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Industrial and Labour Development in November 1952.

Industrial and Labour Development in November 1952.

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CHAPTER 1. INTERNATIONAL LABOUR ORGANISATION.

INDIA - NOVEMBER 1952.

11. Political Situation and Administrative Action.

Tenth Meeting of the Bihar Labour Advisory Board: Decasualisation Scheme to be discussed.

Several important problems including a decasualisation scheme for casual and substitute labour, were discussed at the tenth meeting of the Bihar Central (Standing) Labour Advisory Board, held at Jamshedpur, on 22 and 23 October 1952. The agenda included the following items:-

1) decasualisation scheme for casual and substitute labour; 2) questionnaire on industrial relations issued by the Government of India; 3) subsidised industrial housing scheme of the Government of India; and 4) revision of cost of living index from the base "five years ending 1914" to the base "year 1939". The Bihar Government's notes on the items of decasualisation scheme and revision of base of cost of living index, received in this Office, are summarised below.

Decasualisation scheme for casual and substitute labour. Under the existing system of recruitment there is a large number of labour force who are employed usually in substitute or leave vacancies or as casual labourers. Their chance of employment largely depends on temporary vacancies occurring in major industrial concerns against which they are obliged to make recruitment at the beginning of each shift at the factory or mill gates ~~or~~ from those labourers who congregate there. This system involves waste of manpower and in many places lends itself to bribery, corruption, favouritism and exploitation of necessity.

With a view to obviate or mitigate these hardships inherent in intermittent or casual employment as well as to provide a regular supply of the most efficient and useful workers, ~~the~~ a decasualisation scheme has been started. According to this ~~the~~ scheme, workers and employment opportunities are pooled together. This saves the employers the time required for weeding out inexperienced and unsuitable workers. Further, it ensures equal chance of employment to suitable and experienced workers through an ~~and~~ independent agency. It also enables the surplus labourers from one factory to be suitably distributed and adjusted in the event of demand of other participating establishments where the decasualisation scheme is so managed as to cover more than one factory. This ensures supply of the right man for the right job and employment of experienced men in preference to inexperienced hands and results in increased production.

The Tin Plate Co. of (India) Ltd., Tatanagar, appreciated the merits of this scheme and agreed to

introduce the decasualisation scheme for supply of labour against substitute vacancies. According to this scheme, the average number of vacancies occurring in various sections of the Tin Plate Company were estimated and the different pools were created for the different sections of the Company each departments having one pool for itself. These pools have further been subdivided into different groups according to shifts. The size of the pool depends on the likely number of vacancies in the particular ~~department~~ department. The section of labourers for the pool was originally made by a sub-committee consisting of representatives of the management, labour union, and the department. They were assisted by the representative of the employment exchange who works usually as a coordinating factor. To ensure the quality of workers put in the pool a further check was kept and the department was given a chance to report about the unsuitability of any worker of the pool within three months from the date of the creation of the pool. This was obviously done to weed out unsuitable elements so that the efficiency of the department and production is kept on the highest level. The department's representative is, of course, precluded from questioning the suitability of a particular worker after three months.

In February, 1952 a camp office of the employment exchange, Jamshedpur was opened in the Tin Plate Company in a building provided by the company. An open order card for each department is maintained in this office according to the type of workers. So far 29 pools have been formed for 29 different departments of the company and in all 437 persons are in these pools. The office maintains the details of the various pools constituted. The workers in the pool report at the factory gate shiftwise out of which the department employs an adequate number to meet their demands. At the end of the month a report is received by the employment exchange from each department regarding the number of men employed. The statement also shows the various dates of employment. Besides serving as a proof of placing for the exchange, this report enables the exchange to ensure that the system of rotation has been followed in making employment and no person or group of persons has been given undue preference. In the event of any discrepancy ~~in~~ the matter is taken up with the management and the results secured have been quite satisfactory. Index cards for all the workers enrolled in the pool are maintained in the camp office. These cards are lapsed at the end of the month and are brought back to the live register on the first working day of the following month. In the event of a permanent vacancy occurring in any department the seniormost casual worker is taken in. The exchange representative usually attends at every change of shift.

Cost of living index.- The ~~present~~ present cost of living index numbers has been in use since 1922. Cost of living indices are prepared for the industrial centres of Patna, Muzaffarpur, Monghyr, Jharlia, Jamshedpur, Ranchi and Dehri-on-Sone. The habits of consumption in respect of the various articles with the help of which the cost of living index number were prepared, were ascertained for Patna, Muzaffarpur and Monghyr by tabulation of about 100 family budgets collected un-officially by the Chanakya Society (Economics Department) of the Patna College in 1909-1914, and for Jharlia and Jamshedpur the weights were based on some family budgets collected in 1923. As the base ~~year~~ year had become far too remote and as the pattern of consumption habits had undergone considerable changes during the intervening years, the weights used in the preparation of these index numbers came under severe criticism ~~of~~ by the Bihar Labour Enquiry Committee, 1937-39 presided over by Dr. Rajendra Prasad and ~~by~~ by the Royal Commission on Labour.

The question of re-organisation and improvement in the technique of the preparation of the cost of living index numbers was discussed at a meeting held in December 1950 attended by statistical experts. On a careful examination of possible advantages and utilities as well as the difficulties incidental to the change over to a new series of index numbers, it was decided that the cost of living index numbers for the industrial centres of Monghyr-Jamalpur, Jharlia coalfields, Jamshedpur and Dehri-on-Sone should be re-organised on the basis of the findings of the Bihar Labour Enquiry Committee and a new series of index numbers with 1939 as base should be compiled and published every month by the Labour Commissioner, Bihar, and that fresh family budget surveys should be conducted at the remaining centres, namely, Patna, Muzaffarpur and Ranchi, and the weights derived from these surveys should be projected into the prices prevailing in 1939 in order to have a uniform base for the index numbers at all the seven industrial centres. Although the Labour Bureau of the Government of India compiles cost of living index numbers for Jamshedpur, Jharlia, Dehri-on-Sone and Monghyr-Jamalpur with 1944 as base, on the results of family budgets collected during 1944-45, yet a series based on 1944 was considered to be less useful for practical purposes than a series based on 1939.

Since then family budget surveys had been conducted at Patna, Muzaffarpur and Ranchi by the Patna University. The new series of index number to be published will, in addition to being based on the consumption habits of a more recent period, such as 1939, take into account the purchase of foodgrains both at ration shops and in the open market and ~~more~~ remove some of the other defects of the old series of index numbers, such as the absence of house-rent and miscellaneous items in the computation of the index. The approval of the Board is therefore sought for changing over the base from

"five years ending 1914" to "twelve months ending July 1939" in the preparation of cost of living index numbers for the seven industrial centres in Bihar.

(Proceedings of this meeting are being obtained, and will be reviewed in detail in subsequent reports of this Office).

(Memoranda on the items of the Agenda ~~issued~~ received in this Office.)

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CHAPTER 2. INTERNATIONAL/LABOUR ORGANISATIONS.

INDIA - NOVEMBER 1952.

21. United Nations and Specialised Agencies.

Housing Problem in Asia: U.N. Working Party's
Recommendations.

An Inter-Agency Working Party on Housing and Building Materials was convened at New Delhi from 17 to 21 November 1952 by ECAFE. The session was attended by representatives of the ECAFE, the U.N. Department of Social Affairs, FAO, ILO, UNESCO, WHO, the U.N. Information Centre and by the U.N. Technical Assistance Resident Representative in Delhi. Mr. Saksena of this Office attended the meeting on ~~behalf~~ behalf of the I.L.O. The meeting recommended that more bamboo, secondary wood species and processed forestry wastes like baggase, saw-dust and wood-chips should be used in place of steel and timber in building houses in South-East Asia.

Dr. Lokanathan's address.- Addressing the meeting, Dr P.S. Lokanathan, Executive Secretary of the ECAFE, announced that the U.N. through its Social Commission, had recommended that every assistance possible should be given to Governments in their task of providing housing for people especially in the lower income brackets.

Although most Governments were now fully alive to their responsibility for housing - a responsibility heightened by post-war conditions and by enormous increases in population - nevertheless, Dr Lokanathan declared, all-round scarcities of materials had so handicapped them that they had not been able to do more than just nibble at the problem.

In co-operation with the U.N. Department of Social Affairs, two consultants had been employed by the ECAFE, and a preliminary report based on their travel and study was before the meeting. This revealed that India expected to spend between 70 million rupees to 100 million rupees on the construction of houses, Burma had earmarked 6 per cent of the national revenue for similar projects, and Malaya, Indonesia, Thailand, Ceylon and the Philippines had also sizable housing problems.

Dr Lokanathan declared that the present time was thus favourable for a concerted attack on this most difficult problem. "It is now fairly well agreed", Dr Lokanathan asserted, "that the best and most fruitful approach to the problem of housing is the expansion and fullest utilisation of local sources of building materials".

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Welcoming Dr Ernest Weissmann of the U.N. Department of Social Affairs to the meeting, Dr Lokanathan mentioned a suggestion of Dr Weissmann to explore the possibility of establishing two regional research centres, one for the arid tropic zone and one for the humid tropic zone in the ECAFE region. This and other important questions would be carefully examined by the Working Party.

Dr Lokanathan explained that the proposal to hold the present Working Party, consisting of representatives of ECAFE, WHO, FAO, ILO, UNESCO and the U.N. Department of Social Affairs, had been endorsed by the fourth session of ECAFE's Committee on Industry and Trade. The Working Party would attempt to define programmes and responsibilities in the field of housing and of each of the Agencies represented.

Recommendations. - The Working Party recommended organised and systematic research into the possibility of a greater use of clay, fat limes and hydraulic limes which were not now used as widely in the region as formerly. Two specific schemes for pilot plant operation were recommended to demonstrate the economy of production and use of some of these materials. One was for investigation of the treatment of bamboo and ~~and~~ secondary wood species, and the other for the survey and study of clays suitable for baking bricks, tiles, roofing tiles and hollow bricks.

The Working Party recommended that ways should be explored to economize on the cost and weight of bricks and tiles by the use of hollow clay bricks and that a demonstration of their actual use should be organised to remove prejudice and create confidence. Among methods for reducing the cost of houses, the Working Party examined various methods of aided self-help, simplification of design, provision of low interest credit facilities, and what is known as "time zoning". This implies construction of buildings for a somewhat shorter span of life than is the practice now.

It was recognized that standards of cheap housing should be consistent with basic requirements of hygiene, sanitation and the prevention of disease, including space, sanitation, water supply, bathing facilities, sewage and garbage disposal, ventilation, rest and avoidance of nuisances like smoke and smell. The WHO was asked to study these requirements in relation to the new building materials.

A technical assistance demonstration project on housing for plantation labour is envisaged by ILO.

Each of the specialised agencies represented was urged to develop programmes for 1953 and 1954 on specific problems in the field of housing and building.

The Working Party welcomed the initiative of the UNESCO Science Co-operation Office of South Asia ~~has~~ in organising, with the co-operation of the National Institute of Sciences of India, a symposium on scientific principles and their application in tropical building design and construction. The symposium is scheduled to open on 21 December in Delhi. Participants also ~~learned~~ learnt that the Government of India is also planning an International Exhibition on Housing and Housing Materials in January 1954. A regional seminar on the same subject is to be held at the same time. The Regional Conference of the International Federation for Housing and Town Planning would be held in New Delhi along with the seminar and exhibition.

The Working Party recommended that its next meetings should be held in New Delhi in conjunction with the above events.

(The Statesman, 18 and 22-11-1952).

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25. Wage-Earners' Organisations.

