Hariharnath Shastri, President of the Indian National Railway Workers' Federation at Delhi sometime back, it was agreed that both the Federations should be amalgamated. The details have yet to be worked out and a joint meeting will soon be held for this purpose at Delhi.

(The Hindustan Times, 19 March 1953;  
The Hindu, dated 13 March 1953 ).

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28. Employers' Organisations.

India - March 1953.

Annual General Meeting of the Federation of Indian Chambers of Commerce and Industry, New Delhi, 7 and 8 March 1953. Role of Private Enterprise in Five Year Plan welcomed.

The twenty-sixth annual session of the Federation of Indian Chambers of Commerce and Industry was held at New Delhi on 7 and 8 March 1953, Mr. S.P. Jain, President of the Federation presiding. The session was inaugurated by the Prime Minister, Mr. Jawaharlal Nehru.

The Federation adopted a number of resolutions on the various social and economic issues facing industry and commerce. These included one resolution, welcoming the Government's Five-Year Plan and pledging the chamber's wholehearted cooperation in implementing the Plan. Resolutions were also adopted, among others, on middle class unemployment and the role of small enterprises, need for having uniformity in the structure of sales tax and revision of income-tax law.

Mr. Jain's presidential address: support to Five-Year Plan.- Mr. S.P. Jain, in the course of his presidential address, stated that industry in this country would play its part in the fulfilment of the five year plan and in realizing the production targets set for the different fields of industry. In its final version, the Plan had broadly recognised the point in respect of scope of expenditure to which the Federation had given great emphasis, namely, that the Plan should be bold and wide enough to help fulfil the expectations and spur the people to put in their best.

Improvement in economy.- Mr. Jain said that the country had advanced economically during the last five years inspite of tremendous dislocations in India's economy. The country's current efforts were already paying dividends, e.g., the Tilaiya dam and the Bokaro power station. "It must be admitted that today we have a basically strong and healthier economy. Take any criterion - rate of investment in the country or the increase in installed capacity of the increase in

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production or the balance of payments position or the internal price level - the Indian economy has a record of achievement which deserves to be acknowledged".

Citing figures to prove his argument, he said that the investment of the corporate private sector had been as much as 4,900 million rupees during the year 1946-50 through ploughing back of profits, raising additional finance from capital market and borrowings. The total investment in the private industrial sector as at 1946 had been estimated at 20,000 million rupees including the value of fixed assets at current replacement costs. Against this, the investment of 4,900 million rupees during a period of five years working out to nearly 25 per cent addition seemed to be a creditable record not only for private enterprise but for the country as a whole, and it compared favourably with the rate of progress in industrially advanced countries like Britain and America making, of course, allowance for their size and resources. Similarly the increase in installed capacity and new developments had brought about a steady improvement in industrial production. The statistics of production showed an increase of 27 per cent. The total value of industrial production which as calculated by a study was 14,000 million rupees in 1946 had increased by 3,700 million rupees in 1952. Similarly, the value of agricultural production in 1946-47 was approximately 24,000 million rupees and it had shown increase by 2,000 million rupees in 1952. Industrial and agricultural production together had helped to improve the value of production by 5,700 million rupees over a period of five years. Actual experience will also bear out the fact that increased production resulting in larger supplies of goods for distribution in the country had led to a gradual lowering of the price level.

Rise in employment and wages. - The expansion and development of the country's economy had a noticeable effect on employment also. Between 1947 and 1951 the actual number of workers in factories provided with fresh employment is about 300,000. Taking into account also the increase in other factory employment by about 100,000 the total increase was to the extent of 15 per cent. It should also be noted in this connection that the average income of the worker had risen significantly in view of the fact that the wage bill of workers having a monthly income of below 200 rupees rose between 1947 and 1951 by over 47 per cent. A comparative study of the trends in regard to money wages and real wage in India, U.S.A. and Britain as well as Soviet Russia revealed that the position in India had shown steady improvement. The increase in money wages in India during 1937-50 was even more spectacular than in Soviet Russia. While money wages rose in Russia, actual fall in real wages was to the extent of 25 per cent on account of the rise in the living costs. Real wages there showed improvement from 1937 upto 1940 whereafter steady decline was registered and in 1950 the increase in real wages was only 8 per cent over the 1937 level.

As against this, it was noteworthy that in India real wages had increased steadily since 1940 by 21 per cent. In Britain and U.S.A. also real wages had shown steady rise since 1940. Besides there were certain other aspects such as working hours, holidays, etc., in which the labour class in India fared better than their counterpart in Soviet Russia.

Faucity of finance for renovation and expansion of existing industries.- Pledging industry's co-operation in the implementation of the Five Year Plan, the President said, that the industry had its real difficulties regarding adequate financial resources for meeting overdue replacements and marketing its products. The question of finance for meeting replacement needs at current high prices had been engaging the attention of the Federation for some time. The usual method of allowing depreciation on the basis of historic cost involved consumption of capital during periods of rising prices. The net profits of business liable to taxation were exaggerated because under the existing income-tax rules the provision for depreciation in respect of plants in existence before 1947 is inadequate. ~~XXXX~~ The problem was not peculiar to India nor was it to the private sector. It had arisen all over the world. Even in India as far as the target of the State enterprises, viz., the Railways, were concerned the problems had been recognised as early as 1945. In that year, the Railway Minister enunciated the principle that the extra cost incurred in replacing equipment at the then ruling high prices should be treated as working expenses incurred by the Railways. In the private sector, however, excepting in the case of the steel industry the Government did not seem to have come to grips with the problem. The case of the steel industry might be different in that its prices were controlled. But in the case of other industries also the question of assistance to enable them to replace the outdated equipment was equally urgent. There was fair evidence to show that industry in the post-war period in addition to the expansion in various directions had made serious endeavour to make good its accumulated arrears of depreciation unaided and had fully utilised all available resources in the process. In addition to depreciation charges, profits ploughed back and additional capital raised, industry found it necessary to reduce cash balances and liquidate investments. The capital requirement of about 4,920 million, during 1946-50, was met from depreciation allowances amounting to 1,320 million, profits ploughed back of about 800 million, fresh capital to the extent of 700 million, ~~xxx~~ borrowings totalling 1,520 million and the balance by utilising cash balances and liquidating investments. All these had, however, been inadequate in relation to the magnitude of replacement requirements and today the industry was facing considerable financial strain. The Federation had suggested that Government should assist industry in the replacement of pre-1947 assets and that even in those cases assistance need not be for the entire difference between original cost and replacement cost, for the industry would bear the greatest part of the burden, but Government should extend a helping hand. This may be done in any manner,

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such as, through additional tax-free depreciation allowance, advance of loans at the normal borrowing rate of Government and lower rate of tax on undistributed profits ploughed back into industry. The relief granted in this way would cost Government little as the total relief ~~work~~ would be spread over a period of years and would be contingent on profits.

Basic industries.- Speaking about development of new and especially basic industries, Mr. Jain said that in order to provide adequate finance for investment in the private industrial sector some necessary steps to leave more money with industry deserve to be considered. This may be through assistance to enlarge corporate savings and individual savings. Corporate savings, i.e., savings ploughed back by industry, were an important catalytic agent of industrial development. Ploughing back of profits was essentially a method of compulsory savings. In this connection he suggested certain modifications in the corporation tax.

Mr. Jain also stressed the importance of expanding markets as a pre-requisite for greater industrial activity. The exporting industries must be able to keep competitive strength. It must be the endeavour of the private industry to see that cost and price was kept as low as possible. But in a large range of products, the industry's costs today were rigid due to factors beyond its control. The various Central and State imposts in the shape of cess, stipulated price for materials, etc., make the cost structure rigid. To the extent production costs were rigid the economy tended to become one of high cost. Wherever possible in the case of industries meeting home demand the possibility of effecting reduction in costs should be examined. However, as regards industries that had and could develop an export market, prompt elimination of extra ~~production~~ reducible costs was called for. Private industry should also keep a watchful eye to try to lower the cost.

Problem of unemployment.- Referring to the problem of unemployment, Mr. Jain said that it was an urgent and pressing issue needing effective remedy with boldness and imagination. Finance must be viewed only as a catalytic agent which utilises human and material sources - especially the vast resources of manpower. "If for giving work to the unemployed and for encouraging indigenous production of goods, resort had to be taken to somewhat unorthodox methods of financing, it should not deter us". To the extent that additional employment and consequent increase in the purchasing power would be matched at least partly by an increase in the supply of goods and services, the arguments which recalled the memories of deficit-induced inflation during the wartime ceased to be applicable in the case of deficits incurred for financing development.

Role of small scale industry.- Two questions, Mr. Jain said, had an important bearing on employment and sound economic development. They were the proper place of small-scale and cottage industries vis-a-vis large-scale industries and that of the trader. The place

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of cottage industries and their part in economic development needed careful consideration. It was held now that economic development could take place mainly through the development of small-scale and cottage industries and that in order to protect the traditional small-scale producers restrictions ought to be placed on the corresponding large-scale industries.

There was thus evidence of a swing in favour of internal protection to small-scale industries in order to maintain employment in these occupations. But as against this, one must bear in mind that in so far as an inefficient method of production is artificially supported, it would tend to retard economic progress. No doubt providing employment was a major purpose. But any attempt to sustain a less efficient method of production must in the long run react unfavourably both on employment and on real income. Cottage industries have a definite and useful place in our economy and we want that they should develop properly. But cottage industries, as commonly understood now, cannot fulfil the objectives their present protagonists cherish. It was not the cottage industries that was carried on under the primitive methods but those working on modern methods adopting latest technological developments and operating as ~~complementary~~ complementary productive units that had a place and a future in the country's economy. He would suggest that those industries in which technical process consisted largely in improving the raw materials and those which were practically ancillary to agriculture were suitable for small-scale rural organisation.

Small-scale industries and the trader.- The future of small-scale industries was closely connected with the development of large-scale industries in the country. He was convinced that as industrialization proceeds, there would be infinite scope for small units which will cater to the demands of large-scale industry. Even today efforts needed to be made both by the Government and by industry to devise ways by which some part of the work of manufacturing could be passed on to smaller units. It would be valuable service if a study was made of the lines on which small-scale manufacture involving small capital outlay would be feasible.

As regards the trading field which provided employment for a vast section of the middle class community, Mr. Jain pointed out that in recent years the normal distributive channels had come to be substituted either by direct State trading or by trading co-operatives. These co-operatives flourished as long as goods were scarce and there was no competition, but he was doubtful whether the co-operative form was most suited for trading activity. Apart from the co-operatives, the small trader had also suffered from manufacturing concerns, both Indians and foreign, entering into trade on their own account. The conditions which prompted the manufacturing sections to carry on by their own no longer prevailed. Finally the State also had gradually made serious inroads into normal distributive channels. The results had been an increase in the cost of distribution which was ultimately borne by the consumer.



Now that the sellers market had given place to the buyers' market, every effort had to be made to reach the goods to the consumer at the lowest cost. He urged both the Government and the industry to give their thought to most efficient distributive mechanism in the present market conditions, keeping in view the serious problem of rehabilitating the small-scale traders.

Promotion of "Swadeshi" cult urged.- Pointing out that it was necessary to revive the spirit of Swadeshi (indigenous products), Mr. Jain said that was a promising way to create ever widening employment opportunities to the people. Towards this end both ~~the~~ Government and industry had to take certain positive steps. In recent years for various reasons the appeal of Swadeshi had declined. Partly this was the result of a mistaken notion that with the achievement of independence Swadeshi had served its purpose. But it was well to remember that with political independence they had only come face to face with the more fundamental problem of economic prosperity. Consumers had to be convinced that in buying Swadeshi they were not enriching one manufacturer or the other, but were maintaining employment and keeping the country's economy in good gear.

Indian industry also had to play its part in giving quality goods if the cult of Swadeshi was to have a wide appeal. Adequate provision had to be made for preference being given to indigenous manufacture, wherever available, as against imports being allowed or aid being accepted in the shape of manufactured goods. He suggested in this connection a scrutiny of the list of imports to see which of the items appearing in ~~it~~ it can be produced in the country itself. As an exploratory measure, the Federation was at present engaged in studying the import trade and in assessing the lines of activity in which indigenous production can be undertaken to replace imports.

Mr. Nehru's address: ideal of a welfare state.- In his inaugural address, Mr. Jawaharlal Nehru, Prime Minister, stressed the need for building a welfare state in which the people of India could be partners, sharing the benefits as well as the obligations. He also stated that unemployment in the country had to be completely eliminated and economic inequalities lessened.

Mr. Nehru urged the industrial and commercial community to play its part in the mighty national adventure of building up free India. "Naturally, all of you can play an important part. Our social purpose is to raise the level of the people as a whole and not of one group or individual or a section of the community".

The Prime Minister referred to the Five-Year Plan and said that within the limits of the controlled economy and the direction of the Plan one could have a large measure of co-operation from the industrial community. There should be a certain measure of freedom of action to private sector in the way it knows to function. The main point was that the ~~major~~ major things be kept in view. They should make the Plan a test of their future progress. There was great enthusiasm among the people and their reaction to the Plan was most satisfying.

Mr. Nehru said mixed economy meant that there was a public sector which was presumably run 100 per cent for the benefit of the social purpose laid down by the State, and there was a private sector which, broadly speaking, also went in that direction but had its own way of functioning. "To try to maintain a private sector and hamstring it all over the place and try to ask it to behave otherwise than it is capable of behaving, means that the private sector does not function satisfactorily".

Mr. Nehru referred to Mr. Jain's presidential address and said that there was hardly anything in it with which he was in disagreement. He regretted along with the Federation President that after independence the same stress was not laid on swadeshi. Though he said, he was not in favour of India isolating herself and believed in the fullest co-operation with other countries in every sphere, he did not want her to be dependent on others.

Resolutions.- The session adopted a number of resolutions, among others, dealing with the Five Year Plan, swadeshi, middle ~~mk~~ class unemployment, sales tax and income-tax. These resolutions are briefly summarised below.

Five Year Plan.- This resolution welcomed the Five Year Plan for the economic development of the country and the important role assigned to private enterprise and pledges the co-operation of the business community in the fulfilment of the tasks and in the achievement of targets worked out for the private sector.

The resolution noted with satisfaction that the planners recognised that in a democratic country planning had to be a dynamic and continuous process and that, within the framework of priorities and objectives now formulated, such changes as were necessary in the interests of national development would be made as further experience was gained and ideas were tested in practice. The resolution trusted that in view of this recognition the Planning Commission would continue to examine from time to time its broad policies and targets so as to achieve the greatest good of the country. In the opinion of the Federation some of the ideas which required such examination were: (a) ~~mk~~ treatment of the problem of unemployment, (b) methods of financing developmental expenditure so as to make a quicker rate of development possible, (c) allocation of resources between the public and private sectors and ways and means of encouraging capital formation, (d) targets for certain basic industries, such as, iron and steel, (e) development of Railways and other transport facilities, (f) place assigned to certain large-scale industries vis-a-vis cottage industries and handicrafts, and (g) creation of a sense of urgency and enthusiasm in the country for the attainments of the objectives of the Plan.

Swadeshi.— The resolution on swadeshi urges the Government, the business community and the people to make a "concerted and co-ordinated effort" to popularise swadeshi goods.

Noting with regret that official policy in the purchase of stores was not generally in favour of Indian goods, the resolution said: "The Federation urges, that the purchase of the Government's own requirements in the matter of stores and other essential equipment should be confined to goods of Indian origin, wherever available and possible. A more liberal price preference in favour of Indian goods, and a substantial preference to Indian banking, insurance and shipping should be accepted as part of the official stores purchase policy".

The resolution further said that ~~the Federation~~ in respect of any foreign aid programme which the Government might accept, adequate provision must be made for preference being given to indigenous manufacture, wherever available, as against such aid being accepted in the shape of foreign manufactured goods.

Middle class unemployment.— The resolution on middle class unemployment and the role of small-scale enterprises criticised the various measures of regulation and control adopted both by the Central and State Governments and said: "This policy of the Government has deprived the middle men, merchants and commission agents, and more especially the lesser income groups among them of opportunities of having recourse to normal avenues of trade and commerce for their livelihood".

The Federation urged the Central and State Governments to keep in mind the interests of these middle men while formulating their policies. It also asked the Government to encourage small-scale industries and handicrafts".

Sales Tax and Income Tax.— The resolution on sales tax said that lack of uniformity in the structure of the sales tax system of various State Governments and various interpretations of Article 286 of the Constitution had the effect of distorting the cost and price structure, causing great harassment in trade and industry and leading to avoidable litigation.

It requested the Government to take trade and industry into confidence and adopt such measures as might be considered necessary for implementing a programme to achieve uniformity in the rates and mode of taxation. Government should frame a model Act for adoption and draft model rules for the guidance of the State Governments to bring about uniformity in the sales tax legislation in the country.

The resolution on income-tax law urged changes "which are long overdue and essential from the point of view of assesseees". In particular, the resolution drew attention to granting additional depreciation allowance on replacement on cost basis or otherwise assist industry to facilitate replacement of worn-out plant and machinery.

(Text of the Presidential Address and the Resolutions adopted;  
The Hindustan Times, 8 and 9 March 1953).

Annual Session of All-India Manufacturers' Organisation:  
Sir M. Visvesvaraya's Presidential Address: Five Year  
Plan criticised for not giving Priority to Industries.

The thirteenth annual general meeting of the All-India Manufacturers' Organisation was held at Nagpur on 15 March 1953, Sir M. Visvesvaraya presided.

Presidential address: criticism of five-year plan.-  
Sir M. Visvesvaraya in his presidential address said that the Five Year Plan did not give industries "the importance and priority needed to promote the economic strength of the country". Heavy and key industries such as steel, automobile and aircraft continued to be left "more or less in the background". While the U.S.A. with a population of barely 150 million was manufacturing over 110 million tons of steel, India with about 360 million population was producing about 1 million tons and the Government hoped to increase the output to 1.37 million tons in 1955-56. The provision made in the Plan as against the minimum requirement of 2.5 million tons to meet the demands of industries in all parts of the country seemed "wholly insufficient", he said.

Although the steel, automobile and aircraft industries were developed through private initiative and effort so far, Sir M. Visvesvaraya said, the Government had failed to take advantage in proper time to carry them forward to a final productive stage when the finished products and machinery manufactured could be put to serve locally or sold to foreign countries.

If there was any eagerness to develop industries, he said, these three industries should have been the first to have been taken up by the Government as they would also be helpful for earning dollar exchange and for saving enormous expenditure to the country on purchases of the products of these industries.

Stressing the need for increasing production and wealth, finding employment and protecting the country from aggression, he said he was not advocating industrialization without regard to self-sufficiency in food.

He placed emphasis on industries because industries here were "extremely backward compared to the size of the country's population and its needs and because a proper balance was not maintained in this respect in relation to other spheres of national activity".

As stated by the Planning Commission itself, the productivity of labour in industry was much higher than in agriculture and that also pointed to the necessity for rapid industrial development.

Referring to the deficiencies in the present system, Sir M. Visvesvaraya said many heavy and large-scale industries like cotton mills operated with depreciated machinery which had to be renewed and brought up-to-date. A large number of industries had not got adequate depreciation funds for machinery and plant replacement. The Government should revise the existing procedure for allowing depreciation which for taxation purposes was now related to the original cost of machinery. The cost of machinery had gone up to four to five times its original value.

He said that no proper statistics of the actual economic strength of any region or State in the country were kept.

The encouragement to private enterprise, he felt, was "wholly inadequate". The organisation and administration of industries were not modern or up-to-date. What was known to be a highly technical department had often been entrusted to officers who had had no practical training themselves.

Resolutions: conditions for capital formation.- The meeting adopted a resolution urging the Government to create conditions for capital formation and provide suitable incentives to enable the private sector to fulfil the targets set for it in the Five Year Plan. To that end the Government should, if necessary through "created money", ensure that the volume of money and credit were made to "keep pace with the requirements of the present as well as anticipated planned development" the resolution said.

On foreign capital, the resolution said that an effective system of "screening" should be laid and foreign ~~capital should be~~ capital should be "purposefully canalized" into fields of essential, heavy and highly technical industries, and not into channels on consumer goods industries to the detriment of indigenous enterprises.

The resolution viewed that controls should be retained only to the absolute minimum and suggested that public sector in the industrial field should not be extended and further, State enterprises, it added, should be managed through autonomous corporations.

(The Statesman, 16 March 1953).

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CHAPTER 3. ECONOMIC QUESTIONS.

INDIA - MARCH 1953.

31. General Economic Situation.

Progress of Cotton Textile Industry in India  
and Pakistan in 1951-1952: Annual Statement  
of Millowners' Association, Bombay.

The following table, relating to the progress of the cotton textile industry in India and Pakistan during the year ending 31 August 1952, is taken from the annual statement issued by the Millowners' Association, Bombay.

Number of mills.— The total number of mills in India increased from 445 during 1950-51 to 453 during 1951-52. A comparative statement of the progress of the cotton mills in India during the years 1950-51 and 1951-52 is given below:—

Year	Number of mills	Number of spindles installed	Number of looms installed	Average number of workers employed.
1950-51	445	11,240,635	201,484	425,032
1951-52	453	11,427,034	203,786	432,588

The following table shows the number of cotton textile mills, spindles and looms and the number of hands employed regionwise for the year 1951-52 in India and Pakistan:—

Where situated.	Number of mills.	Number of spindles installed.	Number of looms installed.	Average Number of Hands employed.
Bombay City and Island(a)---	65	2,920,509	65,379	112,468
Ahmedabad(b)-----	74	2,023,552	42,371	73,235
Saurashtra(c)-----	12	157,368	3,253	7,479
Rest of Bombay State(d)-----	61	1,261,022	24,248	50,416
Total: Bombay State	212	6,362,451	135,251	243,598

(Part of the table on the next page)

(Table continued)

Where situated.	Number of mills. <del>installed</del>	Number of spindles installed.	Number of looms installed.	Average Number of Hands employed.
Bombay State -----	212	6,362,451	135,251	243,598
Rajasthan, Ajmer and PEPSU(e)---	12	162,464	3,707	8,576
East Punjab and Delhi(f)-----	11	209,900	5,038	7,039
Uttar Pradesh (g)-----	29	807,406	13,068	26,253
Madhya Pradesh -----	11	369,538	7,179	17,765
Madhya Bharat and Bhopal(h)---	18	439,158	11,305	23,162
Bihar and Orissa -----	3	75,732	1,431	2,037
West Bengal-----	36	469,830	9,862	21,454
Hyderabad State-----	7	122,444	2,655	7,163
Madras State (i)-----	90	1,968,590	8,520	55,007
Travancore and Cochin(j)-----	10	133,265	726	3,384
Mysore-----	11	223,028	3,052	11,912
Pondicherry-----	3	83,228	1,992	5,238
Grand Total: INDIA -----	*453	11,427,034	203,786	432,588
Pakistan - Total -----	27	362,148	5,895	11,408

\* This number does not include 22 mills which have either been registered and/or are in course of erection.

The number given in the table includes 19 mills not working; one each in Bombay City and Island, Saurashtra, Punjab(India) and Delhi; Madhya Bharat and Bhopal; Madras State, and Travancore-Cochin; two each in Ahmedabad; and Rajasthan, Ajmer and PEPSU; three in the rest of Bombay State; and four in Uttar Pradesh. Besides these mills, 22 mills which have either been registered or were in course of erection, were not included.

(The progress of the cotton textile industry in India and Pakistan during the year 1950-51 was summarised at pp.26-27 of the report of this Office for March 1952).

(The Millowners' Association, Bombay.  
Mill Statement on 31 August 1952).



32. Public Finance and Fiscal Policy.

India - March 1953.

Union Duties of Excise (Distribution) Bill, 1953.

Mr. C.D. Deshmukh, Finance Minister, Government of India, introduced in the House of the People on 27 February 1953 a Bill to provide for the distribution of a part of the net proceeds of certain Union duties of excise among the States.

The Statement of Objects and Reasons, appended to the Bill, says that the Bill is intended to give effect to one of the recommendations of the Finance Commission (vide pages 35-43 of the report of this Office for February 1953) that 40 per cent of the net proceeds of the Union duties of excise on matches, tobacco and vegetable products should be assigned to Part A States and Part B States (other than the State of Jammu and Kashmir).

The provisions of the Bill involve a payment of the order of 175 million rupees from the Consolidated Fund of India to the States at the existing level of revenue. The amount will vary from year to year depending on the actual net amount of the revenue under the excise heads mentioned in the Bill for that year.

The Bill also secures to Part B States, which are in receipt of grants under agreement entered into with them with reference to clause (1) of article 278 of the Constitution, the continuance of such grants ~~where~~ where these are in excess of the net proceeds of excise duties and taxes on income divisible among the States.

The other provisions of the Bill render expenditure thereunder charged on the Consolidated Fund of India and provide for the making of rules regulating incidental matters.

(The Gazette of India, Extraordinary,  
Part II, Section 2, 27 February 1953,  
pp. 51-53 )

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

India - March 1953.

#### Industrial Schemes in Five-Year Plan: Targets for Private and Public ~~and~~ Sectors.

Iron and Steel, of basic importance to agricultural and industrial development, has received the highest priority in the "Programmes of Industrial Development" published by the Planning Commission. The programme of expansion proposed for the public sector is estimated to cost ₹ 940 million rupees. Out of this 830 million rupees is in respect of Central projects. Participation of private capital, Indian and foreign, is envisaged to the extent of 200 million rupees in this sphere. The balance of the estimated expenditure would be incurred by States. The programme of expansion in the private sector is expected to cost 2,330 million rupees, exclusive of 1,500 million rupees required for replacement and modernization of plant and machinery. Taking both sectors of industrial development together, about 26 per cent of the total investment in the period of the Plan will be on metallurgical industries, 20 per cent on petroleum refining, 16 per cent on engineering industries and 8 per cent on the manufacture of heavy chemicals, fertilisers and pharmaceuticals. The balance of the investment will be, among other items, on textile industry (cotton, jute, rayon and wool), cement, paper, and newsprint.

According to the policy of the Government, which already owns a number of industrial enterprises, including arms and ammunition, it assumes responsibility for the development of ~~and~~ coal, mineral oils, iron and steel, aircraft manufacture, shipbuilding, telephones, telegraph and wireless etc. Private enterprise would be asked to cooperate with these industries whenever necessary. The rest of the industrial field is left open to private enterprise, individual as well as co-operative. Government regulation and control in certain items of special interests to the State will be continued. The State would intervene only when the progress of an industry under private enterprise is found to be unsatisfactory.

The major industrial project in the public sector is for a new iron and steel plant, estimated to cost about 800 million rupees in all, but only 300 million rupees during the period of the Plan. The estimated capacity of this plant will be about 800,000 tons of pig iron and at least 350,000 tons of steel.

The Plan provides for the completion of the Chittaranjan locomotive factory in West Bengal and of the machine tool factory at Jalahalli in Mysore State. Expansion of the Sindri Fertiliser Factory and the Visakhapatnam shipbuilding yard is also provided for.

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Other projects include manufacture of heavy electrical, plant and penicillin and DDT factories.

The Plan makes it clear that the programmes proposed for the various industries are in the nature of proposals of what is feasible and desirable. The ability of private industries to fulfil the programmes will depend very largely on the availability of the necessary finance. A part of the finance required for expansion of the existing units of iron and steel is being made available by the Centre in the form of loans and indirectly through price increases. World Bank is also helping.

In certain other fields, like petroleum refineries and aluminium ~~production~~ production, foreign capital will supply a major portion of the funds. The Industrial Finance Corporation will supplement the finance raised by private industries to some extent.

(The Statesman, 26 March 1953).

Industrial Production Development Councils set up for the Heavy Chemicals and Internal Combustion Industries.

The Government of India has, by a notification dated 4 March 1953, set up two Development Councils under the Industries (Development and Regulation) Act, 1951, for the industries engaged in the manufacture of heavy chemicals (acids and fertilisers) and internal combustion engines and power-driven pumps. The personnel of the councils and the functions assigned to them have been announced.

Functions of the councils.— As recommended by the Central Advisory Council for Industries in its meeting held in May 1952, the Development Councils have for the present been assigned the following seven functions: (1) recommending targets for production, co-ordinating production programmes and reviewing progress from time to time; (2) suggesting norms of efficiency with a view to eliminating waste, obtaining maximum production, improving quality and reducing costs; (3) recommending measures for securing the fuller utilisation of the installed capacity and for improving the working of the industry, particularly of the less efficient units; (4) promoting arrangements for better marketing and helping in the devising of a system of distribution and sale of the produce of the industry which would be satisfactory to the consumer; (5) promoting standardisation of products; (6) promoting or undertaking the collection and formulation of statistics; and (7) promoting the adoption of measures for increasing the productivity of labour, including measures for securing safer and better working conditions and the provision and improvement of amenities and incentives for workers.

(The Gazette of India, Extraordinary, Part II, Section 3, 4 March 1953, pp. 669-671).

Progress of State Development Projects:  
Production Ministry's Report.

The progress made in the various development and industrial projects under the Control of the Central Government during 1952-53 is reviewed in Report of the Central Ministry of Production.

The Ministry was constituted in May 1952 for the fulfilment of the objectives of the Industrial Policy Resolution of April 1948 to secure the rapid industrialisation of the country by careful planning and by the active and progressive participation of the State in the creation of new industrial undertakings in certain basic industries of national importance.

Sindri Fertiliser Factory.— The Sindri Fertiliser Factory has been planned as an essential unit in a country with a predominantly agricultural economy, to make a positive contribution towards the programme of self-sufficiency in foodgrains. Production was inaugurated in this 230 million rupees plant by the Prime Minister on 2 March 1952. Within a year, production has reached the average of 965 tons a day, against a target of 1,000 tons a day. When certain imbalances which developed in the teething period are removed, production will be established and maintained continuously at about the target figure. The production up to 28 February 1953, was 231,590 tons, the total despatches in the corresponding period being 159,750 tons, valued at 54.8 million rupees.

As is only natural, this national enterprise is following a progressive price policy to facilitate a more intensive use of fertilisers in agriculture. The initial price of 350 rupees a ton which was effective till 31 December 1952, has already been reduced by 65 rupees to 285 rupees a ton, and a further reduction is contemplated when the following plans mature:—

(i) The establishment of a coke oven plant for the manufacture of 600 tons of coke per day. A contract for this plant costing 25 million rupees has been placed and preliminary work is ~~is~~ already in hand.

(ii) The erection of cement manufacturing plant by the A.C.C. with an installed capacity of 600 tons of cement a day, for the utilisation of the byproduct-chalk sludge.

It is also proposed to utilise the coke oven gases for the manufacture of urea, — a stable fertiliser with high nitrogen content, ideal for rice cultivation. A technical mission has been constituted, in association with the Technical and Cooperation Administration to study this question. After an inspection of urea plants overseas and a study of the process employed, this mission will submit a comprehensive report, on the basis of which a joint decision by the Technical and Cooperation Administration and the Government will be taken.

An agreement on principle has been reached for the installation of a urea plant costing about 95 million rupees.

Hindustan Shipyard.- Ship-building has an important place in any balanced programme of industrial development particularly, in a country with a long seaboard. Accordingly, the Scindia Shipyard at Visakhapatnam, ~~which was~~ handicapped in its development by many factors, was selected by the Government as being suitable for State ~~and~~ participation. A two-thirds interest in this ~~concern~~ concern was acquired by the Government for about 18 million rupees. This participation was only a ~~prejudice~~ prelude to a development of this yard to meet India's growing needs for shipping. An agreement for technical aid co-operation was soon conducted with a French naval firm of international reputation, to advise on the reorganisation and development of the yard. Their report which is now under the consideration of the Board of Directors, when implemented, will equip this yard to build ships of all descriptions - passengers and cargo vessels, tankers and naval units up to a tonnage of 15,500. Provision has also been made for the manufacture of modern engines and boilers and for the expansion of berths for increasing its shipbuilding capacity.

The construction of three ships (8,000 DWT) was completed during 1952. The yard is now building two ~~vessels~~ vessels of similar tonnage and design. The shipyard has, in hand, orders for five 7,000 tonners and two 8,000 tonners of new design with diesel engines. The Defence Services propose also to utilise the facilities of the shipyard for the construction of an oil tanker, trawlers, frigates, etc.

Machine Tool Factory.- A project for establishing the manufacture of production and precision types of machine tools in the country was approved by Government in 1949. An agreement of technical assistance and financial participation was accordingly concluded with the firm of Oerlikons, a Swiss firm of machine tool manufacturers with an international reputation, who were associated with the Defence Ministry in the construction and equipment of the Ambarnath Machine Tool Factory. Initially, progress was slow and there were some differences in the interpretation of certain clauses. These were resolved earlier this year and the control of the factory transferred to a company in which the Government holds 85 per cent and Oerlikons 15 per cent of the shares. Plant and machinery, valued at 11 million rupees ordered overseas are arriving in a steady flow and are being installed at the factory site at Jalahalli, Bangalore. The hangars for the machine shops are nearing completion and plans for the administrative buildings, residential colony, etc., are in the final stages of preparation. It is now expected that initial production will begin towards the end of 1953, and full production reached in 1955. In the first stage production in the factory will be confined to the manufacture of 400 lathes of 8 $\frac{1}{2}$  ~~in~~ size a year. The plans, however, provide for a diversity of production, and the factory is being equipped accordingly. The

authorised capital of the company is 120 million rupees, but the estimated cost of the accepted project is anticipated to be of the order of 87.3 million rupees.