India - November 1952.

Annual Session of Indian National Railway
Workers' Federation, Bhavnagar, 26 and 27
October 1952.

The Fourth annual session of the Indian National Railway Workers' Federation was held at Bhavnagar on 26 and 27 October 1952. Mr. Lal Bhadur Shastri, Central Minister for Railway and Transport, inaugurated the session. The conference, inter alia, adopted resolutions urging the revision of pay-scales and demanding the removal of restrictions on negotiation.

Inaugural address.- Mr. Shastri, in his inaugural address, said that much depended on the railways to work the five-year plan successfully. He expressed the hope that railway workers all over India would realize their added responsibility. Mr. Shastri said it was the duty of the Federation to bring to the notice of the Government the grievances of the workers and the Government was prepared to solve every problem by negotiation. Pointing out the "futility of strikes", Mr. Shastri said that even after strikes, several points at issue were resolved by negotiation. While on the one hand the workers lost their wages, the railway sustained heavy losses, which meant a national loss. Mr. Shastri said he was aware of the difficulties of workers and was trying to understand them. Housing was one of the problems facing the Ministry. There was not enough accommodation and many of the existing buildings were not very comfortable. It was his intention that new quarters should be furnished with water and light. The Government was ~~spend~~ spending a good deal on the construction of quarters and it proposed to spend much more in future.

Speaking of "administrative difficulties", Mr. Shastri said that he was investigating such complaints as delay in the payment of provident fund, difficulties in obtaining leave, etc. It had been suggested that a committee should look into such cases and a start had been made in the Northern Railway. If it proved successful it would be extended to other railways.

Mr. Shastri appealed to the two Federations, which were working on more or less the same lines to merge. Trade Unions, he said, should be strong and should serve both the workers and the Railway.

Resolutions: revision of pay-scales urged.- The Federation in a resolution pointed out that the Central Pay Commission scales were based on the assumption that the prices of commodities would stabilise at 150 points above pre-war level. The prices, however, had abnormally gone up during the five years since the Central Pay Commission made

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its recommendations. Further the present pay structure had to provide a living wage. The resolution urged upon the Government to set up a new pay commission with a view to revise the existing scales on the basis of present level of prices or a level at which the commission may anticipate the prices to be stabilised, keeping rationalisation of the grades and the ceiling and the floor limit from 100 rupees to 1,200 rupees per month for different posts in the railways in keeping with the work and responsibility.

Restrictions on negotiation.- In another resolution the Federation while appreciating the setting up of a permanent negotiating machinery to settle disputes between the railway labour and the administration at all the local, regional and central level, regretted that the negotiating machinery was not properly functioning due to an unhelpful attitude of the administration. It urged the setting up of permanent zonal tribunals to which the disputes, which are not settled at original or head-quarters level, may automatically be referred. The resolution called upon the Railway Board to remove all restrictions so far as representation of individual cases by recognised unions to the railway administration was concerned, at different levels, as these restrictions frustrated the very purpose for which the negotiating machinery was set up.

Housing.- The Federation pointed out that at the present pace of building houses for railwaymen, it would take more than a 100 years to accommodate railway staff in its own quarters. It considered the amount ear-marked for the construction of railway housing as inadequate and suggested that provident fund money lying to the credit of the railway employees might also be used to accelerate construction of houses.

By another resolution the Federation called upon the Government to implement the recommendations of the Gadgil Dearness Allowance Committee (vide pages of this report).

(The Statesman, 28-10-1952;
The Indian Worker, 6-11-1952).

Railway Unions asked to unite: Directive
issued by A.I.R.F.

A meeting of the Working Committee of the All-India Railwaymen's Federation was held at Poona on 2 and 3 November 1952. Mr. J.P. Narain, president of the Federation, presided.

The Working ~~For~~ Committee issued a directive to all its affiliated unions to merge and unite into a single body by 31 December 1952. This decision

was necessitated, it was stated, in view of the regrouping of railways in the country.

Mr. J.P. Narain announced that he had decided to retire from trade union activities as he was devoting all his time in future to work in the villages. He expressed the view that trade unionism in the country was facing a critical time and said that it was necessary to keep party politics away from trade union activities, not only for their own growth but also in the larger interests of labourers.

(The Statesman, 4-11-1952).

Annual Conference of Indian National Mineworkers' Federation, Singhbhum, 22 November 1952.

The second annual conference of the Indian National Mineworkers' Federation was held at Neamandi (Singhbhum) on 22 November 1952. Mr. Michael John, President of the Federation, presided. About 200 delegates from Bihar, Bengal, Madhya Pradesh and Orissa representing coal, iron, mica, and manganese mine workers attended. A delegation of the Miners' International Federation represented by Mr. D. Edwards of United Kingdom, Mr. E. Mattson of Sweden and Mr. N. Dethier of Belgium addressed the convention.

Resolutions.— Mr. Deven Sen, General Secretary of the Federation, presented the main resolution of the Conference dealing with the demands of the mine workers. These related to guaranteed minimum wage for the piece-rated workers, increase in basic wage and dearness allowance, calculation of bonus and provident fund on the basis of basic wage and dearness allowance, paid holidays, etc. The resolution urged the Government to take immediate steps for the realisation of the demands. It directed the mine workers and particularly the unions to carry on ceaseless campaign till the demands were realised.

Other resolutions dealt with creation of a welfare fund for the iron, mica, manganese and other mines on the lines of the one existing in the coal mines; housing problem, in which the Government was urged to enact legislation making it obligatory on the employers to construct houses for their employees; abolition of the contract system and the Gorakhpur labour system, introduction of provident fund scheme in mines where it did not exist and its extension so as to include all categories of workers in a mine; conservation of metallurgical coal, in which the Government was urged to effect conservation in such a way as not to create hardship for the workers by way of retrenchment; protection of the workers' earnings likely to be adversely affected by the introduction of the new Mines Act; introduction of compulsory primary education, removal of

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anomalies in pay scale and discriminatory treatment
in Madhya Pradesh and Railway collieries.

Office bearers.— Mr. Deven Sen, and Mr. Kanti
Mehta were re-elected President and General
Secretary respectively of the Federation for the
ensuing year.

(Amrita Bazar Patrika, 26-11-1952).

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28: Employers' Organisations.

India - November 1952

Steps to stimulate Indian Exports: Commerce Chamber's Suggestions

Positive measures which the Government and the trade should take to stimulate India's exports have been suggested in a memorandum submitted by the Federation of Indian Chambers of Commerce and Industry to the Government of India. The memorandum, published as a brochure, discusses the prospects of such commodities as together total 80 per cent. of the country's export trade. It also covers other items such as invisible exports, engineering goods and cottage industry products.

The Federation's President Mr. S.P. Jain, in a foreword to the brochure says that it has become evident during the past few months that the internal market, while potentially big, has not the requisite capacity to absorb the increased output of goods, thus, the expansion of export trade becomes important not only for effecting vital imports but also for sustaining the programme of industrial development.

The memorandum says the quantity index of India's sea-borne exports for the last four years was 100 for 1948-49, 105 for 1949-50, 110 for 1950-51 and 89 for 1951-52.

Discussing changes in the structure of exports during the four year period (1948-52) the memorandum says the percentage to total exports of food, drink and tobacco has risen from 20.9 in 1948-49 to 22.4 in 1951-52, of raw materials and articles ~~manufactured~~ unmanufactured declined from 23.2 to 19.9 and of articles manufactured has ~~risen~~ risen from 55.5 to 57.0. The percentage share of the first group has not shown a marked change during the last four years because the major share of exports in this class is accounted for by tea, whose exports have been more or less steady excepting in 1951-52 when there was a slight short fall in the overall exports. The raw materials group has shown a steady decline because of the decreasing exports of raw material such as oilseeds, hides and skins and raw cotton. There has been a gradual increase in the exports of manufactured articles. The fall in the value of exports of cotton piece-goods in 1951-52 was more than neutralized by the rise in the value of exports of jute manufactures.

Jute exports. - Examining some of the important items of exports the Federation points out that it has to be noted that India does not have a monopoly in the manufacture of jute goods as is commonly supposed. More than 40 per cent. of the jute mill industry is ~~xxx~~ located outside India. The mills situated in the Continent are able to offer competition to jute goods of Indian origin. They do not have to contend with heavy export duties and this more than neutralizes the disadvantage constituted by the freight rates incurred on the transport of the raw material from distant Pakistan. The imposition by Pakistan of a discriminatory licensing fee of two and half rupees per maund on raw jute exports to India with effect from July last also gives an indirect advantage to foreign mills. In addition to this discriminatory licensing fee, the higher export duty of rupees three and annas twelve per maund on kutchha baled raw jute as compared to three rupees per maund on pucca baled jute also makes Pakistan jute relatively dearer to Indian buyers.

The Continental mills have also another advantage over Indian mills inasmuch as their equipment is modern as compared to the Indian mills. Schemes for modernization of Indian mills have been under consideration but the process of installation of new machinery is bound to be slow. The Continental manufacturers have a price advantage of 140 rupees to 145 rupees per ton over Indian manufactures. The question of maintaining the competitive capacity of Indian jute industry must therefore be always under constant consideration of the Government and industry. The question of maintaining the export duty at the present level both on hessian and sacking should also be considered in the light of these factors.

Tea. - As in the case of jute manufactures, the prosperity of the tea industry also depends to a very large extent on foreign demand. Tea production has been rising in the last 15 years, and it touched a high level of 624 million lbs in 1951 as compared to 569 million lbs in 1948 and 452 million lbs in 1938. However, the percentage share of tea to total exports has declined slightly.

The element of competition from other sources and selective buying by consumers of quality tea are the two most important factors which Indian exporters of tea will have to contend with in marketing ~~ix~~ Indian tea in foreign countries. As regards competition from other sources it is pointed out that India, Pakistan and Ceylon do not have monopolistic hold on the world market as they used to have during the war period when they enjoyed a guaranteed market.

Cotton piece-goods.- It was only during the war years that India emerged as large exporter of cotton textiles. The textile export policy in the past was not always framed on long-term considerations and was characterized by sharp changes depending on the conflicting needs to earn more foreign exchange and conserving supplies for the internal market. The present free licensing does not stand in the way of increased exports, but it cannot be regarded as a suitable long-term policy. It is desirable that an over-all quota of 800 to 1,000 million yards be fixed and positive steps taken to ensure that the allotted quota is exported. A scheme should be drawn up under which the given quota is allotted to the established shippers and the mills, and a periodical review made as to the actual exports made. Sudden reversal in policy should always be avoided as sharp fluctuations in policy often lead to bitterness and loss of goodwill in the foreign markets.

Hides and skins.- The loss in foreign exchange earnings on account of stoppage of exports of raw hides and skins is likely to be more than offset by larger exports of processed goods. In fact, exports of tanned hides and skins have increased slightly during the last few years and are likely to show further increase in future years.

Of late, there have been some complaints against adulteration of tanned hides. There has been some evidence of the lowering of the standards of East India tanned kips which have all along enjoyed a high reputation in foreign markets. Attempts must be made to stop the deterioration in the standard of products and it is desirable that quality control over exports should be introduced as early as possible.

Spices.- The Federation says that the customs authorities at Cochin who are in charge of export licensing to soft currency areas, as well as prima facie ~~scrutiny~~ scrutiny of exchange control forms ~~also~~ follow a dilatory procedure for passing of the shipment papers, as a result of which shipment is delayed. Administrative difficulties in the passing of papers in licensing as well as exchange control should be removed so as not to hamper export trade.