National Instruments Factory.- This factory, one of the oldest in the country, came into existence in 1830 as a small repair and service depot for survey instruments. Under the impetus of the war, it developed into a full-fledged instruments factory, producing no less than 250 broad types of survey, drawing, mathematical, optical and other instruments. Its location and its manufacturing facilities were hampering its ultimate development as a production ~~unit~~ unit of all types of instruments required for health, education, defence and other purposes. This lacuna is now being removed by a plan of reorganisation at a cost of 18.2 million rupees of which 8 million rupees will be spent within the Five Year Plan. This scheme covers construction of new buildings, purchase of balancing equipment and of new machinery to replace old and obsolete ones and, what is more important, the manufacture of optical glass, which is an indispensable raw material for the manufacture of scientific equipment and is also a strategic material. Another important new activity will be the manufacture of linen measuring tapes. The foundation stone of the factory was laid on 22 February 1953.

Production at the factory has been rising steadily and, in the first nine months of 1952-53, it had produced articles worth 1.4 million rupees, which is more than the annual production in any of the three preceding years. It is anticipated that production in the full year will be of the value of 2 million rupees.

Dry-core Cable Factory.- India's requirements of dry-core paper insulated cables at present met entirely from imports, is of the order of 10 million rupees a year. The annual consumption of the Posts and Telegraphs Department alone is valued at about 8 million rupees. To meet this demand, a factory has been planned at a cost of 11 million rupees and a technical assistance agreement has been concluded with Messrs Standard Telephone and Cables Limited of the United Kingdom.

Construction of the factory buildings and housing is in progress. Consignments of plant and machinery have started arriving at the site. The factory is expected to go into initial production by June 1953, and reach full production in about six months thereafter. The factory has been planned to produce about 470 ~~miles~~ miles length of cables of different specifications a year. The sale value of the annual output at present price levels will be about 8.7 million rupees.

Penicillin Factory.- A penicillin factory is being established with the assistance of the W.H.O. and the UNICEF. The construction of the Government will be 13 million rupees and of the other two organisations (dollar) 1.2 million. The ownership as well as the administration of the project will vest in the Government of India.

The factory has planned to produce 3,600 billion units of penicillin a year to start with, rising to 9,000 billion units per year.

The construction work of the factory buildings is expected to be completed shortly. The factory is expected to go into initial production by December 1953 and reach full production a year later.

D.D.T. Factory.- A DDT factory is being established also with the assistance of the W.H.O. and the UNICEF. The Government will contribute 2.245 million rupees and the two organisations 350,000 dollars.

The factory with a capacity of 700 tons of DDT per year, is expected to go into production before the end of 1953.

Other Projects.- The Hindustan Housing Factory Limited has been incorporated as a private limited company with the Government of India and Messrs Basakha Singh-Wallenburg Limited as equal partners. The company was formed specially to provide for the utilisation of the existing Housing Factory for the production of foam-concrete roofing panels, pre-stressed concrete components, wood work for buildings, etc.

Iron and Steel Project.- An assessment of India's requirements of iron and steel indicated that immediate steps should be taken for the establishment of a major steel unit to supplement the production of the existing steel companies. A technical mission, in which the World Bank is represented, has been assembled to submit an up-to-date project report for the establishment of the third steel plant. It is intended that, as soon as the project report is received, complementary action will be initiated to secure financial participation of the Bank in the project. Technical assistance and financial participation from foreign steel makers will also be accepted subject to the condition that the overall control and management of this basic industry should be in the hands of the Government.

Oil Refineries.- The Government of India has accepted the proposals of the Standard Vacuum Oil Company of New York and of the Burmah-Sheal Group of companies of London for the establishment of two modern oil refineries at the Trombay Island in Bombay. Negotiations for the setting up of a third refinery on the east coast of India are under way with the Caltex Company of New York. The total output of the two refineries in Bombay will be about 3.3 million tons of crude oil per annum. This will yield approximately 2.9 million tons of refined petroleum products. With the commissioning of the three refineries mentioned above, nearly 75 to 80 per cent of our total requirements of petroleum products will be refined in India.

The SVOC refinery is expected to be completed by January 1955, while the Burmah-Shell refinery is expected to start operations, in January 1956. The total capital investment in the two Bombay refineries will be of the order of about 430 million rupees out of which approximately 10 million rupees will be contributed by Indian investors. This is the first instance of large-scale investment of foreign capital in India on mutually acceptable terms, in a vital and complicated new industry. There will be direct benefits in the shape of income-tax on profits and considerable saving in foreign exchange. The opportunity afforded to Indian nationals to get training in complicated refinery technique and numerous chemical by-products, which the refineries will produce, will also be of great value to the country.

Heavy Electrical Power Plant.- The need for the establishment of a heavy electrical power plant in India, as a key industry for generation, transmission and distribution of power in the country, has long been felt but due to financial difficulties, the proposals could not be proceeded with earlier.

In view, however, of the fact that hydro-electric schemes have made considerable headway and large-scale electrification of railways to increase line capacity is also becoming a necessity, it has been decided to establish a factory in India to manufacture heavy electrical equipment.

The Planning Commission has signified its intention to provide 70 million rupees for the project. A provision of 1 million rupees has been made in the budget estimates of 1953-54 for the preparation of an up-to-date project report as a prelude to further action.

Some of the projects covered in this review were conceived before independence. Work on them, however, began mostly after the attainment of independence. Special attention is now being given to their early completion and their efficient operation. Meanwhile, other industries of national importance are being planned and developed under the aegis of the State to secure a balanced development of the economy of the country.

(The Statesman, 24 March 1953).



Repatriation of Foreign Capital: New Concession  
announced.

The Government of India has decided to allow the repatriation of any capital appreciation in the values of foreign investments in India.

A Ministry of Finance Press Note, announcing this on 3 March 1953, said ~~that~~ the Government had announced on 2 June 1950 (vide pp.25-26 of the report of this Office for June 1950), certain relaxations in the exchange restrictions on the repatriation of capital invested from non-sterling area countries in projects approved by the Government after 1 January 1950. The announcement, however, expressly excluded appreciation in the value of the investment, ~~however~~ from the scope of repatriation facilities, except to the extent of the profits of the investment ploughed back into the business with the approval of the Government. The Government has reviewed this policy and in order to stimulate investment of foreign capital in desirable channels has now decided to withdraw this reservation. Accordingly the repatriation of capital from the sale proceeds of the investments made by residents of countries other than the sterling area, Norway, Sweden and Denmark, will from now on be governed by the following principles. (i) Capital invested after 1 January 1950, in projects approved by the Government may be repatriated at any time thereafter together with any capital appreciation in the value of the investment and (ii) these facilities, however, will not apply to purchase of shares or the stock exchange unless it is an integral part of an investment project approved by the Government after 1 January 1950.

(The Statesman, 4 March 1953).

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36. Wages.India - March 1953.Minimum Wages (Amendment) Bill: Time-limit for  
fixing Minimum Wages for certain Employments  
extended.

Mr. V.V. Giri, Labour Minister, Government of India, introduced in the House of the People, on 5 March 1953, a Bill seeking to extend the time-limit for fixing minimum wages in respect of certain scheduled employments under the Minimum Wages Act up to 31 December 1953.

The employments affected are: woollen carpet making and shawl making establishments; rice mills, flour mills or dall mill, tobacco, including bidi making manufactorees; plantations (any estate which is maintained for the purpose of growing cinchona, rubber, tea or coffee); oil mills; local authorities; road construction and building operations; stone breaking and stone crushing; lac manufactories; mica works; public motor transport; and tannery and leather goods manufactories.

Under the original provisions, the appropriate Governments were required to fix minimum rates of wages in respect of these employments before 31 March 1952. Since the Act was extended to Part B States only from 1 April 1951, the statement of objects and reasons explained, it has not been possible for them to fix minimum wages in all cases within the time-limit. The extension has been sought to remove the difficulty.

Similarly, when new employments are added under the powers conferred under section 27 of the Act, the amending Bill provides that minimum wages in respect of such employments should be fixed within one year from the date of issue of the Notification under section 27 of the Act.

As the object of the Minimum Wages Act is to provide safeguards for labour in what are called sweated industries, it is proposed to amend section 26(1) so that the appropriate Government has power to direct that minimum rates of wages may not be fixed in respect of employees whose wages average seventy-five rupees or more per month if the wages are computed on a monthly basis or rupees three or more per day, if computed on a daily basis. As the Act stands at present, minimum wages have to be fixed for all classes of employees in the Scheduled employments including those in whose cases there is no real need to do so.

(The Gazette of India, Extraordinary, Part II,  
Section 2, 5 March 1953, pp. 115-118 )

Ajmer: Minimum Rates of Wages fixed for Employment  
in Wool Cleaning, Pressing or Bailing Establishments.

In exercise of the powers conferred under the Minimum Wages Act, 1948, and by a notification dated 26 February 1953, the Chief Commissioner of Ajmer has fixed minimum rates of wages payable to employees in any wool cleaning, pressing or bailing establishment in the State of Ajmer. For the staff employed by the wool pressing and bailing establishments at most places in Ajmer State, the all inclusive minimum wages fixed vary from 126 rupees a month for engineers to 56 rupees a month for unskilled workers. For workers employed in the wool cleaning establishments the all inclusive minimum wages generally vary from 66 rupees a month for mukaddam labourer to 45 rupees a month for sorters and pickers.

For clerks and typists employed by the wool pressing and bailing establishments the all inclusive wages have been fixed at 80 rupees a month.

(Notification No. 18/46/52 Lab., dated 26 February 1953; the Gazette of India, Part I, Section 1, dated 27 February 1953, pp. 81-82 )

Rajasthan: Minimum Wages for Employment in  
Agriculture fixed.

In exercise of the powers conferred under the Minimum Wages Act, 1948, the Government of Rajasthan has, by a notification dated 26 February 1953, fixed the following minimum rates of wages for time work in respect of employment in agriculture.

- |   |   |
|---|---|
| (a) An adult male worker                            | Rs. 1/4/- a day inclusive of all privileges in the area.    |
| (b) An adult female worker                          | Annas -/14/- a day inclusive of all privileges in the area. |
| (c) A child worker of or below the age of 15 years. | Annas -/10/- a day inclusive of all privileges in the area. |

(Rajasthan Gazette, Part I, 7 March 1953, page 1073 )

West Bengal: Wages of Tea Garden Labour revised.

The minimum rates of wages and foodgrain concessions to tea garden labour in the terai area of Darjeeling district and in Jalpaiguri and Cooch-Bihar districts in the State of West Bengal have been revised with effect from 16 February 1953 as a result of acceptance by the West Bengal Government of the recommendations made in the interim report of the Advisory Committee set up by the State Government earlier.

The Committee had recommended that the price of concessional cereals should be raised from five rupees to 15 rupees a maund; all workers should be offered ~~ix~~ six days' work a week and there should be no further retrenchment. Where there has been retrenchment in December 1952 and in January 1953, such retrenchment should be reviewed in the light of the altered circumstances, in consultation with Government conciliation officers.

Additional payment.— In view of the increased issue price of concessional cereals and in view of the discontinuance of the supply of concessional food-stuffs other than cereals, the Committee suggested that workers should be entitled to additional payment at the following rates:  $2\frac{1}{2}$  annas per diem for an adult worker and  $1\frac{1}{2}$  annas per diem for a minor worker in gardens of over 500 acres; 2 annas per diem for an adult worker and one anna per diem for a minor worker in garden of less than 500 acres.

The Committee further suggested that the Government should ask the employers to ~~impose a cut of 10 per cent in the salaries of managerial staff drawing more than 500 rupees a month; the employers' representatives on the Committee agreed to this in view of the sacrifices asked of labour.~~

The Advisory Committee, in making its recommendations, had expressed the opinion that reduction in wages to meet the existing crisis, "though necessary in the circumstances, has been a retrograde step". The Committee, however, hoped that improvement in the country's economic conditions or receipt of relief from other sources would permit reconsideration of wage levels.

The Committee's recommendations have been accepted and published in the official gazette.

(The Hindustan Times, 20 February 1953;  
The Calcutta Gazette, Extraordinary,  
16 February 1953, pp.199-202).

37. Salaries.India - March 1953.Fifty Per Cent of Dearness Allowance to be merged  
with Pay: Government ~~After~~ Accepts Gadgil Committee's  
Recommendations.

Mr. C.D. Deshmukh, the Union Finance Minister, announced in the House of the People on 18 March 1953 that the Government of India had accepted the recommendations of the Gadgil Committee that 50 percent of the dearness allowance at present granted to Government servants in various pay groups up to a pay of 750 rupees per month should be treated as pay for purposes of retirement and other benefits. The concessions relating to retirement benefits, would cost about 42 million rupees per year and would have effect from 15 July 1952.

The Committee was appointed in July to examine and report to the Government on what portion of the dearness allowance at present granted to Government servants should properly be treated as pay. The Committee submitted its report on 4 October 1952 (vide pp.24-26 of the report of this Office for November 1952).

There were certain relatively minor concessions in regard to the grant of higher allowances, etc., as recommended by the Committee which had also been accepted. As, however, the recalculation and readjustment of these allowances from a retrospective date would involve "undue waste of time and labour, which would be incommensurate with these results", it had been decided that these concessions should be applied with effect from 1 April 1953. The Committee had recommended that these also should be effective from 15 July 1952.

(The Statesman, 19 March 1953 )

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38. Housing.India - March 1953.Progress of subsidised Industrial Housing Scheme: 98.4 Million Rupees provided for in Central Budget for 1953-1954.

The Central Government's Budget for 1953-1954 (vide pp.15-36 of the report of this Office for February 1953) makes a provision of 98.4 million rupees under the head industrial housing.

It may be recalled that a new industrial housing scheme was formulated in September 1952 by the Government of India, providing for advances for the purposes of constructing workers' houses on a subsidy-cum-loan basis to States Governments, employers and co-operative societies (vide pp.39-42 of the report of this Office for October 1952). Under this scheme, so far 13 State Governments, 50 employers and 12 co-operative societies have requested for financial assistance; the total demand of the State Government etc. and the number of tenements ~~proposed~~ proposed to be constructed by them are as follows:-

1	Financial assistance asked for		Number of tenements proposed to be constructed	
	Loans	Subsidy	Single storeyed	Multi-storeyed.
	2	3	4	5
	Rs.	Rs.		
State Governments----	48,223,329	46,158,228	15,975	14,012 (x 640 dormi- tories)
Employers-----	16,852,847	11,872,527	8,468	5,163 (x 128 dormi- tories)
Co-operati ves-----	2,504,693	1,688,011	2,038	19,175 (x 768 dormi- tories)
	67,580,869	59,718,766	26,481	

Sanction for the grant of financial assistance to the following State Governments has already been ~~granted~~ accorded:-

(Please see the table on the next page)

	Financial assistance sanctioned		Number of tenements to be constructed
	Loan	Subsidy	
	Rs.	Rs.	
Madhya Bharat Government	1,321,968	1,321,968	1,012 single-storeyed
Saurashtra Government	937,500	937,500	900 single-storeyed
Uttar Pradesh Government	3,748,950	3,748,950	2,777 Double storeyed
Hyderabad Government	1,850,000	1,850,000	1,480 Single storeyed
Punjab Government	..	481,511	382 Single storeyed
	<u>7,858,418</u>	<u>8,339,929</u>	

As the scheme was formulated only recently a major part of the expenditure on the schemes of 1952-53 will have to be incurred in 1953-54. A tentative scheme is being worked out also for the grant of loans at reasonable rates of interest to (i) State Governments, local bodies and corporations towards clearance of slums and (ii) co-operative societies of low income groups. The State Governments will be requested to send up suitable slum-clearance schemes in respect of which the local bodies etc., concerned may be interested in obtaining financial assistance from the Central Government.

A provision of 98.4 million rupees made up as follows has accordingly been made in the budget: Subsidised Industrial Housing Scheme 78.4 million rupees, Slum clearances 10 million rupees, and assistance to co-operative societies of low income groups 10 million rupees.

(Government of India, Explanatory Memorandum on the Budget of the Central Government for 1953-1954, as laid before the Parliament, pp. 73-75 ).

59. International Economic Relations.

India - March 1953.

Indo-Pakistan Trade Pact: Agreement on Coal and  
Jute reached.

A three-year agreement has been reached between India and Pakistan on the question of trade in raw jute and coal.

The agreement which is effective from 25 March 1953 provides for the removal by Pakistan of licence fees on export of raw jute in India, and also reduction in the export duty on jute packed in loose bales to the rate applicable to other types of bales.

At the same time the Government of India has agreed to reduce the price of coal sold to Pakistan to ~~the~~ the level of price charged to Indian consumers.

(The Statesman, 29-3-1953).

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

INDIA - MARCH 1953.