Sugar prices.- The prices of sugarcane has been fixed for the season 1952-53 at ~~Rs~~ 15 rupees per maund. This would bring down the price of new season's sugar. It is felt that even after this reduction and the refund of excise duty of

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rupees three and annas twelve per cwt., the price of new season's sugar would not be in line with the prices prevailing in other exporting countries. If Indian prices can be made competitive with prices offered by the United Kingdom, there would appear to be a scope for export of Indian sugar to Egypt, Persia, Iraq, Ceylon, Japan, and Hongkong. Pakistan can be the best market for Indian sugar, but it does not seem ~~inclined~~ inclined to import Indian sugar at present.

The Federation concludes that quality control is necessary to maintain the reputation of Indian products abroad. Any scheme of quality control must set before itself the objective of satisfying the buyer.

(The Statesman,
17 November 1952)

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29. International Co-operation.

India - November 1952.

More U.S. Aid for India: Agreement signed.

On 3 November 1952, the United States Government signed an agreement with the Government of India providing for a further sum of \$38.35 million (about 183.3 million rupees) as aid for India's economic development for the year ending 30 June 1953. This allocation is out of a total of \$45.4 million (about 217 million rupees) of the U.S. contribution for the year under the Indo-U.S. Technical Co-operation Agreement. The remaining \$7.05 million are earmarked for training programmes and some specific projects.

The agreement was signed on behalf of the U.S. Government by Mr. Chester Bowles, the U.S. Ambassador in India, and Mr. Clifford H. Willson, the U.S. Director of Technical Co-operation in India. Mr. Chintaman Deshmukh, Finance Minister, and Mr. S.N. Haksar, Joint Secretary, Ministry of External Affairs, signed on behalf of the Government of India.

(The Statesman, 4-11-1952).

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53. Full Employment Policy.

India - November 1952.

Twenty Tea Gardens in Assam and West Bengal
Close down: Government Studying Situation.

On 26 November 1952, Mr. K.P. Tripathi, a Congress Member from Assam, asked whether a large number of tea gardens in Assam and West Bengal, mostly owned by Indians, would close down by the end of December. In asking for this information Mr. Tripathi had also inquired whether the reason was the combined effect of a slump in tea prices and the contraction of credit facilities normally extended by banks.

Answering Mr. Tripathi's question in the affirmative, the Minister of Commerce and Industry, Mr. T.T. Krishnamachari, disclosed that some tea gardens had already closed down in Assam and West Bengal, but ~~some~~ South India was so far unaffected.

He mentioned the following figures of gardens which had suspended business: Cachar 14, rest of Assam 2, Tripura 2, West Bengal 2. His estimate of the number of labourers affected was 15,000.

In reply to another part of Mr. Tripathi's main question Mr. Krishnamachari disclosed that the Reserve Bank was now being consulted over the possibility of arranging adequate banking finance for next year's production.

On behalf of the tea gardens in Assam alone, it had been represented that their requirements would be as high ~~as~~ / been made yet in respect of West Bengal and South India.

Admitting that the Government was "very much exercised" over the fortunes of the tea industry, Mr. Krishnamachari stated that a senior officer of his Ministry was in Calcutta for consultations with tea interests. This officer would also have discussions with the Reserve Bank. While the Government could not anticipate future developments, he was prepared to assure ~~the House~~ the House that the Government was doing its best.

(The Statesman, 27-11-1952).

45 million rupees. no security had

34. Economic Planning, Control and Development.

India - November 1952.

Slump in Tea Industry: Raja Ram Committee's
Recommendations.

A survey of the ~~present~~ present position of the tea industry in India and measures to improve its prospects are outlined in the report by an official team under the chairmanship of Mr. Rajaram Rao, submitted to the Government of India recently. The report says that even after making allowance for the anticipated increased consumption in the United Kingdom, following derationing, there will still be more tea than is required in the next few years. This ~~factor~~ factor which was bound to depress prices, could only be remedied by stimulating consumption through propaganda, capturing new markets and by production of quality leaves. This was the only way of obtaining remunerative prices.

The report makes no fewer than 50 recommendations after considering in some detail the reasons for the slump in the tea industry, which in addition to sharing the post-Korean recession in prices with other commodities, suffered additional handicaps. Discontinuance of the bulk purchase of tea by the United Kingdom, increase in interest rates in London which kept down financial outlays, lack of demand ~~of~~ for medium quality teas and over-production at home were among the suggested causes. In the opinion of the Committee, two main causes operate, one temporary and the other long-term. The temporary cause is the current glut of medium quality and cheap teas of which the United Kingdom holds about 140 million pounds. The steady increase in production in all tea-growing countries and the consequent gap between supply and demand is mentioned as the long-term cause.

The report makes a number of recommendations of which the following are the more important:-

- (1) Deferred payment of excise duty;
- (2) Relaxation of the rule requiring advance payment of ~~the~~ income-tax;
- (3) Improved rail facilities for the transport of coal and other essential stores to tea gardens;
- (4) Provision of financial relief to tea estates;
- (5) Postponement of the Plantations Labour Act;
- (6) Continued supply of foodgrains to tea labour at concessional rates and also to their dependents.

Committee
Team No specific recommendation has been made by the *Team* to modify the existing fiscal levies although

this question has also been examined at length in its report.

Cost of production.- Among other things, the report agrees with the industry's demand that the cost of production has to be lowered. The industry claim that the principal item in the cost of production is the wage bill. As a result of the implementation of the Minimum Wages Act, minimum wages have been introduced in all the tea producing States. The industry complains that its cost of production has thereby risen. Labour costs, according to management, provide the most fruitful field for economy. These suggestions, naturally, are strongly opposed by labour whose representatives have suggested economy in other directions. The Committee says that these require much detailed ~~examination in other directions~~ scrutiny by the industry itself, but it is doubtful whether a reduction in management and other expenses would be sufficient by itself to bridge the gap between the cost of production and present selling prices.

In the face of the rival points of view, the report observes that as minimum wages had now been introduced in all tea growing States, it is not practicable to suspend the operation of the Minimum Wages Act. The representatives of the industry also appear to concede the fact that minimum wages had come to stay; they, however, pointed out that they would like minimum wages fixed under the awards to be lowered. They also wanted the anomalies that had arisen to be removed. The Committee holds the view that minimum wages were fixed by State Governments. The Central Government could not interfere with their decisions. It also pointed out that if the industry wanted the minimum wages to be lowered it should approach through the machinery provided for this purpose in the Minimum Wages Act. In the long-term interests of labour itself, the report opines that wages and other amenities must be such that the industry can afford to pay. Alternatively, some of the gardens must close, causing an all-round loss.

Food concession to workers.- Regarding the ~~demand~~ demand for the conversion of the foodgrain concession into a cash payment, the report recognizes the difficulties confronting tea producers. The Committee recommends that the Government should supply rationed foodstuffs at convenient centres or depots and the tea gardens should only be required to retail them through their shops. The gardens should continue to bear the expenses of transporting the foodstuffs from the centres or depots to their ration shops.

The legal responsibility for distribution of foodstuffs to the workers should continue to rest on the tea gardens. An additional cash wage, representing the difference between the price paid by the workers at present for their foodstuffs and the

price they will have to pay for the rationed foodstuffs at controlled rates, should be paid to them. The industry's original suggestion of conversion at a particular rate was open to the criticism that labour would have to bear the burden of any rise in the prices of foodstuffs.

The Committee agrees with the industry that it is not proper to make it responsible for feeding at concessional rates people not connected with the industry.

Other recommendations.- Other ~~important~~ important recommendations are that the implementation of the Plantations Labour Act should be postponed so far as the tea industry was concerned.

Government's action on the report.- The Government of India has given careful considerations to the recommendations of the Committee and had approved them generally, according to a pressnote issued on 18 November 1952.

Government had already initiated action to meet the wishes of the industry with regard to the payment of excise duty. It is proposed to institute an arrangement under which it will not be necessary for the duty to be paid at the time tea leaves the factory but within a week of the end of the month to which the clearances relate. Action has already been taken to relax the provisions of Section 18(A) of the Indian Income Tax Act in favour of tea gardens and instructions to this effect have been issued to the income-tax authorities. Government has also decided to provide as many wagons as possible for the carriage of coal to tea gardens by the all-rail route, subject to the movement of traffic allotted a higher priority than tea.

The provision of credit facilities for tea gardens to enable them to tide over their present difficulties is being given ~~more~~ urgent consideration by the Government of India, which has received a special representation on this subject from the Government of Assam. It will be Government's endeavour to ensure that adequate banking finance is available to the industry for next year's production.

The question of the supply of foodgrains to the tea garden labour at concessional rates and also to their dependents, the problem of surplus labour on tea gardens, exemption from some of the provisions of the Factory Act relating to working hours, postponement of the enforcement of the Plantations Labour Act, are all matters which the tripartite conference being convened by the Ministry of Labour towards the middle of December will consider.

As regards fiscal-levies, the Government of India has noted the reluctance of the ~~team~~ ^{to Committee} to include in its recommendations any modification of fiscal duties. This is because there is no means of ensuring that the benefit of any such relief would accrue principally to the producer and not result merely in providing additional profits to the middleman, the packer or the blender. It is the producer of the poorer quality tea who has suffered most from the slump in prices and stands in need of relief. To give him some direct and immediate relief, the Government of India has decided to exempt from excise duty forthwith all tea covered by the term "tea waste"; such waste comprises "fluff", "sweepings" and red stalk or stalky tea, some of which is capable of use for human consumption. At present it is only such tea waste as is either destroyed, used as manure, exported or used for the manufacture of caffeine that is eligible for exemption from duty. Teas which will qualify for exemption from excise duty as a result of this decision are estimated at about 18 million lbs. The exemption will be effective for the present up to the end of the current financial year. Its continuance thereafter will be subject to review in the light of the then prevailing market conditions.

(The Statesman, 20-11-1952;
Capital, Vol. CXXIX-3234, dated
20 November 1952, page 661).

Amalgamation of Steel Firms: Bill introduced
in Parliament.

Mr. T.T. Krishnamachari, Minister for Commerce and Industry, Government of India, introduced in the House of the People on 14 November 1952, the Iron and Steel Companies Amalgamation Bill, 1952, to make special provision, in the interests of the general public and the Union, for the amalgamation of certain steel firms.

The Statement of Objects and Reasons, appended to the Bill, declares that the Tariff Board and the Tariff Commission had recommended on successive occasions that in the larger interests of the steel industry in India, the Indian Iron and Steel Co. Ltd., should be amalgamated with the Steel Corporation of Bengal Ltd., as such amalgamation would eliminate duplication and waste and ultimately tend to reduce production costs. In view of the serious shortage of steel in India for essential nation-building activities, it has also become imperative that the schemes approved by Government for the expansion of the steel production capacity of these Companies should be given effect to without further delay and that necessary financial and other

resources should be made available to them. Effective action in this behalf is possible only after the amalgamation of the Companies. In view of the urgency of the matter, and the desirability of avoiding any speculation in the market, it was decided that an Ordinance should be promulgated for securing this amalgamation. The Government of India accordingly promulgated the Iron and Steel Companies Amalgamation Ordinance, 1952, on 29 October 1952 (vide pp.31-32 of the report of this Office for October 1952).

The present Bill is intended to replace the Ordinance.

(The Gazette of India, Part II, Section 2,
22 November 1952, pp. 553-558).

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36. Wages.

India - November 1952.

Introduction of Minimum Wages Act in States:
Government not to extend Time Limit.