41. Agriculture.

Problems of Tea Industry in Assam and West Bengal:  
Standing Plantations Committee meets at Shillong.

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A special meeting of the Standing Plantations Committee was held at Shillong on 27 February 1953, to discuss the problems of closure of tea gardens and surplus labour and conversion of foodgrains concessions into cash. The Union Labour Minister presided.

The problems of surplus labour in the tea gardens of Assam was discussed at the Labour Ministers' Conference held at New Delhi on 6 and 7 February 1953. This conference referred the issues to the Standing Plantations Committee (vide page 54 of the report of this Office for February 1953).

Agenda.- The Committee had before it the following agenda: i) closure of tea gardens and surplus labour in tea plantations; and ii) conversion of foodgrains concessions in tea gardens into cash. The Ministry of Labour had placed before the meeting memoranda on these subjects.

Closure of gardens and surplus labour.-According to the memorandum, the situation in respect of surplus labour has been worsening as a result of the closure of gardens. According to information so far available, more than 100 gardens have been closed in Assam and West Bengal and about 50,000 workers thrown out of employment.

In Assam tea gardens, labour is recruited from distant places. In the post-war years, there has been steady increase both in the labour population and the number of workers on tea estates. In the Assam Valley, for instance, in 1949-50, the total labour population and the ~~xxx~~ number of workers employed were 850,000 and 400,000 against 806,000 and 379,000 respectively in 1944-45. During 1949-50, only 47.4 per cent of the total labour population living on the tea gardens of Assam Valley were working on the estates. Under the Tea Districts Emigrant Labour Act, 1932, which relates to emigrant labourers in Assam Tea Gardens, an emigrant labourer acquires the right to be repatriated home at the cost of his employer after rendering service to him for a period of three years. He can also waive the exercise of such right with the employer's consent. Planters desire their emigrant labourers to stay on after expiry of three years for it is to their advantage to have experienced labourers and besides the trouble of recruiting fresh labourers from distant places

is avoided. Quite a large number of workers also prefer to stay on in gardens after expiry of the three years' limit as they find it profitable to do so. The emigrant labourers who waive the exercise of the right of repatriation once for all generally do so under certain conditions one of which usually is continued employment in the garden. Thus, while the average intake of workers from other ~~Est~~ States has been about 37,000 per year during the last five years, repatriation has been estimated at only about 15,000 per year.

In addition to the settled labourers on tea gardens, there is another class of workers known as "Kaltu" or "Basti labour", who are mostly descendants of ex-garden labourers since settled in the villages near the plantations having acquired land of their own. During the busy season, these workers are recruited when the labour force within the limits of a particular garden is inadequate to meet the requirements of employers.

The problem of surplus labour raised its head in 1949. It has, however, now assumed serious proportions. ~~xxxxxx~~ Of late, there has been a slump in tea prices and planters have laid off workers in certain gardens with effect from 1 January 1953. A number of gardens have also closed down and their workers thrown out of employment. Some gardens have given ~~not~~ notices of closure and are in the process of closing down. The Assam Government is faced with the problem of finding alternative employment for surplus workers and has issued a directive that these workers should be employed to the maximum extent possible on Public Works Department projects. The State Government is also persuading the local bodies, contractors and other concerns to give work to as many of them as possible and is considering the question of repatriating such of the unemployed workers as are emigrant labourers.

The Tea Districts Labour Association discussed this matter last year and agreed that it would be prepared to assist in the transfer of labour from surplus to deficit estates. Not much progress was, however, achieved due to lack of information regarding numbers, location of surplus or deficit estates, etc. The Association, therefore, felt that details of surplus labour should be furnished to its ~~representative~~ representatives who would circulate the information to the deficit estates asking them to communicate their requirements of labour at the same time.

As regards West Bengal, the employers have reported that there is surplus labour in Darjeeling gardens. Every worker has dependants and when the child comes of age, he is taken on the register of workers. The number of persons that the management has to keep in tea gardens is larger than the actual labour required for work. As in Assam, a number of gardens have already closed down. The State Government here also has started test relief works for workers affected as the result of the closure of gardens. Government has also permitted tea gardens in hill areas of Darjeeling District to supply food-grains to workers at the

increased rate of 17 rupees 8 annas per maund with effect from 1 January 1953, for a period of two months, on the condition that planters supplying foodgrains at the above rate will not close down the gardens or retrench any workers and will offer them six days' work in a week.

The Official Team on the Tea Industry (vide pp.18-21 of the report of this Office for November 1952), has inter alia recommended diversion from coarse to fine plucking as one of the measures to tide over the present difficulties of the industry. Experiments are also being conducted by Planters' Associations to find out how far mechanisation of operations will prove beneficial. Thus, on the one hand, labour dependent on the tea industry has increased while, on the other, the demand for labour is diminishing. The employers desire that Government should undertake schemes to absorb unemployed persons and request labour leaders to persuade such workers to seek work elsewhere. It has also been represented to Government that instead of importing workers from distant places into areas which need labour, surplus labour from Assam and West Bengal should be moved to these areas.

The memorandum has suggested, as a solution to this problem that inter-garden movement of workers should be encouraged for adjusting local surpluses and shortages. This may be done through the Tea Districts Labour Association. Recruitment of outside labour should be stopped and such of the surplus workers as are emigrant labourers should be repatriated in accordance with the provisions of the Tea Districts Emigrant Labour Act. Schemes for the development of cultivable waste land should be undertaken for absorbing surplus labour, and cottage industries should be opened so that surplus labour may be gainfully employed. Surplus labour may also be diverted to employment on Public Works Projects.

Conversion of foodgrains concessions into cash. - For some time past the employers have been pressing for conversion of food concessions into cash payments but the workers have always been opposed to this. A tripartite conference was held at Calcutta in August 1951, but no agreement could be reached on the subject. The recent slump in the tea industry led to a renewal of the demand for conversion and the Official Team which investigated into the difficulties facing the tea industry as a result of the steep fall in prices expressed itself in favour of conversion of food grains concessions into cash. The subject was referred to the fourth session of the Industrial Committee on Plantations held at Calcutta in December 1952, but there also the workers were opposed to the idea of conversion (vide pp.100-104 of the report of this Office for December 1952).

In view of the crisis that ~~has~~ has overtaken the tea industry, the Government of West Bengal recently decided that with effect from 1 January 1953, the price of rationed foodgrains sold by management to tea gardens workers and dependents in the hill areas of Darjeeling

District would be 17 rupees 8 annas per maund for a ~~period~~ period of two months. This action has been taken on the recommendation of the Minimum Wages Advisory Committee as a measure of immediate relief to the tea estates. The Government of Assam has also decided to permit the tea gardens in Cachar and the uneconomic gardens in Assam Valley to supply foodgrains at controlled rates subject to an increase in the rates of dearness allowance and certain other conditions. This, however, is a purely temporary measure.

Discussions.— After some general discussions the Committee took up the question of conversion of foodgrains concessions into cash in the economic gardens of Assam. There was general agreement on the principle of cash conversion. Though no agreement could be reached on the exact quantum of compensation to be given in lieu the differences between industry and labour were considerably narrowed down as a result of the discussions. The labour representatives suggested a conversion rate of ten annas while the employers were willing to offer seven annas six pies. The chairman suggested a conversion rate of nine annas for a period of six months for the present. The employers, while expressing inability to accept the rate suggested, agreed to refer the suggestions to the proprietors of tea gardens for further consideration.

The problem of closures and surplus labour could not be considered for lack of time.

(The Memoranda on the agenda of this meeting and a short note on the proceedings received from the Ministry of Labour have been sent to Geneva under this Office Minute No.F.7/786/53 dated 17 March 1953).

(Documents of the Conference received from the Ministry of Labour, Government of India).

Himachal Pradesh Tenants (Rights and Restoration) Act, 1952 (Act V of 1953).

The Himachal Pradesh Tenants (Rights and Restoration) Bill, 1952 (vide page 46 of the report of this Office for October 1952) as passed by the Himachal Pradesh Legislative Assembly received the assent of the President on 6 February 1953 and has been gazetted as Act V of 1953. The Act provides for the restoration of lands to tenants who have been ejected after 15 August 1950 and gives tenants the right of pre-emption regarding land in their cultivating possession.

(The Gazette of India, Part III, Section 3, 28 February 1953, pp. 71-72).

Punjab Tenancy (Himachal Pradesh Amendment)  
Act, 1952 (Act III of 1953).

The Punjab Tenancy (Himachal Pradesh Amendment) Bill, 1952 (vide page 46 of the report of this Office for October 1952) as passed by the Himachal Pradesh Legislative Assembly received the assent of the President on 5 February 1953 and has been gazetted as Act III of 1953. The Act amends the Punjab Tenancy Act in its application to Himachal Pradesh by fixing the maximum limit for rent in kind and gives the tenants security of tenure.

(The Gazette of India, Part III, Section 3,  
28 February 1953, pp. 64-65).

U.P. Bhoodan Yagna Act, 1952: Measure to facilitate  
Donation and Settlement of Lands.

The U.P. Bhoodan Yagna Bill, 1952 (vide page 45 of the report of this Office for January 1953) as passed by the Uttar Pradesh Legislature received the assent of the President on 27 February 1953 and has been gazetted as U.P. Act No. X of 1953. The Act facilitates the donation and settlement of lands in connection with the Bhoodan Yagna (land gift movement) initiated by Acharya Vinoba Bhave, by removing certain legal difficulties.

(Government Gazette of the Uttar Pradesh,  
Extraordinary, 5 March 1953, pp. 1-6).

Madhya Pradesh Bhudan Yagna Bill, 1953.

The Government of Madhya Pradesh published on 24 February 1953 the text of the Madhya Pradesh Bhudan Yagna Bill, 1953, proposed to be introduced in the Madhya Pradesh Legislative Assembly. The Bill seeks to facilitate the activity in connection with the bhudan yagna (land gift movement) initiated by Acharya Vinobha Bhave and ~~the~~ to provide for the constitution of a Bhudan Yagna Board, the donation of lands to the Board and the distribution of lands received in donation to landless persons.

The Bill is intended to simplify the made of transfer of lands donated under bhudan ~~the~~ scheme.

(The Madhya Pradesh Gazette, Extraordinary,  
24 February 1953, pp. 159-169).

U.P. Consolidation of Holdings Bill, 1953.

The Government of Uttar Pradesh published on 7 March 1953 the text of the U.P. Consolidation of Holdings Bill, 1953, proposed to be introduced in the Uttar Pradesh Legislative Assembly. The Bill seeks to provide for the consolidation of agricultural holdings in Uttar Pradesh for the development of agriculture.

The Statement of Objects and Reasons appended to the Bill states that after the enforcement of the U.P. Zamindari Abolition and Land Reforms Act, 1950, there was naturally a pressing demand for the consolidation of holdings in the State. In August 1952, Government appointed a Committee under the Chairmanship of the Revenue Minister to draw a detailed scheme as early as possible and to suggest amendments to the U.P. Consolidation of Holdings Act, 1938. The Committee after examining the reasons for failure of the scheme under the Act of 1938 and the report of the sub-committee which studied the consolidation of holdings scheme of Punjab has recommended a new scheme for a co-ordinated plan for the general development of the villages on the pattern of the Punjab.

Under the Bill, the Government would select the district or the local area in which consolidation work will start. Groves and land on which cultivators acquire rights of asamis under the gaon samajes (village administrations) have been excluded from the provision of the scheme. In order to avoid long drawn out litigation, the Bill provides for the appointment of revenue officials as arbitrators, whose decisions in disputes regarding rights and titles will be final. Exclusion of consolidation proceedings from the jurisdiction of civil courts has also been provided for. The measure also grants presumption of finality and conclusiveness to the final entries in the records of rights prepared in the concluding stages of the operations so as to ~~xxx~~ save the persons affected from future litigation.

(Government Gazette of the Uttar Pradesh,  
Extraordinary, 7 March 1953, pp. 2-16 )

42. Co-operation.India - March 1953.Rajasthan Co-operative Societies Act, 1953  
(Act IV of 1953).

The Government of Rajasthan gazetted on 21 February 1953 the Rajasthan Co-operative Societies Act, 1953 (Act IV of 1953) which received the assent of the Rajpramukh on 6 February 1953. The Act consolidates and amends the law relating to cooperative societies in the State; its provisions deal inter alia, with registration of societies, rights and liabilities of members of societies, duties and privileges of societies, inspection of affairs of societies, arbitration of disputes concerning the business of societies, and appeals and revision of orders under the Act.

(Rajasthan Gazette, Part IVA, 21 February 1953, pages ~~457~~ 457-487 )

Labour Co-operatives in Hyderabad State:  
Demand for Entrustment of Government Work.

The annual general body meeting of the Federation of Labour Co-operatives, Hyderabad State, was held at Hyderabad on 18 March 1953, Mr. K.I. Vidyasagar, Labour Commissioner, Hyderabad, and chairman of the Federation presiding.

The Federation has a membership of 5,000 workers divided in 50 co-operatives. The Government has entrusted the work of constructing industrial labour colonies to the Federation through the City Improvement Board. The work of constructing 205 houses at Chivadapally, 83 at Mushirabad and 150 at Sanatnagar has been taken up at a cost of 2,000 rupees for each house. The Federation is also constructing 60 houses for ex-servicemen at Kalkaram at a cost of 6,000 rupees each, advanced by the Rehabilitation Department.

Presenting the annual report, Mr. T.S. Swamy, Secretary of the Federation, said that the object of the Federation was to encourage co-operative labour societies, to eliminate the system of contractors and to distribute the profits among the workers. Addressing the meeting, Mr. G. Anna Rao, Minister for Local Government and Industrial Housing, emphasised that the system of contracts should be abolished giving place to labour co-operatives. Contracts were generally actuated by profit motive, which resulted in the denial of payment of adequate wages to labour and in the lowering of the standard of work. The Minister said that in every sector of life co-operative organisations should be formed. Labour co-operatives should be propelled by the three-fold objective of efficiency,

economy and expeditiousness. The Minister said that there should be no exploitation of labour, and an attempt should be made at equitable ~~of~~ distribution of wealth. To-day nobody could ignore the sanctity and value of physical labour, and production in the country depended on the effort of the working classes. He was of the opinion that labour co-operatives should extend their sphere of activities. The Minister hoped that the Public Works Department would entrust labour co-operatives with construction works, and assured the Federation of his support in the cause of labour.

The meeting adopted a resolution demanding that construction works on behalf of Government should be entrusted to labour co-operatives. The meeting also passed a resolution requesting Government to purchase shares in the Federation.

(Further information about the labour co-operative societies in Hyderabad has been asked for and shall be sent later.)

(The Hindu, 18 March 1953 )

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CHAPTER 5. WORKING CONDITIONS AND LIVING  
STANDARDS.

INDIA - MARCH 1953

50. General

Labour conditions in the Coir Mats and  
Matting Industry.

An article on labour conditions in the coir and matting industry in Travancore-Cochin, where it is mainly concentrated, based on information collected by the Labour Bureau from selected units, has been published in the Indian Labour Gazette, Vol. X, No. 7, January 1953.

General.- The most serious labour problem in the coir industry that has been exercising the minds of the Government and employers' and workers' organisations for a long time has been unemployment and chronic under-employment ~~and idleness~~ in the industry, mainly due to the industry's dependence upon foreign markets. When foreign demand slackens, production has to be curtailed and several workers thrown out of employment.

The coir industry can be divided into two sections, viz., the cottage section and the manufacturing section. While the former deals with the ancillary processes of preparing coir yarn, the latter is engaged in manufacture of mats, carpets and mattings. Extracting the fibre and spinning of coir yarn is the most important cottage industry in Travancore-Cochin, mainly in the coastal areas, providing employment to an estimated total of five to six lakhs of people, mostly women. The Labour Investigation Committee estimated that about 30, 000 families were entirely dependent on the various preliminary processes of the industry in Travancore State alone. One peculiarity of the industry is that it furnishes almost the only occupation to the people depending on it, and therefore any depression in the industry would throw a large number of persons out of employment and deprive them of their only means of livelihood.

The manufacturing section of the industry is concentrated in the Alleppey and Sertallai areas. The Labour Investigation Committee estimated the number of workers employed in the section of the industry at about 60,000 in 1944-45. The coir factories manufacture coir mats, carpets and mattings and export them to foreign countries, mainly United Kingdom, United States of America, Holland, etc. Depending as it does on foreign markets, the manufacturing industry has shown itself to be susceptible to violent fluctuations in foreign demand.