On 6 November 1952, in reply to a question in Parliament, Mr. V.V. Giri, Labour Minister, stated that the Government of India did not propose to extend the time limit for the introduction of the Minimum Wages Act in the States. Some of the State Governments, Mr. Giri said, had already implemented it, and the intention of the Government, as well as the Planning Commission, was to have the Act ~~immediately~~ implemented throughout India.

Replying to another question, Mr. Giri said that the field work connected with the agricultural labour inquiry had already been completed and the findings at all the four stages would be published soon. In all about 104,000 rural families were surveyed. These included 81,000 agricultural families. The findings would be examined in consultation with the State Governments and necessary action taken.

The ~~next~~ Minister indicated that legislation relating to agricultural labour might be introduced and representatives of peasant organisations consulted.

(The Statesman, 7-11-1952).

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37. Salaries.

India - November 1952.

Fifty Per Cent of Dearness Allowance to be Merged with Pay: Gadgil Committee's Recommendations.

The Advisory Committee appointed by the Government of India under the chairmanship of Mr. N. V. Gadgil, to consider the question of incorporation of dearness allowance with basic pay of Central Government employees (vide page 25 of the report of this Office for July 1952), has recommended merger with pay of 50 per cent of the dearness allowance at present given to Central Government servants, upto a salary level of 750 rupees per mensem. The recommendations of the Committee apply to all civilian personnel under the Central Government, approximately 50 million rupees; the number of beneficiaries are nearly 1.52 million.

*and if accepted,
with cost to the Government*

Present scheme. - The present scheme of pay and dearness allowance applicable to Central Government servants is based largely on the recommendations of the Central Pay Commission. The Commission had recommended a minimum basic rate of pay of 30 rupees per month for a cost of living index of 185-200, taking the pre-war base of August 1939, as 100, and this formed the basis on which the salary levels for the higher grades were fixed. In addition, it had recommended the grant of dearness allowance when the cost of living index stood substantially higher than 185-200. The new rates of basic pay had provided for a considerable measure of improvement over the earlier rates of pay. In the lower pay groups, for a rise of 85 to 100 per cent of the cost of living, an increase of about 160-170 per cent in the minimum basic pay had been allowed.

In regard to the question of an increase in dearness allowance, consequent on the rise in the cost of living, the Pay Commission had recommended specific rates of dearness allowance up to the level of 305 points, on the basis of an increase of 5 rupees in the lowest pay range for a rise of every 20 points in the cost of living index. It had also recommended that similar progressive increases should be given for further rises in the cost of living.

In considering the question afresh the Gadgil Committee points out that the pay of a Government employee, as distinct from dearness allowance forms a stable part of his emoluments and is not ordinarily reduced. In determining the portion of dearness allowance that should be treated as pay, therefore, the Committee thought it necessary to exercise a certain measure of caution and decided to be guided by the consideration as regards the level below which the cost-of-living index was not likely to fall, noting particularly that the total quantum of emoluments would not be affected. The Committee

considered the question very carefully in consultation with economists and was being of the opinion that in the foreseeable future the cost of living index is not likely to fall below the range of 265-285, taking the pre-war index to be 100, has made its recommendations on this basis. For the index figure of 265, the Pay Commission's formula had allowed Government employees in the lowest pay group a dearness allowance of 20 rupees; this amount remaining unchanged until the cost of living index went above the index of the next slab, i.e. 285. The Committee, therefore, considers that for employees in this pay group, a sum of 20 rupees, which represents 50 per cent of the present dearness allowance of 40 rupees per month should be treated as pay.

As regards the higher pay groups, the Committee would have ordinarily been inclined to suggest a diminishing percentage. But it has found that the dearness allowance at present given in the higher pay groups already bears a diminishing percentage to the pay and that, although employees in the lowest pay group were given increases in dearness allowance in the past, those in the higher pay groups either received no increases at all or, up to certain pay limits, only a proportionately small measure of increase. Taking these factors into account, the Committee has recommended that the same percentage as is applied in the lowest pay group should also be applied to employees in the higher pay groups up to a pay of 750 rupees per month, viz., the 50 per cent of the dearness allowance at present drawn might be treated as pay.

The Committee's recommendation will have the effect of increasing the element of minimum pay in the lowest pay group by about 67 per cent, and in the case of Class III employees, by nearly 45 per cent.

The Committee has further suggested that the ad hoc increases in dearness allowance given by the Government in 1949 and 1951, to employees in the lower pay groups, should not be reduced until the all-India cost of living index reaches the figure of 305.

Pointing out that the scales of pay cannot be altered by merely adding the approved percentage of dearness allowance to the minima and maxima of such scales, the Committee states that ~~such a revision~~ in fact, if the approved percentage of dearness allowance were to be merged in the pay scales, a radical recasting of the entire existing structure of pay and dearness allowance would be necessary. From the wording of the term of reference, it is clear that it is not the intention of the Government that such revision should be undertaken. But the object in view would be fully achieved in a simple manner by keeping the present basic pay and dearness allowance separate, but indicating what portion of the latter should be treated as pay.

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The Committee has proposed that the approved percentage of dearness allowance should be treated as pay for purposes of retirement ~~benefits~~ benefits, travelling allowance, compensatory allowance, house rent allowance, and recovery of rent from Government employees in occupation of Government quarters. As regards retirement benefits, besides increased contributions to provident fund, the recommendations will result in increased pensions and gratuities. ~~This~~ Since the most important effect of its recommendation would be to allow a higher measure of pension, the Committee considers that the cases of those who may be retiring within three years and who, under the normal pension rules, would not get the full benefit of the recommendation, require sympathetic consideration. Accordingly, it has recommended that the "average emoluments" should first be calculated under the normal pension rules (excluding, for the purpose of such calculation, the element of dearness allowance that is treated as pay), and after determining the dearness allowance in respect of an amount of ~~an~~ pay equal to the "average emolument" and taking 50 per cent thereof as representing the portion ~~of~~ to be treated as pay, half of such portion should be taken for addition to the average emoluments for those retiring within one ~~year~~ year from the date from which the recommendations are given effect to, and the whole of such portion should be taken into account for addition to the average emoluments for those retiring in the second or third year after the date from which the recommendations are given effect to.

Preparation of cost of living index.— The Committee has emphasised the need for the preparation and publication by a competent authority of a broad-based all-India cost of living index on an up-to-date basis.

Government to take decision shortly.— On 12 November 1952, Mr. Mahabir Tyagi, Minister for Revenue and Expenditure, stated in Parliament that the Government decisions on the recommendations of the Committee would be announced shortly. Mr. Tyagi made it clear no revision of the scales of pay of Government servants would be called for as a result of the acceptance of the Committee's recommendations.

(The Hindustan Times, 13-11-1952).

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38. Housing.

India - November 1952.

Construction of Workers Houses in U.P.: Centre Grants Seven Million Rupees .

The Government of India has sanctioned a sum of 7,182,000 rupees to the Uttar Pradesh Government under the subsidized industrial housing scheme. The amount will be utilised by the State Government for constructing 2,660 one-room tenements for industrial workers. 2,100 tenements are to be constructed at Kanpur at a cost of 5,670 rupees while 560 tenements in Lucknow are estimated to cost 1,512,000 rupees.

The Government of India will pay 50 per cent of the subsidy after construction is completed and certified, the balance to be paid on receiving the audited figures of the cost of construction.

The U.P. Government has been asked to give every month a report on the progress of construction. The tenements are to be allotted mainly to industrial workers covered by the Factories Act of 1948, but may also be allotted to such State Government employees as are covered by ~~corporations~~ corporations and companies falling under the Employees Provident Fund Act of 1952.

(The Hindustan Times, 26-11-1952).

Hyderabad Labour Housing Act, 1952: Assented to by President.

The President of India has given his assent to the Hyderabad Labour Housing Act, 1952, passed by the State Assembly in its last session.

The Act provides for the constitution of a Labour Housing Corporation, for the provision of suitable housing accommodation for employees. The Labour Minister will be the Chairman of the Corporation, which will have as members one woman and three representatives each of employers and employees. The Government will, during the first three years, make an annual grant to the Corporation of a sum equivalent to two-thirds of its administrative expenses. The employees in occupation of the houses built under the scheme will have to pay two and a half per cent of the capital cost of accommodation per annum or ten per cent of their wages, whichever is less.

(The Hindu, 21 November 1952).

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Industrial Housing Scheme in Madhya Bharat:
Centre grants 2.6 Million Rupees.

The Government of India had sanctioned 2,643,936 rupees under the Subsidized Industrial Housing Scheme as subsidy and loan to the Madhyabharat Government. Plans and specifications with certain modifications have been approved for the construction of single-storey one-room tenements at Indore, Gwalior, Ujjain and Ratlam.

The grant given for Indore is 1,300,000 rupees for building 500 tenements, for ~~₹~~ Gwalior 813,936 rupees for 312 tenements, and Ujjain and Ratlam each 265,000 rupees for 100 tenements. These amount have been divided equally as subsidy and loan.

The tenements are to be allotted only to industrial workers coming under the Factories Act 1948. If allotment is made to State Government servants, they must be employed by corporations or companies governed by the Employees' Provident Funds Act, 1952, in addition to the Factories Act 1948.

(The Hindustan Times, 25-11-1952).

Travancore-Cochin: Government's Housing Scheme
published.

The Government of Travancore-Cochin published on 28 October, 1952, a scheme for providing houses and house sites to low income groups in the State including rural agricultural workers, fishermen, municipal conservancy staff and industrial labour. House sites will be made available for the purpose by allotment of suitable Government waste lands, voluntary gifts from landholders, purchase or allotment by co-operative societies, municipalities, industrial concerns and other organisations or individuals, and acquisition wherever necessary.

Agricultural workers:- The scheme for rural agricultural labour, and fishermen will be implemented through co-operative societies; the scheme for municipal staff will be implemented through municipalities and that for industrial labour through industrial concerns. The houses will be constructed in accordance with the type designs approved by the Government.

The expenditure required for the scheme including the cost of acquisition of land and for providing common amenities, will be advanced by the Government, as interest free loans repayable within 25 years on an instalment basis.

Housing Board set up.- For the systematic and expeditious working of the housing scheme, a Housing Board consisting of 13 members has been constituted with the Minister in charge of Colonisation, Settlement and Housing, as chairman. All matters relating to the scheme will be considered by the Board and its

decision will be implemented by the Government through the Joint Registrar of Co-operative Societies for Colonisation, Settlement and Housing who will be the Secretary and Executive Officer of the Board.

The scheme also provides for acquiring house sites through co-operative societies. The value of lands thus acquired will be treated as interest free loans repayable within 25 years on an instalment basis as in the general scheme.

Loans will be granted to competent co-operative societies at 4 per cent interest in aid of house construction for deserving members of the societies under the scheme. However, such loans will be limited to 100,000 rupees per society. ~~the~~

Industrial labour.- As regards industrial labour, the Government will advance 50 per cent of the cost or 750 rupees per house, whichever is less, for the construction of houses, the remaining portion being contributed by employers. The houses would have to be built on the basis of the estimates and designs approved by Government and under its general supervision.

(Travancore-Cochin Gazette No.43,
dated 28 October 1952, pp. 1-12).

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

INDIA - November 1952

41: Agriculture

National Conference on Agricultural Infor-
mation, Lucknow, 17-19 November 1952

A National Conference on Agricultural Information, sponsored by the Indian Council of Agricultural Research, was held at Lucknow on 17, 18 and 19 November 1952. The Conference which was attended by delegates from the Centre, States, private farmers and representatives of agricultural industries, was inaugurated by Mr. K.M. Munshi, Governor of Uttar Pradesh. Dr. Punjabrao Deshmukh, Union Minister of Agriculture presided.