There have been recurring periods of acute depression in the coir trade as in 1940-45 and again in 1951-52. The recent slump in the industry resulting in large scale unemployment and distress to thousands of families, has focussed the attention of the State and Central Governments on this problem. To devise means of alleviating the distress and to organise the industry on a proper and sound footing, a conference of representatives of the various coir interests and the State and Central Governments was recently held at Trivandrum. A memorandum submitted to the delegates of the conference disclosed that reduction in the shipments of mattings from first quarter of 1952 was a little over 50 per cent compared to the shipments in the corresponding period of 1951. The reduction was 25 per cent in the case of coir yarn. This reduction has been accompanied by a steep fall in prices. The price of a candy of six cwts. of the best variety of yarn called 'Superior Ajjengo' which was at its peak figure of 563 rupees in March 1951, began to decline in November, 1951, till it came down to 275 rupees in May, 1952.

Collection of data.- With a view to collect information on labour conditions in the industry, the Labour Bureau issued a questionnaire in May 1952, to all the 92 units in the industry in Travancore-Cochin employing 20 workers or more. Of the 92 units addressed, 28 were large units employing 100 or more workers and the rest were smaller units employing 100 or more workers and the rest were smaller units employing from 20 to 100 workers. Replies were received from 27 large units and

13 small ones (including three units not included in the original list). The poorer response from the smaller units was mainly due to the closure of a number of them in 1952 on account of slump. Thirtyseven of the units replying employed during 1950, 7,156 workers as compared to 11,734 workers employed during the same period in all the units that were addressed. Thus it would be seen that the data analysed in the following paragraphs cover as much as 61 per cent of the total number of persons employed in the coir mats and matting industry.

The enquiry related only to the manufacturing section of the industry. Available data have been analysed separately for units employing 100 or more workers and for units employing less than 100 workers.

Employment.- The number of persons employed in January 1952 in the 13 small units and the 27 large units was 389 and 9,032 respectively making a total of 8,421. (It might be mentioned, in this connection that the figures of employment are subject to variations depending on foreign demand. Details of the number of persons employed, their distribution according to sex, etc., are given in the following table.

	No. of Units	Number of persons employed			
		Men	Women	Children	Total
Units employing less than 100 workers.....	13	320	34	35	389
Units employing 100 or more workers.....	27	7,449	1,553	30	9,032
Total	40	7,769	1,587	65	9,421
Percentage to total		(82.46)	(16.85)	(0.69)	(100)

The preponderance of male labour in the coir factories is generally attributed to the arduous nature of work in the coir mats and matting industry.

From the replies received it would appear that all the units have classified their workers as permanent and temporary although, there do not appear to be any fixed principles or criteria for such classification. In a number of large concerns, all the workers were treated as temporary while in a number of small units, all the workers were classified as permanent. Even in cases where such classification was made, the permanent workers do not seem to enjoy any special privileges as may be seen from the following extract from Section 2(a) of the Standing Orders adopted by the larger units of the industry: "Permanent employment does not guarantee full or daily employment. No employee of either category is entitled to compensation for full or partial unemployment".

An important characteristic of employment in this industry has been the overwhelming preponderance of piece-rated workers over time-rated workers, especially in the larger units. About 84.87 per cent of the total number of workers were piece-rated workers, while time-rated workers formed about 15.13 per cent of the total.

The system of employing labour through contractors still exists in the industry, although the abuses of the system have been eliminated to a very large extent. Contract labour is employed generally in the following occupations: landing and loading; spooling and beaming, packing, smoking; printing and rug stitching.

An analysis of the available data would show that contract labour ~~is~~ exists in only 11 out of the 40 units surveyed, all of them being large units. Contract labour constituted only 8.7 per cent of the total labour employed in these factories in January 1952, as against 19.3 per cent in 1948. This improvement is mainly attributable to the growing strength and vigilance of the workers' unions. At present, the contractor works more as a supervisor keeping a watch over the workers in his gang. The wages of the workers are fixed by the employers and the contractor gets only his commission, which is generally fixed at from 5 to 10 per cent of the earnings of his gang.

Recruitment.— Labour is generally recruited directly by the employers at the factory gate or through existing workers. The moopan or the contractor is also sometimes asked to bring in workers. However he is not in a position to exploit his position to the detriment of the workers, as ~~there~~ he does not at present enjoy the powers of dismissing workers as before. And the various 'exactions' once made by the moopans, have now almost disappeared.

There is no regular system of recruitment and the whole problem is handled haphazardly by employers according to their needs and exigencies, recruiting labourers when needed and discharging them when not required. This has led to a waste of manpower in as much as fresh recruitment is made in certain concerns at the same time when some others are retrenching their workers.

There is no system of regular apprenticeship in most of the factories. New recruits are generally put on as learners for a few days or weeks in certain departments and after they have learnt the job, are given regular work at the normal rates; during the period of learning, the worker does not get any pay. In the view of the Labour Investigation Committee this has been due to the simple nature of the work processes and the piece-rate system.

Absenteeism and involuntary <sup>or</sup> employment.— Due to the peculiar organisation of the industry and unsystematic recruitment, partial unemployment and 'playing off' of workers on account of non-availability of work, have become regular features in the coir mats and matting industry. During the course of this enquiry certain data relating to absenteeism due to (a) non-availability of work and (b) normal causes of absenteeism such as sickness, etc. were collected. These are given in the table below:—

Months	Percentage of absenteeism due to	
	Non-availability of work.	Sickness, etc.
1	2	3
January, 1951	8.51	7.87
February 1951	7.23	8.47
March, 1951	4.85	10.68
April, 1951	7.07	10.32
May, 1951	8.73	8.79

-----Continued-----

	1	2	3
June, 1951		11.37	10.08
July, 1951		7.59	8.08
August, 1951		6.70	6.53
September, 1951		12.74	9.81
October, 1951		18.18	8.71
November, 1951		20.26	9.17
December, 1951		27.93	6.22
January, 1952		26.87	8.79
February, 1952		27.71	8.76
March, 1952		29.09	6.46
April, 1952		32.60	6.16

Note.- Figures are averages for 19 units.

No compensation for involuntary unemployment is paid by any concern in the industry.

Wages and earnings.- The piece-rate system of wage payment predominates in this industry and only a small proportion of workers is paid at time rates. In the absence of any standardisation of the items of piece work or qualities of the products, there are in existence a bewildering variety of wage rates; and the rates vary from factory to factory. The Labour Investigation Committee which examined this problem at some length adduced the following three main reasons for this extreme diversity in wage rates in this industry. (1) There is a very large variety of types of work, both under mats and matting, each with its own schedule of rates. (2) There are, under each type, innumerable patterns and designs of work with varying rates of wages for each pattern and design. (3) There is no uniformity in the method of fixing wages either for types or for designs, since each factory has its own independent standards or basis for the same. Daily-rated workers are generally paid a basic wage of 10 annas and the usual dearness allowance. Daily-rated women workers get a basic wage of 8 annas plus dearness allowance. It would appear that the minimum earnings of a worker in this industry, when full work is available, is about 1 rupee 6 annas per day; skilled workers like weavers, stencillers, etc., are reported to

earn from 2 rupees 8 annas to 3 rupees 8 annas per day, when there is full work. The rate of wages paid to contract labour is slightly lower.

Dearness allowance.- In addition to basic wages, workers in this industry have been in receipt of dearness allowance also for a number of years. This allowance was first given in November 1938 and amounted to  $6\frac{1}{4}$  per cent of basic wages. In May 1941, the rate of the allowance was increased to  $12\frac{1}{2}$  per cent and in August 1942, it was further raised to  $18\frac{3}{4}$  per cent of basic wages. Between 1942 and 1945 the allowance was revised a number of times and, at the end of this period, it stood at 75 per cent of basic wages. The allowance was further increased to 100 per cent of basic wages in 1946 and to  $112\frac{1}{2}$  per cent of basic wages in 1948. Thus, workers were getting an allowance of  $112\frac{1}{2}$  per cent or 1 rupee 2 annas per rupee of basic wages till October 1950, when it was further raised by  $6\frac{3}{4}$  per cent or one anna in the rupee by the Industrial Tribunal appointed by the Government of Travancore. Besides fixing the dearness allowance, the tribunal also considered the question of evolving a system of dearness allowance linked to the cost of living numbers, on a sliding scale. In view of the peculiar conditions prevailing in the industry, namely, the preponderance of the piece-rate system as against time-rate system and the high incidence of under-employment and unemployment, the tribunal concluded that "dearness allowance should be related to the basic wage actually earned and not as so many annas per point or ten points irrespective of basic wage earned". A variable dearness allowance has therefore to be expressed as so much per 10 points per rupee of basic wage earned. Taking the dearness allowance of  $118\frac{3}{4}$  per cent or 1 rupee 3 annas per rupee of basic wages as the starting point the Tribunal worked out a sliding scale of dearness allowance; under this system, dearness allowance will be increased (or decreased) by 10 pies per rupee of basic wages, for every rise (or fall) of 10 points above 530 of the Madras City cost of living index number.

Apart from dearness allowance no other allowance are given to the coir factory workers. They do not get any other payments in kind nor are they given supplies at concessional rates.

Since 1946, annual profit bonus varying from 4 to  $6\frac{1}{2}$  per cent of the total earnings of workers has been paid.

Working hours and shifts.- The hours of work in all the factories are 8 per day and 48 per week as laid down under the Indian Factories Act. The factories start work at 8 A.M. or 8.30 A.M. and close at 5 p.m. or 5.30 P.M. Work is done in two periods of 4 hours each, one in the morning and another in the afternoon. All workers get a rest interval of one hour between 12 noon and 1-30 p.m. In addition, two rest intervals of 15 minutes each are also allowed to workers, one in the morning and another in the evening.

Only one day shift is worked in all the factories. It may be added that there is not enough work even for the existing labour force working one shift. No night shifts are worked in any of the units. However, provision is made in the Standing Orders adopted by a number of large units in the industry, for the working of more than one shift and for introducing a system of change-over of shifts in any department if need arises.

Leave and holidays.- All the factories allow two holidays with pay, apart from the weekly closed day, which is not a paid holiday. Workers are also allowed leave with pay, (under the provisions of the Factories Act), at the rate of one day for every 20 days worked. No other holidays or leave with pay are given to the workers. However, in some cases casual leave or sick leave are allowed at the discretion of the management, without pay.

Welfare.- Some of the units have provided only a first aid box for treating their workers in cases of accidents, etc. In a number of units even this has not been provided. Canteens are run only in eight of the 40 units for which information is available. Tea and snacks are supplied in these canteens at market prices in some and at cost price in some others.

Although there are six units which employ more than 50 women workers, only three of them appear to have provided creches for the children of the working women. Most of the factories have provided no rest shelters for the workers to take their meals or rest during intervals. Only five units are reported to have constructed proper rest shelters while in a majority of cases, workers have to take their meals, in some corner in the factory premises.



None of the units has made any provision either for the education or for the ~~recreation~~ recreation of their workers. No co-operative stores or grainshops exist in any of the units.

Provision for future.- No provision ~~exists~~ exists in any of the units either for a scheme of provident fund or savings fund or for payment of pensions or gratuities to old or retired workers.

Maternity benefit.- Under the Travancore-Cochin Maternity Benefit Act, women workers who have put in nine months' service prior to the date of notice, are eligible to receive maternity benefit at the rate of eight annas per day. In the course of this enquiry data were collected in respect of the number of claims made for the payment of maternity benefit, the number of claims in which payment was made and the amounts paid. These data are given in the table below:-

No. of factories in which benefit was claimed.	No. of women employed.	No. of claims	No. of claims paid.	Total amount paid.		
				Rs.	as.	p.
18	1,540	214	209	5,209	6	6

Housing.- No housing accommodation has been provided ~~in~~ for workers in the coir industry. The workers mostly live in villages round about Alleppey (and other coir centres) and walk to and from the factory. Some of the workers live in Alleppey town itself.

Industrial Relations: Standing Orders.- Most of the larger factories have adopted Standing Orders as required under the Travancore Industrial Employment Standing Orders Act; these standing orders define the various categories of workers and their rights, the periods of leave, payment, working hours, shifts, etc., and also lay down the procedure for the discharge or dismissal of workers under specific circumstances and generally define the relations between the employer and the worker.

Only a few of the well established big units have employed full-time labour officers, while in the large majority of the units, Labour Officers are not employed. The duties of the Labour Officers, where they exist, are to look after the recruitment of labour and their welfare, and generally to assist the management in improving industrial relations in the factory.

Trade union.- There are two major trade unions in this industry: (1) The Travancore Coir Factory Workers' Union, and (2) Ambalapuzha-Shertallai Coir Vyavasaya Thozhilali Union. Both the unions are registered and are recognised by the employers. From the available information it would appear that the former union, which has been in existence for over 50 years, commands a much larger membership among the coir workers in the Alleppey area. However, the second union which was started only a few years ago and is affiliated to the Indian National Trade Union Congress, is reported to be steadily gaining ground.

Works Committees.- Since 1958, works or factory committees have been set up in all the coir factories in the Alleppey area.

A unique feature of the employer-employee relations in the coir industry in the Alleppey area has been the successful functioning of the voluntary Industrial Relations Committee. The Industrial Relations Committee is only an advisory body and functions on the basis of unanimity. Three representatives each of the two trade unions, and four of the employers' association are on the Committee. The Assistant Labour Commissioner, Alleppey, acts as an 'observer'. The Industrial Relations Committee deals mainly with questions of wages, dearness allowances, bonus, etc. All decisions taken unanimously are implemented and in case of any dispute or disagreement between the representatives of workers and employers, the workers accept their wages, etc., under protest and any final settlement arrived at will be effective retrospectively. This is a healthy convention evolved by the Industrial Relations Committee in order to obviate the possibility of a cessation of work or total loss of earnings to the workers, pending the settlement of a dispute. The Industrial Relations Committee

has been functioning satisfactorily since its inauguration in 1943, and in recent years many issues relating to dearness allowance, profit bonus, etc., were resolved in the Industrial Relations Committee. Both employers' and the workers' representatives have testified to the success and usefulness of the Industrial Relations Committee as an effective means of improving relations between the employers and workers by providing a form for free discussions of issues and mutual settlement of disputes by collective bargaining.

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Delhi: Regulation of Working Conditions of Shop Workers: Bill passed by State Assembly.

The Delhi Shops and Establishments Bill (vide page 53 of the report of this Office for January 1953) as amended by the Select Committee was passed by the Delhi State Assembly on 2 March 1953. Nearly a dozen amendments to the clauses of the Bill were moved of which only three were accepted by the House.

The Bill contains provisions regulating the work conditions of work of workers in shops and commercial establishments in the State. Among other matters, it prohibits the employment of children below 12 years of age in any establishment, notwithstanding that such a child may be a member of the family of the employer. No adult will be required to work for more than nine hours on any day or 48 hours in any week, except in certain specified conditions. In addition to remaining closed one day every week, a shop or establishment will have to close on three of the national holidays every year and no deductions from the wages will be made on these accounts. Every person employed in an establishment will be entitled to privilege leave with full wages for not less than 15 days after 12 months' continuous employment and to sickness or casual leave for not more than 12 days in the year (the privilege leave admissible to watchman or care-taker, however, is 30 instead of 15 days). It also provides that no employer will dispense with the services of an employee who has been in his continuous employment for at least three months, without giving such person at least one month's notice in writing or wages in lieu of such notice. Correspondingly, no employee can terminate employment without giving to his employer one month's notice. No notice to the employee will be necessary if his services are dispensed with on account of misconduct after giving him an opportunity to explain his conduct.

The Bill, after it receives the President's assent, will replace the Punjab (I) Trade Employees' Act, 1940, as extended to the State of Delhi.

(The Hindustan Times, 1 March 1953;  
The Statesman, 3 March 1953)

52. Workers' Welfare and Recreation.India - March 1953.Literacy Drive among Textile Labour in Bombay  
State: 31,630 Workers educated.

Under the scheme of the Government of Bombay State for the spread of literacy among workers in the four textile industrial centres of Ahmedabad, Sholapur, Hubli and Jalgaon in the State, the Workers' Literacy Boards in these centres have succeeded in making 31,630 workers literate during four years of activity. Of these 16,732 were in Ahmedabad, 8,528 were in Sholapur, 4,436 in Dharwar and 1,934 in the Khandesh. They conducted in all 3,291 literacy classes - 1,788 in Ahmedabad, 839 in Sholapur, 388 in Dharwar district and 296 in the Khandesh Districts. Some of these classes were post-literacy classes.

The scheme.- Under the scheme, the literacy boards were entrusted with the responsibility of spreading literacy among as many workers, both men and women, as possible by various means. Private associations, social workers, and students were also encouraged to conduct social education classes for workers; the co-operation of employers for the running of the such classes in the premises of factories during suitable hours was also sought. Besides, the boards themselves ~~with the approval of the Government~~ undertook the teaching of workers by appointing teachers with the approval of the Government. However, these Boards have now been abolished on the recommendation of the Legislature Estimates Committee, which expressed the view that there was no need for a separate organisation for social education for industrial workers only. Accordingly, all this work has now been transferred to the Education Department, which will do it through the respective Social Education Committees.