The Conference took a number of decisions on the organisation financing and programme of agencies for dissemination of information.

It was agreed that at the top there should be an agricultural information committee under the Indian Council of Agricultural Research and similar committees at State, district and village levels. These committees will ensure that scientific information reaches the greatest number of farmers and also ascertain their problems so that it can suggest solutions for them.

The Central Agricultural Information Committee would have 13 official members and three representatives of trade, five of farmers and four others to represent the Press, non-Government scientific workers and professional experts. The Vice-President of the Indian Council of Agricultural Research would be the chairman. The Committee would plan on an all-India basis, prepare and publish materials and organize national campaigns, etc. A standing committee consisting of official members only with power to co-opt would function at headquarters on behalf of the larger committee which would meet two months before the beginning of each crop season.

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The State Committees would have the Development Commissioner in each State as chairman and would be more or less constituted on similar lines. They would ascertain the requirements of the State as a whole and arrange for dissemination for production of information materials. The district committees would collect information and pass it on to the State committees and act as a channel of communication to the tehsil committees which would act in a similar fashion in relation to the organisations above and below them.

The conference approved an annual expenditure of 150,000 rupees on additional staff, 250,000 rupees as operational expenditure and a non-recurring expenditure of 100,000 rupees on equipment.

With regard "to the pooling of material resources", "trade representatives were of the opinion that the Government should be responsible for financing the organisation in terms of administration and the trade had promised in many instances, subject to ratification by their headquarters offices, to contribute substantially to educational propaganda in terms of advertising media with a strong educational bias and would contribute also to the dissemination of information through dealership and agency organisation right down to the village level".

As for allocation of funds to the States, it was felt that the matter should be left to the discretion of Indian Council of Agricultural Research who could invite schemes from State Governments and give a subsidy from funds available on a sliding scale.

(The Statesman,
21 November 1952)

Madras: Tanjore Tenants and Pannaiyals
Protection Bill, 1952

The Government of Madras published on 24 October 1952 the Tanjore Tenants and Pannaiyals Protection Bill, 1952, which seeks to provide for the improvement of agrarian conditions in the district of Tanjore.

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The Statement of Objects and Reasons appended to the Bill declares that on the 23 August 1952, the Government issued Madras Ordinance IV of 1952, ~~the Government~~ (vide pages 17-18 of the report of this Office for August 1952) to ease the strained relations which had arisen in the district of Tanjore between some of the miras/dars (land holders) and their tenants and in certain cases between the mirasdars and their customary farm labourers or pannaiyala. There was also good reason to believe that out of fear of impending land reforms, several mirasdars had refused to renew lease agreements with their usual tenants and had displaced them, either bringing in new tenants or cultivating the land themselves with the help of farm labour. As a result of this, a serious situation had arisen from time to time in the district, gravely affecting the maintenance of law and order.

The Ordinance sought to provide for the reinstatement of cultivating tenants who had been evicted by the landowner either in favour of other tenants or in favour of his own pannaiyals. It gave security of tenure for five years to tenants and devised a machinery for settling disputes. It also provided for machinery for enquiring into the dismissal of farm labourers and for their restoration on just and equitable terms in cases of wrongful dismissal. The Ordinance also fixed the minimum terms which should be enjoyed by tenants in regard to the payment of waram (share tenancy) and lease rents as well as the minimum wages which should be paid to agricultural labour. In these ways, the Ordinance sought to remove those causes of friction which had led to agrarian crimes and disturbances in Tanjore and which might lead to serious deterioration in agricultural production.

Shortly after the issue of the Ordinance, it was found that certain additions by way of explanation and amendment were necessary in order to remove doubts which had arisen in regard to some details, and Madras Ordinance V of 1952 was accordingly issued for that purpose on 5 September 1952.

Doubts having arisen regarding the validity of Ordinance IV and V of 1952, they were repealed and the provisions thereof re-enacted by Madras Ordinance VI of 1952 on the 1 October 1952 (vide pages 43-44 of the report of this Office for October 1952) after the instructions of the President had been obtained in pursuance of the proviso to Article 213, clause (1), of the Constitution. As the Ordinance will cease to

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operate on the expiration of six weeks from the reassembly of the Legislature, the Government has brought forward this Bill to replace the Ordinance by a regular Act of the State Legislature. The Bill reproduces the provisions of Madras Ordinance VI of 1952 with only such consequential changes as are rendered necessary by reason of the replacement of the Ordinance by an Act of the Legislature.

(The Fort St. George Gazette,
Part IV A, Extraordinary,
24 October 1952, pp. 121-129)

42. Co-operation.

India - November 1952.

Madhya Pradesh: Report on the Working of Co-operative Societies for the year ending 30 June ~~1952~~ 1951.

The Government of Madhya Pradesh ~~publish~~ published on 7 November 1952 its review on the working of the co-operative societies in the State. According to the review, co-operative societies of all kinds increased by about 9.6 per cent while the membership showed a rise of approximately 16.3 per cent. Of the 44,000 villages in the State 11,000 were brought within the co-operative fold. Although finances were limited, the Government did not hesitate to render all possible help to co-operative institutions of all types. In the merged States particularly subsidies were given to central banks and agricultural associations; while multi-purpose societies were provided with free services of managers. A loan of 2 million rupees was given to the Madhya Pradesh Co-operative Marketing Society and five co-operative institutes were given a grant-in-aid of 150,000 rupees. The State Government stood guarantee for a loan of 5 million rupees taken by the Madhya Pradesh Co-operative Bank from the Reserve Bank of India to finance central banks in the State.

Considerable progress was made by apex institutions, viz., the Madhya Pradesh Co-operative Bank, which also functioned as a land mortgage bank, the Madhya Pradesh Co-operative Marketing Society and the Provincial Weavers Co-operative Society. The Madhya Pradesh Co-operative Bank advanced loans to the extent of 17.678 million rupees as against 12.643 million ~~rupees~~ rupees during the previous year. The Madhya Pradesh Co-operative Marketing Society undertook distribution of essential and controlled commodities like ~~rice~~ foodgrains, cloth, sugar, agricultural implements and fertilisers in the State, and the various agricultural associations and societies derived much benefit from its activities. Its total sales during 1950-51 amounted to 12.489 million rupees as against 6.082 million rupees in the preceding year. Its working capital increased from 2.659 million rupees to 3.142 million rupees. Due to depression in the yarn and handloom cloth market, the Provincial Weavers Co-operative Society sustained substantial losses in 1949-50. These losses were wiped off during the year under review, and actually some profit was shown. Its working was, however, conducted under Government management. The primary weavers societies affiliated to it increased from 239 to 256.

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The year witnessed the continued expansion in business of central banks. On their assistance and guidance depended largely the success of primary co-operative societies, which were the mainstay of the co-operative movement. These banks granted loans amounting to 20.206 million rupees, resulting in an increase of 34 per cent over advances made in the foregoing year. Individual agriculturists were also financed to the extent of 5.808 million rupees. Twenty-four out of the 41 central banks declared dividends on the profits earned by them.

Agricultural credit societies.- While agricultural credit societies made good progress during the year under review, a large number of small uneconomic units continued to survive. Efforts are being made to amalgamate weaker units with stronger ones and to liquidate those which cannot sustain themselves. As against 7,910 agricultural credit societies there were only 279 non-agricultural credit societies. Industrial co-operatives made little headway.

Tribal welfare.- In the sphere of rural development the main activity of the department was concentration of efforts on the Backward Areas Welfare Scheme to promote the economic, social and cultural life of tribal people. These activities included rehabilitation of Korwas and Bhunhars of the Surguja district, who had hitherto subsisted on shifting cultivation, and propagation of lac on tenants holdings. The Central Provinces States Land Tenancy Order, 1949, conferred right of lac cultivation on tenants. With a view to do away with the pernicious system of shifting cultivation and to provide alternative means of subsistence to these tribal families, suitable blocks of lands were set apart for settled cultivators. For the present 300 Korwas and 600 Bhunhars families have been settled; and each family has been given a loan of 300 rupees for purchase of bullocks, seeds, implements, etc.

Post-war development schemes.- Of the seven post-war development schemes, four were terminated on 31 March 1951. These related to the development of agricultural associations at Amravati, Malkapur and Balaghat; and the women's co-operatives. Financial assistance to the Agricultural Association, Mandla, was continued, as it caters to the needs of aboriginal population in forest areas. In the interests of an important cottage industry in the State, on which a large number of people subsist, the scheme relating to the development of handloom industry through the Provincial Weavers Co-operative Society was continued during the year under review.

Co-operative education.- In the field of co-operative education, the activities, though on a modest scale due to limitations of staff, were quite effective. Training classes for employees and

office-bearers of non-credit societies were held at tahsil and district headquarters; while radio talks and lectures were given on cottage industries and co-operative farming and marketing. To spread the co-operative ideals far and wide publicity and propaganda were carried on at important fairs and exhibitions.

(Resolution No.1476-1334-XXIV dated 30 October 1952, Madhya Pradesh Gazette, Part I, 7 November 1952, pp.942-943).

Punjab: Report on the Working of the
Co-operative Department for the year
ending 30 June 1952.

The Government of the Punjab published on 7 November 1952 its review of the report on the working of the Co-operative Department for the year ending 30 June 1952.

According to the review the co-operative movement in the State has shown a steady progress during the year under report. The total number of societies rose from 13,251 to 14,051. The total membership increased from 692,855 to 759,632. The working capital went up roughly from 114.9 million rupees to 125.2 million rupees. In the overall improvement the contribution of the multi-purpose societies is significant. Their number has risen ~~from 15,550 to 18,236~~ from 287 to 380 with increase in membership from 13,550 to 18,236. The growing confidence of the public in the co-operative enterprise is also noticeable in the progress registered by the Provincial Co-operative Bank, which started its life only two years ago. Its saving deposits account increased to 55,092 rupees. The number of shareholders rose from 1,210 to 1,380. Share capital (paid-up) stood at 161,200 rupees as against 143,300 rupees in the previous year. Similarly fixed deposits increased to 2,264,614 rupees from 1,326,300 rupees. The bank issued loans to the extent of 1,331,967 rupees against recoveries of 640,943 rupees.

Frequent meetings were held between representatives of the Government of Punjab, Pakistan, and Punjab, India, on outstanding issues regarding claims of members of co-operative unions who had migrated due to the partition of the country. As a result, claims of non-Muslims totalling 1,241,645 rupees have been verified. The earlier decision for the release of 600,000 rupees on account of pay, travelling allowance, provident fund deposits and cash securities of the non-Muslims employees of the Punjab Co-operative Union was ratified by the Government of the Punjab, Pakistan. A yet more important achievement was the release by Pakistan of securities amounting to 178,500 rupees belonging to certain Co-operative institutions in the Punjab, India. The Punjab, Pakistan, Government has not,

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however, relaxed its attitude on the issue of division of assets of the Co-operative Institutions in the Joint Punjab. The ~~statement~~ stalemate continues.

Out of 13,071 societies due for audit during the year 13,049 societies were audited including those registered during the year. One thousand two hundred and forty-one societies were re-audited and 14,567 inspections were made. There was no society which has not been inspected in the last two years. The year under report thus showed a marked improvement on the previous year during which as many as 865 societies remained unaudited and as many as 167 societies were not inspected for two years.

The total expenditure incurred by Government on the various activities of the Co-operative Department during the year under report was 1,694,631 rupees as against 1,807,720 rupees in the previous year.

(Supplement to Part II of the Punjab
Government Gazette, 7 November 1952,
pp. 103-104).