(The People's Raj (Issued by the Government of Bombay) Republic Day Number, 26 January, 1953, pp. 51-52).

53. Women's Work.India - March 1953.Employment of Women in Mines: Hours of Work  
varied.

The Central Government has in exercise of the powers conferred under section 46 of the Mines Act 1952, and by a notification dated 9 March 1953, varied, in respect of all mines, the hours of employment above ground of women employed in loading of wagons or sand on the surface and in screening and working plants from those specified in the section to 5 a.m. to 10 p.m. (Section 46 of the Mines Act prohibits (1) the employment of women at any time of the day or night in any part of a mine which is below the adjacent ground level and (2) the employment of women in any mine above ground except between the hours of 6 a.m. and 7 p.m.; the Central Government may vary the hours of employment of women above ground in any mine so that ~~the~~ no employment of any woman between the hours of 10 p.m. and 5 a.m. is permitted thereby).

(Notification No. SRO.505 dated 9 March 1953;  
The Gazette of India, Part II, Section 3,  
14 March 1953, page 308 ).

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56. Labour Administration.India - March 1953.Work of the Ministry of Labour during the  
Year 1952-1953.

Adoption of legislation concerning conditions of employment in mines and setting up provident funds for workers in the major industries, enforcement of the employees' State Insurance Scheme in Delhi and Kanpur, and framing of a decasualisation scheme for dock labour in the port of Madras, are some of the main features of the work of the Ministry of Labour for the year 1952-53, according to a report released by the Ministry\*. The following is a summary of the report.

Legislation. - The two important legislative measures enacted during the year under review were the Mines Act, 1952 and the Employees' Provident Fund Act, 1952.

The Mines Act, 1952, which was passed by Parliament on 15 February 1952, was brought into force on 1 April 1952. It was designed to amend and consolidate the law relating to regulation of labour and safety in mines.

The Employees' Provident Fund Act, 1952, replaced an earlier ordinance on the subject and was put into operation along with the Employees Provident Fund Scheme, 1952. The provisions of the Scheme were brought into force in stages and all the provisions became operative from 1 November 1952, the date from which collection of contributions under the Scheme started. The Act at present applies to employees in six large industries, namely cement, cigarettes, electrical, mechanical or general engineering products, iron and steel, paper and textile factories, in all cases where the factory concerned employs 50 or more persons. ~~The scheme now covers about 1,500 factories and the~~ The scheme now covers about 1,500 factories and the benefits extend to nearly 1.2 million workers. The approximate amount of contributions by the workers and employers jointly is likely to be of the order of 100 to 120 million rupees a year. To administer the scheme, a Central Provident Fund Commissioner has been appointed and regional offices have been set up in 18 States.

Proposed legislative measures. - The Government has also under consideration certain amendments to the Factories Act, 1948, Workmen's Compensation Act, 1923, and the Minimum Wages Act, 1948, an extensive revision of the Payment of Wages Act 1936 and introduction of legislation for workers in shops and commercial establishments.

\* Report 1952-1953. The Ministry of Labour, pp. 20.

The working of the Factories Act, 1948, has revealed certain practical difficulties necessitating amendment in certain respects. An amendment is also necessary to give effect to the I.L.O. Conventions Nos. 89 and 90 prohibiting employment of women and young persons during night in factories, which have been ratified by the Government of India.

As regards Minimum Wages Act, 1948, the appropriate Governments were required to fix minimum rates of wages in the employments specified in Part I and Part II of the Schedule to the Act before 31 March 1952, and 31 December 1953 respectively. So far as Central undertakings are concerned, the Central Government fixed the rates in almost all the employment falling within its sphere of action. Implementation could not, however, be effected by 31 March 1952 in some States particularly, many Part B States. It is proposed to have this date extended by an amending legislation so as to make valid wages fixed after 31 March 1952. In regard to employment specified in Part II of the Schedule, i.e. agriculture, State Governments are taking action, though progress has been rather slow.

The question of having a Central legislation to regulate the conditions of work and service of employees in shops and commercial establishments is also under consideration. The proposals which are ready, are proposed to be discussed at the next meeting of the Standing Labour Committee.

Coal Mines Provident Fund and Bonus Schemes.— The Coal Mines Provident Fund and Bonus Schemes under the Coal Mines Provident Fund and Bonus Scheme Act, 1948, continued to function very satisfactorily. Upto the end of December 1952 a sum of 30 million rupees had been contributed to the Fund by employers and employees in equal proportions. The total number of members in the Fund is about 600,000 and upto 31 December 1952, 6,712 employees had been paid off their deposits on retirement, resignation, etc., the total amounts so paid amounting to 452,936 rupees.

Dock Workers (Regulation of Employment) Act, 1948.— A scheme called the Madras Dock Workers (Regulation of Employment) Scheme, 1952, was framed for the Port of Madras. It applies at present only to certain categories of stevedore workers and contains provisions inter alia for registration of workers and employers, payment of guaranteed minimum wages, attendance allowance and disappointment money to casual workers. The scheme will be administered by a Dock Labour Board which is being set up.

A Dock Labour Board for Calcutta port was also constituted for the administration of the Calcutta Dock Workers (Regulation of Employment) Scheme, 1951.

Employees' State Insurance Scheme.- The scheme was introduced in Delhi and Kanpur areas with effect from 24 February 1952. It is intended to gradually extend it to other industrial centres in the country, but the programme originally drawn up for a phased implementation has not been adhered to, mainly due to want of an agreement with the medical associations concerned regarding rate of fees to be paid to panel doctors. Also certain State Governments have stressed financial difficulties which stand in the way of their making full contributions expected from them.

Labour Welfare: a) Coal Mines.- The budget of the Coal Mines Labour Welfare Fund for the year 1952-53 provided for 7,018,300 rupees under the General Welfare Account and 1,981,700 rupees under Housing Account. As in the past, health measures and provision for medical care and treatment accounted for the larger share of the expenditure from the General Welfare Account. One of the major sanitary measures, carried out during the year, was ~~was~~ the anti-malaria operations in the Bihar and Bengal coalfields costing approximately 700,000 rupees.

To render assistance to disabled miners, it was decided to start a rehabilitation centre at the premises of the Central Hospital, Dhanbad.

b) Mica Mines.- The budget of the Mica Mines Labour Welfare Fund provided for an expenditure of 775,000 rupees for Bihar, 400,000 rupees for Madras, 137,000 rupees for Rajasthan and 2,000 rupees for Ajmer.

Sanction was obtained during the year for the construction of hospitals and maternity and child welfare centres in mica mining areas.

One of the notable events during the year was the detailed survey into health hazards in the mica mining industry conducted by Dr. Heimann and Dr. Samuel Moskowitz, members of the Industrial Hygiene Unit.

c) Plantation labour.- Under the Plantations Labour Act, provision of housing and medical facilities for workers is the direct responsibility of employers. Though the provisions have not yet been enforced, many employers are providing these facilities in advance of such enforcement and the Labour Ministry assists them in procuring materials such as iron, steel and cement.

The report mentions that under an agreement entered into with the I.L.O., a Japanese Expert has been invited to organise vocational training for plantation workers so as to enable them to utilise their spare time profitably and supplement the family income.

The slump in tea prices has led to closure, towards the close of the year under review, of a number of gardens causing considerable unemployment in certain areas. Producers have also laid off some workers. The State Governments concerned are providing as far as possible, employment to affected workers and taking



other steps to mitigate the hardship caused to them. The Ministry of Commerce and Industry appointed an official team in May 1952, to investigate into the condition of the industry consequent on the fall in tea prices and to recommend measures of relief. The team inter alia recommended conversion of food concessions enjoyed by workers into cash benefits and postponement of the implementation of the Plantation Labour Act for a period of about two years so far as the tea industry is concerned. A meeting of the Industrial Committees on Plantation was held at Calcutta on the 19 and 20 December 1952, to consider the question of closure of ~~the~~ tea gardens and the recommendations of the Official Team concerning labour. No decision was taken by the Committee on any of the Team's recommendations but it suggested the appointment of a Commission to investigate into the cost structure of the industry. This suggestion is under consideration. Action is, however, being taken in the meantime, on the immediate problems facing the industry.

Labour welfare funds.- During the period under review, State Governments were requested to adopt a scheme for constituting labour welfare funds in Central Government undertakings to suit the local conditions and to issue instructions to all employers' organisations and industrial undertakings in their jurisdiction to constitute labour welfare funds on voluntary basis where these did not exist.

Other steps taken by the Central Government in the sphere of labour welfare included the compilation of an All-India working class cost of living index number with 1944 as base and the formation of a Central pool of labour officers consisting of 100 welfare officials in the Central Government undertakings.

Industrial housing.- Four hundred houses for workers in the railway collieries were completed during the year. More than 120 houses were completed, and 540 were under construction, in various coalfields under the subsidy scheme. Under this scheme the Coal Mines Labour Welfare Fund would pay 20 per cent of the cost of construction of houses, subject to the maximum of 600 rupees to those colliery owners who constructed houses according to the plans and specifications prescribed by the Fund. To speed up construction, an enhanced subsidy of 25 per cent of the cost of construction ~~subject~~ subject to a maximum of 750 rupees per house was announced in the case of applications for construction of houses received upto 1 December 1952. The question of introducing a similar subsidy scheme for the construction of houses in the mica fields of Bihar and Madras was also under consideration.

Industrial Relations.- The steady improvement in industrial relations continued during the period 1952-53. There was a welcome fall in the number of industrial disputes and the number of mandays lost, as the following ~~table~~ table shows:-

	No. of disputes	Man-days lost
From 1 November to 31 October 1952..	980	3,456,871
From 1 November to 31 October 1951..	1,001	3,494,119

An important development during the period was the serious consideration given to revision of the industrial relations policy of the Government. A questionnaire was issued to ascertain public opinion on the form the new legislation relating to labour relations and trade unions should take. The replies received were discussed at a Tripartite Labour Conference in October, 1952, at Naini Tal and further at a sub-committee of the Conference consisting of representatives of the Central ~~Government~~ Organisations of workers and employers. The matter has also been considered at a Conference of Labour Ministers of State Governments early in February 1953. A bill embodying the proposals emerging from these Conferences and Committees will be introduced shortly in Parliament.

Agricultural labour.- Field work connected with agricultural labour enquiry was completed during the year 1951-52. During the year under review viz., 1952-53, the data collected during the course of the field enquiry was being statistically analysed and processed.

Progress in the fixation of minimum wages in agriculture was rather slow. Rates of minimum wages in agricultural employments have been fixed in Bihar for Patna district only, and the State Government is now carrying on survey in the districts of Gaya and Shahabad. The Government of Uttar Pradesh has fixed rates of minimum wages for employees in organised farms of 50 acres or over in 12 districts. Minimum Wages have been fixed for the whole State by the Governments of Punjab, Ajmer, Bilaspur, Coorg, Delhi, Himachal Pradesh, Kutch and PEPSU. In Vindhya Pradesh, rates of minimum wages have been fixed for one district only.

Inspection: a) Mines.- The year under review was significant to the Mines Department, which assumed responsibility for the administration of the new Mines Act, 1952, with a jurisdiction ~~extended~~ covering the whole of India except the State of Jammu and Kashmir.

The States of Mysore and Hyderabad, which for the first time came within the field of activity of the Department, presented problems peculiar to themselves. In Mysore, where some of the deepest mines in the world

were being worked, frequent rockbursts occurred and steps were initiated to obtain the services of two mining experts from Canada to advise on methods to be followed for eliminating rockbursts. As a result of inspections and measures taken the accident rate in Hyderabad collieries where it was high, registered a marked decline towards the later half of the year. In order that about 50,000 women employed in open cast mines might not be thrown out of employment, open cast mines were exempted from the prohibition imposed by the Mines Act, 1952, in regard to the employment of women between the hours of 6 A.M. and 7 P.M. Employment of women at other times on the surface and in open cast mines, and at all times underground, continued to be prohibited.

A special sub-committee of the Coal Mines Labour Welfare Fund Advisory Committee was constituted to examine the question of imparting primary education to the children of coal miners.

b) Factories.— The Industrial Hygiene Surveys, which were started in 1951, are still in progress. The organisation is being assisted by an Industrial Hygiene Unit from the United States of America.

Employment and training.— A committee composed of representatives of employers, workers and the Central and State Governments, was set up during the year to enquire into the whole question of the future of the resettlement and employment organisation.

As against a budget grant of 10.026 million rupees for the financial year 1952-53, a sum of 9.711 million rupees has been budgeted for the financial year 1953-54. of / This includes a provision of 1,00,000 rupees for a new scheme of "Training within Industry".

Employment exchanges.— Five more employment exchanges were opened during the year, bringing the total number functioning to 151.

The number of persons who sought employment assistance during 1952 was 1,476,699, as against 1,375,351 during 1951. Of these 357,828 were placed during the year as against 416,858 in 1951. The increase in registrations and fall in placements was due to slump in the business and industrial sector. Of the number employed, 17,088 were displaced persons, 8,598 were retrenched Government employees and 49,044 scheduled caste applicants. The number of vacancies notified to Exchanges fell from 486,534 in 1951 to 429,551 in 1952. The percentage of vacancies notified by private employers to the total was 54.2. On an average 77,750 applicants were submitted to employers for selection every month and 6,023 employers used the services of the exchanges. The total number of applicants seeking employment through the employment exchanges at the end of December 1952 was 437,571.

Training schemes.- As regards training, at the end of December 1952, 6,192 persons were undergoing training in technical trades and 1,807 in vocational trades under the Adult Civilians Training Scheme. In addition 2,433 displaced persons were undergoing institutional training (2,024 in technical and 409 in vocational trades) under the training scheme for displaced persons. Further 695 displaced persons were receiving training as apprentices on production work in 206 industrial undertakings in Uttar Pradesh and West Bengal. The total number of trainees who were undergoing training at the end of December 1952 was 11,127, including 426 women. During the year 8,503 trainees passed tests of whom 6,955 were in technical trades and 1,548 in vocational trades.

In addition to the training of craftsmen, a Central Training Institute for Instructors has been organised at Koni-Bilaspur in Madhya Pradesh to train instructional and supervisory staff. This is the only institute of its kind in Asia, where instructors and supervisors deputed by Government Departments as well as private industrial establishments are given training. Private individuals not sponsored by any organisation are also admitted to the course. The period of training is about six months. During the year 207 persons completed training at this institute bringing the total number of persons trained to 874. The tenth batch consisting of 118 instructor supervisor trainees was undergoing training at the end of ~~the~~ December 1952.

Technical Assistance.- The Report mentions the assistance received from I.L.O. under the Expanded Co-operative Technical Assistance scheme of the U.N. and Specialised Agencies. During the year the International Labour Organisation made available to India the services of experts in the fields of productivity, vocational training for plantation workers and ~~social~~ social security.

The Ministry of Labour also obtained technical assistance from the U.S.A. under the Point Four Programme. Training facilities for ten officials were made available in U.S.A. under this scheme and three more are expected to proceed shortly to the U.S.A. for training. Training facilities from Australia and the United Kingdom were also obtained for twelve candidates under the Commonwealth Technical Co-operation Scheme (Colombo Plan), three under the United Nations Social Welfare Fellowships and Scholarships Programme and six under the I.L.O. Fellowships Programme. Eight more officers have also been offered training facilities in Australia and the U.K. under the Colombo Plan and they are expected to proceed abroad shortly. Five officers were also sent abroad to take part in the I.L.O. Institute on Employment Service, Apprenticeship Training and Vocational Training.

National and International Labour Conferences.-

The twelfth session of the Indian Labour Conference was held during the year, to consider the future policy on Industrial Relations. The other important meetings held during 1952-53 included the tenth session of the Labour Ministers Conference, the fourth session of the Industrial Committee on Plantations, to consider the recommendations of the Official Team on Tea Industry, a special session of the Standing Plantations Committee to consider retrenchment and slump in tea gardens in Assam and West Bengal, the fourth session of the Industrial Committee on Coal mining to discuss the recommendations of the Working Party on coal industry, and the fourth meeting of the Joint Consultative Board of Industry and Labour to consider the chapter on labour in the final report of the Planning Commission and norms for bonus.

The report states that the Government of India continued to participate actively in the work of the I.L.O., though in pursuance ~~of the~~ of the economy drive, the size of delegations was kept at a minimum.

(The Report of the work of Ministry of Labour, during 1951-52 was reviewed at pp.50-57 of the report of this Office for March 1952).

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Government of India's Labour Policy: Debate in Parliament: Demand for Grants passed.

The Parliament of India adopted on 20 March 1953, the demand for grants for the Ministry of Labour for the ~~current~~ year 1953-54, totalling 43, 614,000 rupees.