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43. Handicrafts.

India - November 1952.

All India Handloom Board constituted.

The Government of India has decided to abolish the Standing Handloom Committee set up in December 1951 and has constituted an All India Handloom Board consisting of 15 members with the Textile Commissioner to the Government of India as chairman. The Director (Yarn and Handloom), office of the Textile Commissioner to the Government of India, Bombay, is the Secretary of the Board.

The Government of India also proposes to create a Handloom Fund, from which grants or loans will be made for financing, in whole or in part, activities necessary for the development and improvement of the handloom industry. Among the purposes or objects for which loans or grants could be made are: (a) ensuring a steady and adequate supply of suitable yarn to the handloom industry, including the holding of stocks where necessary; (b) establishing marketing organisations in the country and abroad; (c) promoting research, improvements in designs, etc., and better techniques of production; (d) training of personnel, arranging for improved equipment, prescribing standards of quality and the establishment of machinery to maintain those standards; and (e) encouraging co-operative effort amongst handloom weavers.

The functions of the Board will be, besides advising Government generally on the problems of the handloom industry, to examine ~~schemes for~~ schemes for improvement and development of handloom industry, and to make recommendations for assistance from the Handloom Fund.

(The Gazette of India, Extraordinary,
Part I, Section 1, 25 October 1952,
pp. 2337-2338).

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All-India Handicrafts Board constituted.

The Government of India by a Resolution dated 15 November 1952 has abolished the All-India Cottage Industries Board set up in January 1952 and has constituted an All-India Handicrafts Board consisting of 21 members with Shrimati Kamala Devi Chattopadhyaya as chairman. Shri B.K. Ghoshal, Officer on Special Duty, Ministry of Commerce and Industry is the member-secretary of the Board.

The functions of the Board will be to advise Government generally on the problems of the handicrafts industry and, in particular, to improve and develop production and promote sales in India and abroad. The Board will also advise Government on grants and loans to State Governments and private organisations and institutions, for financing activities necessary for the development and improvement of handicrafts. Among the purposes for which the grants or loans may be made are: (a) introduction of better technique and improved equipment; (b) prescribing of standards of quality and arrangements for their enforcement; (c) training of personnel; (d) promotion of research; (e) improvements in design and introduction of new patterns; (f) publications on cottage industries products in the form of catalogue, directory, guide books on industries, pictorial posters; (g) procurement and supply of raw-materials for handicrafts and to suggest ways and means of marketing products both in India and abroad; (h) to set up All-India Handicrafts Museums for the purpose of displaying and popularising the goods; and (i) conducting of economic surveys and collection of statistics.

(Ministry of Commerce and Industry
Resolution dated 5 November 1952 and
Notification No.51-Cot.Ind.(1)/52 dated
5 November 1952, the Gazette of India,
Part I, Section 1, dated 8 November 1952,
page 572).

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CHAPTER 5: WORKING CONDITIONS AND
LIVING STANDARDS

INDIA - NOVEMBER 1952.

50: General

Bombay Shops and Establishments (Amendment)
Act, 1952 (XXVIII of 1952): Certain Defects
in the Act removed.

The Bombay Shops and Establishments (Amendment) Bill, 1952 (vide pages 34-35 of the report of this Office for July 1952) as passed by the Bombay Legislature, received the assent of the President on 21 October 1952, and has been gazetted as Bombay Act No. XXVIII of 1952.

The more important features of the amending Act, which removed certain practical difficulties, are: (1) charitable trusts which manage large estates of their own and which have large clerical establishments under them are more clearly brought within the purview of the Act; (2) the employer of a shop or commercial establishment is allowed to substitute the weekly closed day by any other day of the week after a short notice; (3) an employee paid on piece-rate wage has been given the benefit of a paid weekly holiday; (4) provision is made for overtime work not exceeding six hours in any week for employees in theatres or other places of public amusement or entertainment; (5) the power of sanctioning prosecutions vested in the local authority is permitted to be delegated to its standing committee or any other ~~committee~~ committee appointed by it, or if such local authority is a municipal corporation, to its municipal commissioner; (6) the period of limitation of prosecutions is to be counted from the date of the detection of the offence on the lines of the Factories Act, 1948; (7) the circumstances under which it shall be open to an employer to dispense with the services of an employee without giving notice or notice with pay have been defined; and employee's services may be dispensed with by the employer without notice if the employee absents from service without notice ~~or~~ in writing or without sufficient reasons for seven days or more, or if the employee goes on or abets an illegal strike or if the employee ~~causes~~ causes damage to the property of his employer; and (8) proportionate leave for the

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period of service in the year in which an employee is discharged or leaves service is to be allowed to an employee who has been in service for more than a year and worked for at least ninety days in the year in which he is discharged or leaves service. (Under the Act an employee who has worked for not less than 270 days during a year is entitled to take during the subsequent year leave with pay for 14 days.)

(The Bombay Government
Gazette, Part IV, 28
October 1952, pages
124-128)

Madhya Pradesh: Working of the Factory
Inspectorate during the Year 1950

According to the annual report on the administration of the Factories Act, 1948, in Madhya Pradesh for the year ending 31 December 1950*, the new rules framed under the Factories Act, 1948, were given effect to during the whole year, and brought in its train an increase in the work, both of registration and licensing on the basis of the new schedule of fees prescribed under the rules. The factory owners, too, were mostly ignorant of the various changes brought about by the Act and the rules. This has been a handicap throughout the year and a good deal of correspondence and elucidation had to be carried to ensure compliance with the provisions of the Act and rules made thereunder. No amendments to the Act and the rules have been made during the year. Besides the Factories Act the inspectorate continued to administer the following Acts (1) The Payment of Wages Act, 1936; (2) The Cotton Ginning and Pressing Factories Act, 1925; and (3) The Maternity Benefit Act, 1930. The inspectors also continued to act in an advisory capacity to ensure settlement of claims under the Workmen's Compensation Act with

* Government of Madhya Pradesh, Annual Report on the administration of the Factories Act, 1948, in Madhya Pradesh, for the year ending 31 December 1950, Nagpur, Government Printing, Madhya Pradesh, 1952, pp. 49, Price Re. 1/-.

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regard to the compensation payable in respect of accidents in factories. As the definition of "Factories" under the Payment of Wages Act and the Maternity Benefit Act has not yet been amended so as to bring it in conformity with the definition under the Factories Act, 1948, only such of the factories which were previously governed under the Factories Act, 1934, continued to be covered under these two Acts.

Number of factories and workers employed.
 There were 1,557 factories at the beginning of the year, as against 1,313 factories in 1949. During the year, 451 factories were brought on the register and 79 factories were struck off the list. The number of factories at the end of the year was 1,729 of which 1,418 factories actually worked during the year. The number of power factories employing 10 or more workers was 1,411 while the non-power factories employing 20 or more workers were 318. The number of ginning and pressing factories which are of seasonal character was 285. The following table gives the statistics regarding the factories for the years 1946 to 1950:

Year	Number of factories					
	On the register	Working	Cotton ginning and pressing factories	Government and local fund factories	Other factories	
	1	2	3	4	5	6
1946		1,258	887	331	37	850
1947		1,261	938	295	34	904
1948		1,313	1,003	306	43	960
1949		1,557	1,062	290	44	1,018
1950		1,729	1,418	285	41	1,092

The average daily number of workers employed was 100,056 in 1950 as against 96,273 during the previous year. The following table shows the daily average number of workers - men, women, young persons and children - employed during the years 1950 and 1949:

<u>Adults</u>	<u>1950</u>	<u>1949</u>
Men	77,654	73,891
Women	19,510	19,730
Adolescents	2,634	2,407
Children	258	245
Total	100,056	96,273

Inspections.- One thousand six hundred twenty-nine (1,182)* factories were visited during the year out of which 1,357 (797) were inspected once, 162 (287) inspected twice, & 92 (70) thrice and 18 (28) more than three times. Altogether 2,050 (1,724) inspections were made by the four departmental inspectors. Very few (204) inspections were carried out by the District Magistrates and the Sub-Divisional Magistrates who are additional inspectors under the Act. One hundred (9) working factories remained uninspected as most of them were registered at the close of the year. One hundred and ninety-six unregistered factories were also inspected by the inspectors with a view to find out if they come within the ambit of section 2(m) of the Act. Verbal instructions wherever necessary were given with regard to the fencing and guarding of dangerous parts of machinery and other measures.

Registration and licensing of factories.- One thousand four hundred and eighteen (1,062) licences were issued under the Factories Act, & 1948, during the year and 1,062 registration certificates were amended into licenses for the year 1949 besides 285 licences under the Cotton ginning and Pressing Factories Act.

Hours of employment.- The infringement of provisions relating to hours of employment was mostly observed in small factories located in out-of-the-way places where it was difficult for the inspectors to visit them at odd hours. It is observed that the worker himself due to the increased cost of living is willing to overwork because of the financial gain he is likely to make in order to supplement his normal earnings. Such alliance makes the inspector's task still more difficult in catching cases of overtime employment.

* Figures within brackets are for the year 1949.

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Exemption.- Ordnance factories were granted exemptions by the Chief Inspector of Factories under section 65 of the Factories Act, 1948, for exceptional press of work.

Certificate of young persons.- Fifty-eight (534) certificates were issued by the Certifying Surgeons during the year.

Sanitation.- The provisions of the Act regarding sanitation continue to be enforced by the inspectorate and reasonable standards were maintained, which varied according to the class of organisation of the factories. The general conditions of the mill compounds has been improving due to adoption of sanitary methods and better sense of cleanliness. The bidi and lac factories, to which the Act has been recently applied, failed to show much improvement due to lack of space, funds and other facilities as well as lack of sense of cleanliness both by the management and the workers. It will take some time to create sanitary habits and educate them to a better sense of cleanliness before reasonable standards can be attained. Considerable difficulty is being experienced in preventing overcrowding and provision of latrines and urinals due to lack of accommodation and building facilities in populated areas which also preclude the possibility of building sanitary accommodation. The same conditions apply to other small factories in populated municipal areas. The question of sanitation and other facilities to be provided in the textile mills were considered by the Labour Welfare Committee which ~~visited~~ visited all the textile mills in the State and recommended steps to be taken to improve sanitation and provide sanitary facilities to the workers. Its recommendations are being gradually implemented.

Washing and drinking water facilities.- Washing facilities are being provided in all important ~~factories~~ factories but compliance is slow owing to the scarcity of building materials and pipes. In some factories lack of space is an additional problem and sanction from municipalities is also required. The recommendations of the Labour Welfare Committee are being gradually taken up and implemented. Substantial improvement has been noticed in the supply of drinking water. Compliance to the requirement of cooled drinking water as per new rules has yet to be realised in many factories. It is, therefore, noticed that in several first class mills and factories installation of water coolers have been undertaken and the workers are being supplied with refrigerated water during summer.

Ventilation and lighting.- The standards of ventilation prevailing in most of the factories are satisfactory. The provisions under the Act have been mostly complied with and all ill-ventilated work-rooms have become things of the past. The problem of dust-nuisance, specially in ginning factories, potteries and sawmills has yet to be solved.

The ventilation in printing presses has been improved either by providing more ventilating openings or provision of exhaust fans, wherever necessary.

The method of humidification in textile mills continued to be the same as before and no air-conditioning plants were installed in any textile mill. One textile mill has installed an up-to-date air-conditioning plant for its weaving shed. Ventilation in bidi factories, which were housed in buildings already constructed before the commencement of the Act and the rules, was found to be much below the required standard. When attempts were made to enforce the requisite standards in certain bidi factories, the employers gave notices of large-scale retrenchment in their staff for immediate compliance with the provisions with the result that temporary relaxations in respect of these standards had to be made to allow them to carry out extensions without immediate large-scale retrenchments. In case of new factories, for which plans were submitted for approval, necessary guidance to secure compliance with these provisions was given.