Employment situation: Mr. Shastri's criticism.-  
Mr. Hariharnath Shastri (Congress), General Secretary of the I.N.T.U.C., who initiated the debate pointed out that the labour situation in the country today was not far from anxious and that the Labour Ministry had not succeeded in tackling the situation. The employment position in the country was disquieting and there was a serious crisis in the tea industry where on the one hand wages, which were already low, had gone down by more than 25 per cent and on the other hand more than 60,000 persons had been thrown out of employment.

Almost a similar situation, Mr. Shastri continued, obtained in the jute industry. In spite of the emphatic denial by the Bihar Government, he would assert that during the last six months no less than 10,000 workers, on a moderate estimate, had been thrown out of employment in that industry. The situation in the coal industry was also not very satisfactory. "My grievance is that the policy of the Labour Ministry and the Government of India as a whole in tackling the labour problem is, to express in mild terms, weak-kneed", Mr. Shastri said.

He also pointed out that the Conciliation Machinery, both at the Central level and in some States, was not getting abreast with time. A serious ~~crisis~~ crisis was growing in the coal industry where a long-standing demand for adjudication had been denied. In some States elementary justice was denied on the simple plea that the reference of disputes to adjudication was against the policy of the Government. "I for one and the organisation to which I belong", he said "stand for collective bargaining as the ideal condition to regulate conditions of work in industry. But at the same time at a moment when we are passing through planned economic development and when the bargaining power of workers is at its lowest level, unfettered policy of collective bargaining is extremely detrimental to the interests of workers and, if ~~persisted~~ persisted in, it will jeopardise the development of the country". He appealed to the Labour Minister to ponder over this situation "before it is too late".

Mr. T.B. Vittal Rao (Communist) made a strong plea for the improvement of conditions of mine-workers. In the Singarani Colliery, where it was said the workers got the highest wages of all collieries, the total wages paid to a worker was 12 rupees a week; in Raniganj the weekly wage was 10 rupees 14 annas and in Madhya Pradesh mines it was 8 rupees. In Madhya Pradesh especially the conditions of mine workers were "most inhuman". It was extremely difficult to foster trade unionism among them in view of "police intervention and harassment".

Mr. Rao also pleaded for the extension of the Employees' State Insurance Act to all places.

Mr. P.C. Bose (Congress) said that the suggestions of the I.L.O. regarding methods of increasing the productive capacity of workers, including the trade apprenticeship, vocational training and increased mechanisation of industries, should be given serious consideration.

Mr. L. Elayaperumal (Congress) pleaded for a better deal to agricultural workers. In some regions in Madras State a male labourer received one Madras measure of paddy per day while a woman worker got three-fourths of a measure. In some other places the male labourer's wage was six to eight annas a day. There were villages where women were forced to work without any wages. If a labourer should refuse to send his wife for free work, he ran the risk of being thrown out of work, which was nothing but forced labour.

Mr. Frank Anthony (Independent) said that workers at the Kolar gold fields were held "in economic thralldom" and unless the Centre intervened effectively and immediately to do something for them communism would sweep the fields. During a recent visit he had asked the Mining Board to treat the subordinate staff even with a reasonable degree of fairplay but the reaction of the board was one of ~~the~~ resentment. What obtained there was "feudal exploitation and a form of medieval structure of economy".

Mr. Anthony said that, for example, there was no age limit for subordinate employees working in the fields. He had seen persons of 70 or 75 years of age still working. An employee with 40 or 45 years of service could get a provident fund of only 4,000 to 5,000 rupees.

Mr. Giri's reply to debate.- Replying to the debate, Mr. V.V. Giri, Labour Minister, said that the Government was considering the Labour Relations Bill and trying to see whether it could not put forward legislation which would be generally acceptable. He had promised to bring it forward during the Budget session but if for any reason he was unable to introduce it in this session, he would do so in the July session.

Most of his friends, tried trade union leaders on all sides of the House, had felt that he might perhaps not be going forward in the right way in regard to the question of conciliation versus adjudication. "I must submit that in my view there is not much difference between them and myself", said Mr. Giri. "I have always felt, and I am sure every one of my friends opposite will agree with me, that in the nature of industrial disputes settlement between the parties across the table will be more permanent and ~~far more~~ far more abiding than imposition of a decision by a third party. I wish adjudication would be ~~not~~ out of the picture completely, but I realize that is not possible on account of the various circumstances that exist. I want that spirit to exist in the minds of trade unionists and employers, that we should lead a country towards establishing the principle of settlement of disputes through a joint standing machinery at the level of industry, through conciliation boards and through voluntary arbitration, and if that is not possible, then alone through adjudication. But I do not rule out adjudication at all, I can assure you". He had always held as a trade unionist for 33 years that strikes and lock-outs should be the last resort for settling disputes. He would say that adjudication also should be the last resort.

He would also like to tell the workers that while the laws were there to help them, unless workers' organisations were strong, there was no salvation for them. Even as a Minister he would continue to be a trade union propagandist and stress the need for strengthening workers' organisation. He welcomed, in this connection, the proposal for the amalgamation of the two railway workers' Unions, A.I.R.F. and the I.N.R.W.F. (vide page 3 of this report). Healthy trade unions which did not tie themselves to political parties, should come into existence. Penal provisions against the adoption of unfair labour practices and also for ensuring that properly-constituted trade unions were recognised by employers were engaging the attention of the Government.

As a tangible proof that the Labour Ministry did not discriminate between trade unions with different political labels and ideologies, he pointed to the composition of different tripartite conference and committees "where we have been guided solely by the representative character of the different trade union organisations, this again being determined by the strength of the membership".

Referring to Mr. Anthony's speech on conditions in the Kolar Gold fields, Mr. Giri said the House should remember that it was only on 1 April 1950 that the Central Government assumed statutory control over these and other mines in Part "B" States. These complaints were being looked into and he had directed the Chief Labour ~~Orgn~~ Commissioner to make an inquiry.

(The Hindustan Times, 21 March 1953).

Working of the Factories Act in Madras during ~~XXXX~~ 1951\*.

The following information about the working of the Factories Act, 1948, in Madras during 1951, is taken from the annual report of the Commissioner of Labour and Chief Inspector of Factories for 1951. The Factories Act, 1948, applies to all power factories employing 10 and more persons and non-power factories employing 20 and more persons. In Madras State, the provisions of the Act have been extended to smaller non-power factories also, employing 10 to 20 persons.

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\* Report on the Working of the Factories Act, 1948, in State of Madras for the year 1951: Printed by the Superintendent, Government Press, Madras, 1952, pp. 55, Price 1 rupee 12 annas.



Number of factories and number of workers employed.- There were 10,330 factories at the beginning of the year as against 5,598 factories in 1950. During the year, 2,841 factories were brought on the registers and 835 factories were removed from the purview of the Act. The number of factories at the end of the year was 12,336, of which 11,706 factories were in commission. The number of power factories employing 10 and more persons was 5,083. The number of non-power factories employing 20 and more persons was 2,865. The number of power and non-power factories covered by the notification issued under section 85(1) of the Act was 3,758.

The average daily number of workers employed in 7,934 factories which submitted returns was 417,545 as against 391,457 in the previous year. The increase in the number of workers is due to the increase in the number of factories. Of these, 31,152 workers were employed in 110 Government and local fund factories.

Inspection of factories.- Of the 11,706 factories which were in commission during the year, 5,139 factories were inspected once, 3,096 factories twice, 1,773 factories thrice and 919 factories more than thrice. The total number of inspections made was 19,408 as against 18,429 in the previous year. One thousand four hundred and nine factories were not inspected for the following reasons, since most of these factories were found closed, and due to want of time.

The total number of inspections and visits made by the full-time inspectors was 21,815 as against 21,538 in the previous year.

Health, safety and welfare.- The health of the workers was generally normal. No epidemics were reported from any of the factories during the year. Cleanliness of factory premises and their surroundings was fairly well maintained. Adequate steps were taken wherever necessary, to mitigate dust nuisance in textile mills, rice mills, decorticating factories, tea and coffee curing factories and also to prevent, as far as possible, inhalation of dust by employees working in processes emanating dust. In addition to the welfare facilities reported ~~that~~ last year, sixteen factories provided housing accommodation to workers and three factories provided schools for the benefit of the workers' children. The existing co-operative stores in factories continued to function satisfactorily.

Fences and guards to the dangerous parts of ways, works and working parts of machinery, etc., were provided. The dangers involved in unfenced machinery were explained to managers of factories, wherever necessary and steps were taken to see that the orders issued in this matter were duly complied with.

Wages.- There were slight increases in the earnings of the workers. The cost of living index rose by 8 points in Madras City during the year.

Accidents.- The total number of accidents reported for the year was 6,650 as against 6,423 in the previous year. Of the 6,650 accidents reported, 28 were fatal as against 42 fatal accidents in the previous year. Six thousand six hundred and twenty-two accidents were non-fatal against 6,381 non-fatal accidents in the previous year. The majority of the non-fatal accidents were reported by the railway workshops and textile mills. Workmen's compensation was paid in 129 cases, amounting to 82,921 rupees. The percentage of 6,650 accidents to the total number of workers employed throughout the year in man-days (109,374,026) is 0.00608.

Prosecutions and convictions.- Occupiers and managers of 1,292 factories were prosecuted during the year. Convictions were obtained against 1,154 factories involving 1,159 persons. A sum of 18,205 rupees was imposed as fines ranging from a minimum of 3 rupees to a maximum of 240 rupees. Prosecutions against 99 factories were pending disposal at the end of the year. Seven cases were withdrawn and occupiers of 32 factories were acquitted. Of the 82 pending cases at the end of the 1950 convictions were obtained against 39 factories and a total fine of 798 rupees was imposed. The occupiers of three factories were acquitted.

Strikes.- There were 223 strikes in 1951 as against 81 in 1950. Conciliation by labour department was successful in 88 cases.

Employment of children.- In view of the application of the Factories Act, 1948, to non-power factories, employing ten or more persons and in view of the application of the Madras Shops and Establishments Act to smaller establishments, the employment of children in the establishments covered by the Employment of Children Act, has been effectively checked.

Working of the Madras Maternity Benefit Act.- Of the 11,706 factories in commission during the year, 3,905 factories employed women as against 3,864 factories in the previous year. Four thousand one hundred and sixty-seven claims were made during the year as against 3,723 in the previous year of which 3,851 claims were paid to the women concerned or their nominees. The total amount of benefit paid was 148,862 rupees as against 136,180 rupees in the previous year. Inspections were made by the full-time Inspectors of factories along with ~~xxxx~~ inspections under the Factories Act, 1948, and claims and benefits were checked by them. The managers of 22 factories were prosecuted during the year, and convictions were obtained against 19 factories. Three cases are pending trial. The prosecutions against three factories pending last year (1950) have since been disposed off and convictions were obtained in all the cases.

CHAPTER 6. GENERAL RIGHTS OF WORKERS.

INDIA - MARCH 1953.

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

Madras: Working of the Payment of Wages Act, 1936, for the Year 1951\*.

The provisions of the Payment of Wages Act, 1936, are applicable in Madras State to all factories covered by the Factories Act, 1948, including non-power factories employing between ten and nineteen persons notified under section 85(1) of the Factories Act, 1948. The Act also applies to tramways, omnibus services and plantations in the State.

According to the report of the Commissioner of Labour and Chief Inspector of Factories, Madras, on the working of the Payment of Wages Act in the State for the year 1951, annual return forms were sent to 11,883 factories but only 7,028 factories submitted the returns in time. Four thousand eight hundred and forty-five factories failed to submit the return and 177 factories did not work during the year under review. Therefore, particulars are available only in respect of 59 per cent of the factories covered by the Act. Most of the factories which failed to send the return were brought within the purview of the Act only late in the year.

Wages.— The average number of persons employed during the year in all factories from which returns were received in time was 381,482 and in the other industrial establishments 29,560 comprising of 1,711 in tramways, 22,949 in plantations and 4,900 in omnibus ~~concerns~~ concerns. The total amount of wages paid in these establishments in the year, including deductions was 202,177,455 rupees in factories, 2,002,712 rupees in tramways, 8,124,993 rupees in plantations and 3,046,246 rupees in motor omnibus concerns, amounting to an average earning of 44 rupees, 97 rupees, 27 rupees and 51 rupees per month per worker, respectively. In some cases, wages paid to the workers include the money value of concessions given in kind and benefits given in cash.

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\* Report on the Working of the Payment of Wages Act, 1936, in the State of Madras for the year 1951: Printed by the Superintendent, Government Press, Madras, 1952, pp.23, Price 12 annas.

Inspections.- As usual inspections under this Act were made along with the inspections under the Factories Act. Special visits were also made by Inspectors of Factories in some cases to enquire into complaints of non-payment of wages or illegal deductions from the wages of workers.

Deductions.- Deductions from wages of workers made under section 7 of the Act were all authorised and were in accordance with the provisions of the Act. A sum of 58,313 rupees 3 annas and 10 pies was deducted from the wages of workers as detailed below:-

	Ras. A. P.		
Deductions under fines-----	9,192	4	4
Deductions under breach of contract-----	44,032	2	1
Deductions under damage or loss-----	5,088	13	5
Total	<u>58,313</u>	<u>3</u>	<u>10</u>

Prosecutions.- In all 51 prosecutions were taken mostly for failure to furnish annual returns for 1950 and in other cases for failure to display notices.

66. Strike and Lockout Rights.

India - March 1953.

Uttar Pradesh: Hosiery Industry declared  
a Public Utility Service.

In exercise of the powers conferred under the U.P. Industrial Disputes Act, 1947, and by a notification dated 24 February 1953 the Government of Uttar Pradesh has declared hosiery industry and every undertaking connected with the manufacture or distribution of hosiery to be a public utility service for the purposes of the Act for a period of six months with effect from 1 March 1953.

(Notification No. 1811/TD/XVIII(LA)-  
194(TD)-46, dated 24 February 1953;  
Government Gazette of Uttar Pradesh,  
Part I, dated 28 February 1953, p. 240).

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68. Labour Courts.India - March 1953.Industrial Disputes (Appellate Tribunal)  
(Bombay Amendment) Bill, 1953.

The Government of Bombay published on 17 February 1953 the text of a Bill seeking to amend the Industrial Disputes (Appellate Tribunal) Act 1950 in its application to the State of Bombay.

The Statement of Objects and Reasons appended to the Bill declares that section 20 of the Industrial Disputes (Appellate Tribunal) Act, 1950, provides that any money due from the employer under any award or decision of an Industrial Tribunal may be recovered as arrears of land revenue or as a public demand by the appropriate Government on an application made to it by the person entitled to the money under that Award or decision. There is no provision in the Act for the recovery of money due from any employer under a settlement arrived at in the course of conciliation proceedings. To remedy the defect, it is proposed to insert a new section 20A applying the provisions of section 20 of the Act, to settlements arrived at in conciliation proceedings both under the Industrial Disputes Act, 1947, and the Bombay Industrial Relations Act, 1946.

(The Bombay Government Gazette, Part V,  
17 February 1953, pp. 28-29).

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CHAPTER 8. MANPOWER PROBLEMS.

INDIA - MARCH 1953.

81. Employment Situation.

Employment Exchanges: Working during  
January 1953.

According to the report of the Directorate of Employment Exchanges for January 1953, the number of unemployed persons seeking employment assistance through exchanges at the end of January 1953 was much the same as the number at the end of December 1952. The number of vacancies available to registrants during the month declined. The employment situation continued to be unsatisfactory.

A shortage of engineers, overseers and nurses was reported by a large number of exchanges. Carpenters, fitters, untrained teachers, printing machine operators and compositors were reported to be surplus in many exchanges areas.

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

	January 1953	December 1952
Registrations-----	114,617	126,345
Placings -----	20,878	25,135

Of those registered <sup>8,240</sup> 2,404 were displaced persons, 7,135 ex-Service Personnel and 2,404 discharged Government employees. Registrations during the month showed an overall decline of 12,128. All the regions except Orissa showed a fall in registrations. A comparatively large decline was, however, recorded by the exchanges in Uttar Pradesh (2,249), Bihar (2,158), Hyderabad (1,268), West Bengal (1,204), Madhya Pradesh (1,059) and Madras (975).

Of those placed 1,162 were displaced persons, 1,123 were ex-Service personnel and 746 discharged Government employees. A total of 8,819 were placed with private employers and 11,559 in Central and State Government establishments. There was a fall of 4,757 in the number placed as compared to the preceding month. All the regions except Assam and Hyderabad recorded a decline in placings. Comparatively large decline was however, recorded in Uttar Pradesh (3,002), Madras (535), Bihar (409), Punjab (339) and West Bengal (265).

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 -----	1,706
61 rupees to 100 rupees -----	6,724
30 rupees to 60 rupees -----	11,339
Below 30 rupees -----	609

Vacancies notified and submissions.- The number of vacancies notified by employers during January 1953 was 25,912 as compared to 27,880 during December 1952, that is, a fall of 1,968. Of the vacancies notified 14,765 were by Central and State Government establishments and 11,147 by private employers. There was a rise of 219 in the Government sector and a fall of 2,187 in the private sector as compared to the previous month. There was an increase in vacancies notified in the regions of Bihar (466), Orissa (456), and Assam (303). On the other hand Uttar Pradesh, West Bengal, Madras and Punjab regions recorded a fall of 2,157, 358, 329 and 241 respectively.