The provisions in respect of lighting continued to receive the attention of the inspectorate. In old factories where improvement in natural lighting is not possible without incurring heavy expenditure, the use of artificial lighting had to be resorted to. With the availability of thermal electricity from the State Powerhouses, it is expected that more improvement in this direction will be made possible.

Housing.— Considerable difficulty was experienced in obtaining the building material. Although large-scale improvement was impeded by the non-availability of material, some of the progressive factory owners increased the existing housing facilities attached to their factories with the result that at the end of the year 12,475 workers enjoyed housing facilities as against 12,050 workers, last year. The following table shows the comparative housing facilities provided in the years 1946-1950:—

Year	Number of workers	
	Employed in the factories.	Provided with housing facilities.
1946	101,335	6,639
1947	97,219	9,421
1948	101,646	9,741
1949	96,273	12,050
1950	100,056	12,475

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Creches.- The number of creches remained unchanged during the year. On an average 360 babies are nursed in the 16 creches attached to the various factories. The maintenance in respect of creches attached to these factories showed definite signs of improvement. In most of the creches milk is now being supplied free of cost for feeding the babies. The creches are becoming increasingly popular as the babies are generally being well looked after by the creche staff.

Medical aid.- There were 35 well-equipped dispensaries run by big factories as against 30 in the last year where 729,637 (629,200) cases were reported to have been treated free of cost. Except the textile mills at Minganghat all the other textile mills in the State maintain dispensaries attached to their establishments for the use of the workers and their families. The Associated Cement Company Ltd., Kymore, has built up a spacious new building for the purpose of housing their dispensary with considerable increase in equipment and staff and is regarded as the best factory hospital in the State.

Other welfare measures.- The welfare measures prescribed under the Factories Act were made applicable to textile mills, ordnance factories and some other large industrial undertakings by a notification issued during the year by the State Government. Almost all the textile mills had small canteens in some form or the other prior to the issue of the notification and in order to comply with the requirements prescribed by the Act, they submitted plans for construction of new canteen buildings. Such buildings could not be constructed due to dearth of commodities such as steel, cement, etc., which are generally in short supply and the requirements of factories in this respect has to be forwarded to the Chief Adviser, Factories, for allotment of quota from the Centre. Other welfare measures such as provision of libraries for workers, sound projectors for showing educational films, installation of radio sets for entertainment, etc., which do not form part of the statutory obligation, were voluntarily provided by some of the progressive factory owners.

Accidents.- The total number of accidents reported during the year was 2,093(2,475); of these 65(44) injuries were of serious nature and 13(13) injuries proved fatal. Details of accidents classified according to industries are given below:-

Industry	Number of accidents	Average number of workers	Incidence per mile
Textile (Cotton and Jute).....	840 (908)	28,587 (31,655)	29.3 (28.7)
Cement.....	63 (122)	2,495 (6,467)	25.2 (18.8)
Railways.....	137 (233)	844 (1,336)	162.3 (174.4)
Engineering.....	612 (771)	12,456 (12,091)	49.1 (63.7)
Oil Mills	32 (73)	4,115 (2,900)	7.7 (25.1)
Printing Presses.....	5 (7)	2,460 (2,343)	2.03 (20.8)
Power-houses	100 (95)	1,183 (1,358)	84.5 (60.9)
Gin and Press Factories..	45 (44)	19,715 (19,693)	2.2 (2.2)
Glass factories.....	1 (2)	1,063 (1,083)	0.94 (1.8)
Saw Mills.....	16 (25)	1,934 (2,111)	8.2 (11.8)

Details of accidents for the last three years are given below:-

Year	Fatal	Serious	Minor	Total	Total Number of Workers	Incidence per mile
1948	16	45	2,371	2,432	101,646	23.9
1949	9	44	2,422	2,475	96,273	25.7
1950	13	65	2,015	2,093	100,056	20.0

No report of any other hazardous occurrence or occupational diseases has been received during the year. Safety officers, however, have been appointed in some mills and factories. Inspectors continued to exercise vigilance in respect of maintenance of safety devices.

Leave with wages.- The right of leave with wages has been extended under the Factories Act, 1948, of which the rules were finalised in December 1949. The requisite registers required to be maintained under the prescribed rules were not available, and due to the need and complicated provisions the inspector had to spend considerable time in explaining the rules to the managers and make them conversant with the requirements of law. This has delayed the adoption of the registers and compliance to the leave rules, thereby rendering the leave with wages granted fall short of expectations.

During the year under report, out of 1,003,650 persons that have had employment in factories during the preceding year 72,980 persons actually enjoyed the benefit. 2,424 persons did not avail of the concession granted under the Act. Out of 31,726 workers who were exempted from the provisions of section 52 of the Act, 30,800 received compensatory holidays within three months. It has been noticed in some cases that due to high cost of living, there is a tendency amongst workers to receive wages in lieu of leave benefits earned. Instead

Instead of actually availing of the leave as provided under the Act they with the too willing consent of the employer prefer to get payment of leave wages thereby frustrating the aim and object of the legislation.

Wage level.- There is a general tendency of rise in wages due to increased cost of living and improved standard. Particulars regarding average wages earned by various classes of workers are given below:-

Skilled labour	1950 Rs.	1949 Rs.
Fitters	63	55
Blacksmiths	57	55
Engine drivers	66	69
Carpenters	63	59
Masons	50	48
Fireman	46	48
Spinners	52	33
Weavers	52	45
Dyers	31	29
Oilman	35	38
Turners	63	60
Moulders	68	69
Cutters	100-150	100
Helpers	150	150
Blowers	60	60
Gatherers	45	50
Mochis	37	
Bubblers	25	33
Unskilled labour		
Messengers	31	26
Coolies (Men)	30	29
Collies (Women)	23	26

Prosecutions.- In 79 cases occupiers and managers of 67(52) factories were prosecuted for committing 192(191) offences under the Act. Of these 54 cases involving 130(160) offences were disposed of and all resulted in convictions with fines ranging from 10 rupees to 300 rupees. The remaining 23(25) cases pertaining to 57 offences were pending at the close of the year. Two cases against two factories involving six offences were withdrawn. Out of 25 cases reported pending at the close of the last year 21 cases have been disposed of, 19 cases resulted in conviction and in two cases the accused were acquitted. Four cases are still pending. In the above 75 cases disposed of during the year, total fine realised amounted to 11,540 rupees.

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Workmen's Compensation Act.- The inspectors continued to advise employers and employees in respect of compensation payable to the injured persons during the course of their employment in factories. In most of the cases under their good offices the claims were settled without recourse to the proceedings in the court of law. In certain cases, however, where the advice of the inspectors in respect of compensation payable was not accepted by the employers, the injured persons concerned or the dependants of the deceased workers suffered considerable hardships and the settlement of their claims through courts took a long time. In a few cases the injured persons or dependants of deceased workers were unable to put up their claims before the Commissioner after the inspector's attempts proved abortive due to the illiteracy and lack of legal help to the workers.

Payment of maternity benefit.- The Maternity Benefit Act continued to be applied to factories which came within the category of sections 2(j) and 5(i) of the Factories Act, 1934. The Act is not applicable to factories falling within the ~~purview~~ purview of section 2(m)(ii) of the Factories Act, 1948. The ~~kind~~ bidi and lac factories which fall in this group employ a large number of female workers and are excluded from the scope of the legislation. Most of the concerns continued to give maternity benefit at rates 50 per cent higher than those prescribed. One textile mill, however, is paying full wages for the period of maternity leave prescribed under the Act. In view of the increased cost of ~~living~~ living, the desirability of increasing the present prescribed benefit needs to be considered. The following table gives the details of claims paid under the Act:-

Industry	Average number of women employed	Number of claims	Number of claims actually paid.	Amount paid Rs.
Spinning and Weaving Mills	3,636	438	435	21,584
Jute Mills	207	15	15	358
Glass Works	211	13	13	354
Paints	32	6	6	89
Rubber	20	8	1	19
Engineering	117	5	5	180
Cement and Potteries	790	96	96	4,482
Cold Storages	156	11	2	56
Explosive Works	28	4	4	78
Tea Factory	3	1	1	48
Power Houses	56	3	3	100

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Payment of Wages Act.- This Act applies to factories which fall within the meaning of section 2(j) of the Factories Act, 1934. As a new category of factories have come up within the scope of the Factories Act, 1948, under section 2(m)(ii), the report says, the Act needs to be amended to extend its applicability to the classes of factories covered under the Factories Act, 1948.

A number of complaints were received from workers who were discharged, for payment in lieu of notice. In almost all the cases, there were no specific contracts of employment. Through the intervention of the factory inspectorate some of the claims were settled without recourse to legal proceedings but in other cases ~~where~~ where the employers were reluctant to settle the claims, the employees were advised to seek redress through the prescribed authority under the Act by substantiating their claims.

The total fine realised during the year was ~~21,968~~ 21,968 rupees (17,039 rupees). Expenditure of suitable sums from Fine Fund was sanctioned by the Chief Inspector of Factories on approved welfare activities.

(Annual Report on the Administration of the Factories Act, 1948, in Madhya Pradesh, for the Year ending the 31 December 1950).

Working of the U.P. Shops and Establishments Act, 1947, during 1951.

General.- The U.P. Shops and Commercial Establishments Act, 1947, gained increased popularity amongst the employers and employees of the State in the year 1951, and repeated requests for extending the operation of the Act to the towns where it had not so far been enforced, were received during the year under review, but due to prevailing financial stringency, it was not possible for the State Government to increase the inspection staff and the operation of the Act. The Act was, however, extended to Railway notified areas of Lucknow, Moradabad, and Jhansi, and the inspectors already working in these towns were notified as inspectors for these areas. Since these areas were closely linked with the areas under the jurisdiction of the Act, it was considered essential to remove the anomaly and to secure uniformity in the enforcement of the Act in the same town.

Inspections.- The total number of inspections carried out by 13 wholetime inspectors of the Department was, 39,571 and 344 inspections were made by the Deputy Chief Inspectors of Shops in different parts of the State ~~in~~ bringing the aggregate to 39,915, as against 38,993 in the preceding year.

In addition to these inspections, the Resident Labour Inspectors at Firozabad, Hathras, Saharanpur and the Labour Inspector at Rampur carried out 231, 407, 441 and 663 inspections respectively, thus bringing the aggregate number of ~~inspections~~ inspections to 41,657.

The following table gives the number of inspections made this year since the operation of this Act and the average number of inspections per whole-time inspector.

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Year	Total No. of inspections	Average per Inspector
1948	25,432	1,956
1949	32,548	2,488
1950	36,874	3,044
1951	39,571	3,044

Prosecutions.- The total number of prosecutions launched by the department under the Act during the year under review was 380 as against 622 in the preceding year. The decline in the number of prosecutions is due to the fact that most of the employers have now become law abiding. The number of cases before the courts, during the period of review, was 541, including 161 pending decision at the close of the preceding year. Of these 445 cases were decided, conviction being obtained in 433 cases. A total of 7,931 rupees was imposed as fines, which gave an average of 18 rupees per case. The fines imposed were far from deterrent, as such low fines tended to demoralise the habitual defaulters, who hardly cared for such fines. At the end of the year 96 cases were pending decision.