The number of persons submitted to employers during January 1953 was 68,369 as against 73,885 during the preceding month.

Employers using exchanges.- The number of employers who used the exchanges during January 1953 was 4,472 as compared to 5,245 during December 1952.

Employment of highly qualified applicants.- A total of 713 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 compared with 837 during the previous month, and 107 were placed in employment as against 98 during the previous month. Although suitable work was found for many appointments branch standard applicants registered with employment exchanges, employment opportunities for this category of applicants were limited. The regional employment officer, Bombay, stated that the appointments branch section of his exchange had a surplus of fresh civil engineers, chemists and chemical engineers. The employment officer, Barrackpore (West Bengal), reported that the appointments branch standard section of his exchange had on its registers a number of licentiates in medicine, while the scope of employment for them of their choice was extremely limited.

Placement of schedule caste or tribal applicants.- A total of 11,696 scheduled caste applicants were registered by the employment exchanges during January 1953 as compared to 13,326 in December 1952. Two thousand eight hundred and eighty-five such applicants were found jobs during the month under report. Of those placed, 938 were in Central Government vacancies, 542 in State Government vacancies and 1,405 in other vacancies.



The number of applicants of this category submitted to employers during the month was 7,744. Two hundred and ninety-five vacancies specifically reserved for scheduled castes were notified to exchanges during January 1953 as against 241 in December 1952. Thirty-nine thousand one hundred and seventy-two such applicants were seeking employment assistance at the end of January 1953, of whom 2,673 were women.

The number of applicants belonging to scheduled tribes registered by the employment exchanges during January 1953 was 1,026 as against 1,217 in December 1952. Two hundred and seventy-one such applicants were placed in employment during the month. The exchanges in the Bihar region alone registered 722 and placed 218 in employment during the month under report. Forty-nine vacancies specifically reserved for this category of applicants were notified during the month. A total of 2,578 such applicants were on the live register of exchanges at the end of January 1953.

Re-employment of surplus or retrenched Government employees.- During the month 14 fresh secondary employment index cards in respect of 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 January 1953 was 300 including 176 ex-commissioned officers of the Defence ~~XXXX~~ services. Of the total, 201 were ex-Class I officers and the remaining 99 ex-Class II officers.

Forty-one 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, professors, plant pathologists, legal remembrancer, arabic interpreter and other technical officers who are in short supply. Sixteen submissions were made against the notified vacancies and non-availability certificates were issued in respect of 26 vacancies. Besides 43 submissions were made against vacancies advertised by the Union Public Service Commission. One applicant from the special register was placed as Director of Agriculture, Tripura, in the scale of 300-20-400 rupees.

A total of 2,404 discharged Central and State Government employees were registered during the month for employment assistance as compared with 2,504 during the previous month. Seven hundred and forty-six persons were placed in employment as compared with 798 during the previous month. Of those found employment 408 were discharged Central Government employees and 338 discharged State Government employees as compared with 542 and 256, respectively, during the previous month. At the end of January 1953 the number of discharged Government employees still requiring employment assistance was 8,604 as against 8,533 at the end of December 1952.

Employment assistance to Anglo-Indian applicants.- During the quarter October-December 1952, 463 Anglo-Indian applicants were registered at the employment exchanges and 82 were placed in employment as against 503 registered and 71 ~~xxxx~~ placed during the previous quarter. Fifty-seven such applicants were placed against vacancies in Central and State Government Departments and 25 in private establishments. Of those placed in employment 35 were women. Placements of Anglo-Indian applicants were comparatively large in Madras (35) and West Bengal (15). At the end of December, 713 such applicants remained on the live registers of exchanges, of whom 230 were women. Eighteen vacancies specifically reserved for Anglo-Indian applicants were notified by Central Government establishments during the quarter.

During the year 1952, 2,062 Anglo-Indian applicants were registered at the employment exchanges and 341 were found jobs. Of those placed in employment ~~xxxxxx~~ 147 were absorbed in Central Government vacancies, 83 in State Government vacancies and 111 with private ~~xxxxxx~~ employers. The exchanges in Madras region alone secured jobs for 151 such applicants, which was the largest number of placings effected by any region during the year under review. Out of 26 vacancies specifically notified for Anglo-Indian applicants during the year 1952, as many as 22 were notified by Central Government Departments.

Employment assistance to women.- There was a fall in placings and a small increase in registrations. A total of 3,893 women applicants were registered during the month for employment assistance as compared with 3,833 during the previous month, and 1,338 placed in employment as against 1,656 during the previous month. The number of women seeking employment assistance at the end of January 1953 was 14,376, as against 15,761 at the end of December 1952. Hyderabad region obtained the largest placings (416) in any region in this category. Madras retained the second place by obtaining 253 placings.

Vacancy and labour clearing.- During the month under report the vacancy clearing machinery was utilised to fill 582 vacancies by obtaining applicants from other exchange areas. Jaipur, Monghyr, Sambalpur, Parel, Poona and Calcutta filled 209, 69, 50, 25, 23 and 23 such vacancies respectively while Muzaffarpur, Sholapur, Howrah and Lansdowne supplied 73, 25, 24 and 22 applicants respectively against vacancies in other areas.

Mobile exchange work.- There was a further fall in both placings and registrations reported by the mobile sections of employment exchanges. The number of placings was 3,138 as compared with 3,984 during December 1952, and the number of registrations 5,378 as compared with 6,977 during the previous month. The Punjab secured the largest number of placings (637) effected by the mobile sections in any region; Uttar Pradesh came next with 623.

Live register.- The number of persons seeking employment assistance through the exchanges on the last day of January 1953 was 434,428 which was 3,143 less than the figure for December 1952. Of those on the live register 1,825 were known to be employed but desired further employment assistance. Out of the total number of the live register 39,592 were displaced persons, 27,305 were ex-Service personnel and 8,604 discharged Government employees, 5,584 were Government and 3,020 State Government employees.

Special investigation: Recruitment of engineers through employment exchanges.- A study was recently made of the employment openings that become available through exchanges to engineer applicants registered with them, specially in regard to vacancies arising in development projects under Government and quasi-government bodies. It revealed that during the 7 months April to October 1952, 254 vacancies for engineers were notified to the employment exchanges all over the country by various Government departments and private employers, of which 102 were filled as below:-

	Vacancies notified	Vacancies filled.
Mechanical and Electrical Engineers..	76	34
Mechanical Engineers.....	57	14
Electrical Engineers.....	42	12
Civil Engineers.....	79	42
	<u>254</u>	<u>102</u>

At the end of October 1952, 90 vacancies for engineers were outstanding as unfilled on the registers of the employment exchanges. Of the vacancies notified, 48 were in connection with the major development projects in the country. The remaining vacancies related to private employment and employment under other government departments.

Although numerically an adequate number of applicants was available on the live registers, employment exchanges reported various reasons as to why all notified vacancies were not filled by exchange registrants. Unattractive salary scales, lack of special qualifications and experience on the part of applicants for some of the vacancies notified, and unwillingness to accept employment in private establishments were some of the causes. It was also stated that some of the better qualified engineer applicants appeared to be already in employment and had registered with the exchanges only to better their prospects. Such applicants were not interested in vacancies below a certain level of emoluments.

At the end of 1952, there were 857 engineers seeking employment assistance: mechanical-cum-electrical engineers 136, mechanical engineers 230, electrical engineers 197, and civil engineers 294.

Employment assistance rendered to disabled personnel during the year 1952.- Suitable job openings for disabled personnel registered with the employment exchanges were few during the year specially in view of the fact that a large number of able-bodied workmen were available for employment. The employment service was able to place in employment as many as 111 such applicants during the year 1952. On an average, 81 disabled persons approached the exchanges for employment assistance every month during the year under review. Of the total number placed, 40 were found employment by the exchanges in the Punjab region, which was the maximum number for any region. According to the exchange registers 309 disabled persons were in need of employment assistance at the end of December 1952, of whom as many as 121 were in the Madras region.

Review of employed persons seeking further employment assistance.- Statistics provided by the employment exchanges showed that since January 1952, there has been a steady increase in the number of employed persons registering themselves with the exchanges for further employment assistance. During the first six months of the year under report there was a slight increase in their number. The number of employed persons at the end of June 1952, was 1,158 as against 862 in January 1952. The figure stood at 1,929 at the end of December 1952. The number of employed persons seeking further employment assistance has not, so far, been very significant when compared to the total number of unemployed persons on live registers. Their percentage to the total number of employment seekers at the end of 1952 was 0.4.

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

Cost of Employment Exchanges: Statement in Parliament.

In reply to a question asked by Mr.S.C. Singhal in the House of the People on 26 March 1953, regarding the number of Employment Exchange Offices which have been started in India and the annual expenses on them, the Minister of Labour stated that their number at the end of January 1953, was 131. The estimated expenditure during 1952-53 was 3,533,000 rupees. He added that the employment exchanges try to balance the supply and demand for manpower in the various parts of the country. Vacancies for which suitable applicants were not locally available were filled by applicants from other exchanges areas. Similarly particulars of qualified persons for whom employment was not locally available were circulated to other exchanges. There was constant flow of information regarding shortages and surpluses of various categories of personnel within each region and between regions.

The cost per head the Government had to spend in seeking employment for a man was 11.6 rupees in 1952-53.

(Press Note dated 26 March 1955, issued by the Press Information Bureau, Government of India).

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83. Vocational Training.India - March 1953.Labour Ministry's Training Schemes: Progress  
during January 1953.

Training of adult civilians.- The number of trainees on the rolls of various training institutes and centres on 31 January 1953, was 7,859. There were 6,094 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, as the end of January 1953, was 2,433, of whom 2,036 were in technical trades including 43 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 forty-six persons were undergoing training as apprentices in industrial undertakings and establishments in West Bengal and Uttar Pradesh against 900 seats sanctioned. They were recruited and posted direct to the undertakings and establishments concerned.

Training of women.- A total of 357 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, Almora and 20 women at industrial training institute, Virajpet (Coorg) were undergoing training alongside the men trainees.

Training of supervisors and instructors.- In the tenth regular session at the Industrial Training Institute for Instructors, Koni-Bilaspur (M.P.) the total number of supervisors and instructors under training on 31 January 1953, was 119.

(Review of work done by the Director-General of Resettlement and Employment during the Month of January 1953, issued by the Ministry of Labour, Government of India).

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Digba, 40 women  
at industrial  
training institute,

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CHAPTER 9. INCOME SECURITY.

INDIA - MARCH 1953.

92. Legislation.

Madras: Silicosis to be declared Occupational Disease.

The Government of Madras has, in exercise of the powers conferred under the Workmen's Compensation Act, 1923, published a proposal to add silicosis in any process involving exposure to silica dust during mining operations underground a mica mine, to the schedule to the Act concerning occupational diseases and the employments concerned.

(G.O.M. No.703 Development dated 14 February, 1953;  
The Fort St. George Gazette, Part I, dated  
23 February 1953, page 261 ).

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94. Application.India - March 1953.Madras: Working of the Workmen's Compensation Act, 1923, for the Year 1951\*.

Number of accidents and compensation paid.- Annual returns on the working of the Workmen's Compensation Act, 1923, were sent to ~~for~~ 18,685 factories and establishments, of which only 9,738 replied. Fifty-nine cases of death, 242 accidents resulting in permanent disablement and 3,659 resulting in temporary disablement were reported in these returns as against 71 cases of death, 189 accidents resulting in permanent disablement and 3,659 in temporary disablement reported during the previous year. The total amount of compensation paid during the year was 88,488 rupees for death, 107,707 rupees 3 annas and 10 pies for permanent disablement and 84,782 rupees 15 annas and 3 pies for temporary disablement, the figures for the previous year being 103,887 rupees 7 annas for death, 81,083 rupees ~~for~~ one anna and five pies for permanent disablement and 74,021 rupees 6 annas and 9 pies for temporary disablement.

The following statement shows the total number of accidents reported and the compensation paid as reported by employers.

(Please see statement on the next page)

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\* Report on the Working of the Workmen's Compensation Act, 1923, for the year 1951: Printed by the Superintendent, Government Press, Madras, 1952: pages 8, Price 4 Annas.



Establishments.	No. employ- ed.	Number resulting in			Compensation paid for		
		Death	Perma- nent dis- able- ment.	Tempo- rary dis- able- ment.	Death	Permanent dis-able- ment.	Tempora- ry dis- ablement
1	2	3	4	5	6	7	8
					Rs.	Rs. A.P.	Rs.A.P.
Factories--A--	395,883	24	192	2,671	32435	75467 0 0	51027 8 5
M--	4,993	-	-	1	-	-	82 0 0
Mines-----A--	48,130	4	1	170	4653	1680 0 0	1666 4 3
M--	710	-	-	-	-	-	-
Framways---A--	1,711	-	-	34	-	-	782 3 9
M--	-	-	-	-	-	-	-
Ports & Docks A--	5,828	3	16	319	6000	8400 7 6	13829 10 2
M--	-	-	-	-	-	-	-
Buildings & Muni- palities. A--	19,874	6	4	12	10810	1004 12 0	166 13 0
M--	2,376	-	-	-	-	-	-
Plantations A-	82,184	1	21	243	4140	12451 14 4	3408 5 8
M-	3,534	-	-	-	-	-	-
Local Boards & Muni- palities. A-	2,080	-	-	-	-	-	-
M-	531	1	-	-	200	-	-
Miscellaneous. A-	34,619	20	8	209	30250	9902 9 0	13817 2 0
M-	1,278	-	-	-	-	-	-
Grand Total- A-	590,339	59	242	3,658	88488	108907 3 10	84697 15 3
M-	13,422	-	-	1	-	-	82 6 0

A - Adults. M - Minors.

Proceedings before Commissioner.- There were 233 cases pending at the commencement of the year under review. Six hundred and seventy-five cases were filled and eight were received from Commissioners of other States for disposal, making a total of 683 cases as against 595 cases filed and transferred during the previous year. Of these 916 cases, 606 were disposed of during the year. One hundred and forty-eight of the 310 pending cases have since been disposed of.

Registration of agreements under section 22.-Forty-three agreements were pending registration at the beginning of the year. Two hundred and forty-nine agreements relating to permanent disablement and 45 relating to temporary disablement were filed during the year. Two hundred and eighty-four agreements were registered during the year and 45 of the 53 pending agreements have since been registered. The total amount of compensation paid in respect of the 233 agreements relating to permanent disablement registered during the year was 128,816 rupees and 15 annas and 6 pies as against 128,342 rupees 4 annas and 5 pies paid in respect of 227 agreements registered during the previous year.

Reference under section 19.- Twenty-three references were received from employers for the Commissioner's opinion as to their liability to pay compensation under the Act. All these references were answered during the year.

Appeals.- There were 27 appeals pending in the High Court of Judicature at Madras at the beginning of the year. Eight appeals were filed during the year. Three appeals were disposed of during the year and 33 appeals were pending at the close of the year.

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*Industrial Safety*

CHAPTER 10. ~~SOCIAL AND INDUSTRIAL MEDICINE.~~

INDIA - MARCH 1953.

*Prevention of Accidents*

101. ~~Conditions Requiring Medical Care.~~

Decrease in Number of Industrial Accidents during  
1951: Statement in Parliament.

On 26 March 1953, in reply to a question in the ~~Parliament~~ House of the People regarding the total number of casualties in industrial accidents during the last two years in India and the number of workers remaining absent from duty due to such accidents, Mr. Abid Ali, Deputy Minister for Labour, said that information available in respect of accidents in factories during 1950 and 1951 in Part A States and the States of Ajmer, Coorg, Delhi and Andaman and Nicobar Islands was as follows:-

	<u>Number of accidents in factories</u>	
	Fatal	Non-fatal
1950-----	496	144,336
1951-----	360	109,974

The figures for 1951 do not include those for West Bengal as they are not yet available.

In the case of non-fatal accidents in which the injured workers returned to work later, the average number of persons absent from duty per day in 1950 was 2,525 in the Part A States (except Bihar and Orissa) and the States of Ajmer, Coorg, Delhi and Andaman and Nicobar Islands. The corresponding figure for 1951 was 2,298 in the Part A States (except West Bengal) and the States of Ajmer, Coorg, Delhi and Andaman and Nicobar Islands.

No information was available regarding loss in production. The time-loss on account of accidents, however, came to 0.11 per cent in 1950 and 0.13 per cent in 1951.

(Press Note dated 26 March 1953, issued by the  
Press Information Bureau, Government of India).

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

INDIA - MARCH 1953.

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

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