Complaints.- The total number of complaints received by the Inspectors of the department during the year under review was 1,657 as against 2,109 in the preceding year and 143 cases were brought forward from the preceding year, thus bringing the aggregate to 1,800. Out of these 1,682 complaints were finally disposed off and 118 were under investigation at the close of the year. The majority of the complaints related to wrongful discharge of employees and non-payment of wages.

(Labour Bulletin Monthly issued by the Labour Department, Uttar Pradesh, Vol. XII, No. 2, February 1952, pp. 32-35).

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52. Workers' Welfare and Recreation.

India - November 1952.

Constitution of Welfare Funds in Industrial Undertakings: Government of India's Directive.

The Government of India has requested all State Governments to consider the desirability of issuing instructions to employers' organisations and industrial undertakings in their jurisdiction, to constitute labour welfare funds on a voluntary basis, where they do not at present exist. The scheme devised for the Central Government industrial undertakings had been suggested as a model for the purpose. It may, however, be varied according to local conditions.

Labour welfare is already receiving increased attention and a number of undertakings have now got labour welfare officers. There are also a large number of welfare committees functioning successfully in several ~~max~~ undertakings. With a view to stimulating the development of labour welfare it is proposed by the Central Government that labour welfare funds should be constituted in all industrial undertakings.

It is intended that the welfare fund should be utilised to provide recreation, sports, games, dramas, cinema shows, reading rooms and provision for books, etc., to workmen employed in undertakings including the clerical and other staff attached to it. Amenities such as water supply, tiffin room, rest sheds, canteen facilities, etc., for the provision of which the employer is normally responsible, are not to be financed from this fund.

During the first year, the industrial undertaking may contribute at the rate of one rupee per worker without any stipulation as to contributions from workers. During the second and third years the contribution of the industrial undertaking, which may be made unconditionally, will be ~~ax~~ eight annas per worker per annum plus an amount equivalent to the employees' contribution, subject to a limit of eight annas per worker. During the fourth year, the grant of the industrial undertaking may be ~~ax~~ equal to the employees' contribution or one rupee per worker, whichever is less.

The grant of the industrial undertaking may be paid at the beginning of each financial year and may be based on the average number of workmen employed in the undertaking in the year preceding the one in which the grant is made. In calculating the average number of workmen, all classes thereof whether permanent, temporary or casual, paid monthly, should be taken into consideration.

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The Welfare Fund should be administered by a committee consisting of representatives of employers and workmen engaged in the undertakings. It is suggested that the fund should be utilised to meet only current and not capital expenditure.

(Press Note dated 23 November 1952,
issued by the Press Information Bureau,
Government of India).

Travancore-Cochin: Welfare Officers
(Recruitment and Conditions of Service)
Rules, 1952.

The Government of Travancore-Cochin gaggated on 21 October 1952 the Welfare Officers (Recruitment and Conditions of Service) Rules, 1952, ~~made~~ made in exercise of the powers conferred under the Factories Act, 1948. The rules prescribe, inter alia, the duties, qualifications and conditions of service of welfare officers to be appointed under the rules.

(Notification No. L 3-11703/51/DD dated
15 October 1952, Travancore-Cochin
Government Gazette, No. 42, dated
21 October 1952, Part I, Section IV,
pp. 1-4).

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63. Individual Contracts of Employment.

India - November 1952.

Uttar Pradesh:

U.P. Working of the Industrial Employment (Standing Orders) Act, 1946, during the Year 1951*.

Number of establishments covered by the Act.- At the beginning of the year 1951, the number of industrial establishments covered by the Industrial Employment (Standing Orders) Act was 701, including sugar factories. Out of these, the number of industrial establishments which already had in force certified Standing Orders on 1 January 1951 was 374. This figure excludes 38 sugar factories of the State whose Standing Orders had originally been certified, but which were subsequently exempted from the application of the Act. During the course of the year, Standing Orders for 94 industrial establishments were certified, 66 of which related to glass factories. The number of industrial establishments which had certified standing orders on 31 December 1951, stood at 468. Of these 85 were establishments which employed less than 100 workmen and to which the Act had been extended by the Government.

The estimated number of industrial establishments of U.P. amenable to the Industrial Employment (Standing Orders) Act on 31 December 1951, was 858 inclusive of 67 vacuum pan sugar factories.

In addition to the industrial establishments employing 100 or more workmen to which the Act applied automatically, it continued to be applicable also to the following classes of industrial establishments under notifications issued by the Uttar Pradesh Government from time to time in exercise of the powers conferred under the Act: (a) all member industrial establishments of the Employers' Association of Northern India, Kanpur; (b) all member industrial establishments of the U.P. Oil Millers' Association, Kanpur; (c) all electrical supply undertakings; (d) all water workers; (e) all industrial establishments engaged in the glass industry; and (f) all industrial establishments in the State employing less than 100 workmen, provided the employer concerned voluntarily applied for certification of his Standing Orders.

* Annual Report on the Working of the Industrial Employment (Standing Orders) Act, 1946, in the Uttar Pradesh for the year ending on 31st December 1951 (Roneoed), pp. 7 x 1 x 17 x 6 x 3 x 1.

Modifications to certified standing orders were made in nine cases. The report states that generally speaking, employers were prompted to move for modifications by the following considerations: (i) for removing difficulties experienced in the enforcement of their certified Standing Orders; (ii) for bringing the certified Standing Orders in conformity with the provisions of any law with which certain provisions of the certified Standing Orders came into conflict; and (iii) to bring the certified Standing Orders in line with the Standing Orders certified for some other industrial establishment or establishments which were more favourable than the employer's own Standing Orders.

Appeals.- During the period under review seven appeals were preferred against the orders of the certifying officer, in regard to modifications proposed in certified Standing Orders. All these cases related to the industrial establishments under the managing agency of Messrs. Martin Burn Ltd., Calcutta and both the employers and workmen had preferred appeals and counter-appeals. Thus, there were 14 appeals in all during the year. On these appeals, the State Industrial Tribunal, which was the appellate authority, allowed certain provisions of the draft modified standing orders submitted by the employers to stand, while other modifications made by the certifying officer to bring the draft in conformity with parallel provisions of the model Standing Orders were allowed to stand. In the decision on the appeals of the employers, the State Industrial Tribunal held that "where model Standing Orders have been prescribed, the Standing Orders, so far as is practicable, must be in conformity with such model. This means that if the Standing Orders are not in conformity with the model orders, the Certifying Officer can make such modifications as are necessary to bring the same in conformity with the model Standing Orders and this will not amount to adjudicating upon the reasonableness or otherwise of the ~~Standing~~ Standing Orders."

Prosecutions.- Only one prosecution was launched during the year and a fine of 30 rupees was obtained.

Exemption.- During the year under report, the U.P. Government granted no exemption under the Act except to the 63 vacuum pan sugar factories of the State which continued to follow the standing orders enforced for them under the U.P. Industrial Disputes Act, 1947. The exemption continued to be subject to the condition that the Labour Commissioner could exercise his ~~own~~ powers under the Industrial Employment (Standing Orders) Act to certify such Standing Orders pertaining to a vacuum pan sugar factory as were framed by mutual agreement between employers and the workmen concerned.

Inspection.- The two inspectors, appointed under the Act, inspected 168 industrial establishments during the year. The inspectors found that the employers generally did not pay attention to the enforcement of certified Standing Orders.

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CHAPTER 8. MANPOWER PROBLEMS.

INDIA - NOVEMBER 1952.

81. Employment Situation.

Future of Employment Organisation:
Committee appointed by Government.

The Government of India has set up a Committee with Mr. B. Shiva Rao, M.P. as chairman, to examine the future of the resettlement and employment organisation of the Ministry of Labour.

The committee will consider whether legislation should be introduced making it obligatory for the industry to recruit personnel at least in the larger industrial centres, through employment exchanges. The need for the continuance of the resettlement and employment organisation in the context of the country's economic and social development will be assessed and suggestions made as to its future shape.

The members of the committee are: Mr. Hariraj Swaroop, representative of the All-India Industrial Employers' Organisation on the Central Employment Advisory Committee; Mr. Rattanlal Malaviya, President of the Madhya Pradesh branch of the INTUC; Mr. V.K.R. Menon, Secretary to the Labour Ministry, Mr. C.S. Menon, Joint Secretary to the Finance Ministry; Mr. G.K. Chandiramani, Deputy Educational Adviser; Mr. P.M. Sundaram, Deputy Secretary to the Ministry of Home Affairs; and Mr. O.N. Misra, Labour Commissioner, U.P.; Mr. F.M. Nathaniel, Deputy Director of Employment Exchanges, Ministry of Labour, will act as the Secretary.

Terms of reference.— The terms of reference of the committee are: (1) To inquire into the question of the future of the resettlement and employment organisation and examine whether part of it should be transferred to the State Governments or not; in the former event what degree of superintendence and control should be retained by the Central Government; (2) To assess the results obtained by the employment exchanges and training schemes; (3) To consider on what basis the training schemes should be continued and whether the present system of granting stipends should be abolished or modified; (4) To examine whether there should be further expansion of employment exchanges and training programmes consonant with the increased requirements of the country; (5) To consider whether the Government should make a small levy from the employer and/or the employment-seekers to finance part of the cost of the employment organisation.

Employment Exchanges: Working during
September 1952.

According to the report of the Directorate of Employment Exchanges for September 1952, the quantum of work at employment exchanges during the month was somewhat reduced by the Puja holidays. Fewer people appeared for registration, placings declined and the number of employers who used the exchanges fell. It was encouraging, however, to note that the number of vacancies which were notified to the service increased appreciably over the previous month's figures. It is possible that the next month or two will provide the unemployed with more jobs. There are, unfortunately, no signs of an employment boom such as might have been hoped for with the approach of the cooler post-monsoon weather.

The total number of unemployed registrants declined slightly. State Governments offered a good deal of fresh employment during the month under review but private employers were providing a major proportion of the employment opportunities. The intake into Central and State Government establishments has declined steeply for over a year and by the end of September had reached a point well below the average intake for the last five years.

A shortage of overseers, nurses, typists, fitters, surveyors, diesel engine mechanics, metallurgists and solderers was reported by a number of exchanges. A number of exchanges reported a surplus of matriculates and graduates with little experience, unskilled office workers, electricians, weavers and agricultural graduates.

Registrations and placings.— The following table shows registrations for employment and placings during August and September 1952.

	September 1952	August 1952
Registrations.....	115,671	119,371
Placings	26,949	29,186

Of those registered 6,550 were displaced persons, 6,164 were ex-Service personnel and 2,171 discharged Government employees. Registrations during the month showed an overall decline of 3,700 as compared to previous month. Decrease in registrations was comparatively large in West Bengal (4,613), Punjab (2,166), Madras (1,625), and Bihar (820). An appreciable increase on the other hand, was recorded in Uttar Pradesh (3,866) and Bombay (1,686).

Of those placed 1,102 were displaced persons, 875 were ex-Service personnel and 568 were discharged Government employees. A total of 17,105 was placed with private employers and 9,844 in Central and State Government establishments. There was a decline of 2,237 in placings as compared to the previous month. All the regions except Bombay, Madras and Hyderabad showed a fall. Marked fall in placements was however, recorded in West Bengal (1,315), Uttar Pradesh (602), Orissa (213) and Madhya Pradesh (181). The employment exchanges in Bombay on the other hand showed a small increase of 130.

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	1,788
61 rupees to 100 rupees.....	8,021
30 rupees to 60 rupees.....	15,448
Below 30 rupees	1,692

Vacancies notified and submissions.- The number of vacancies notified by employers during September 1952 was 37,499 as compared to 33,927 during August 1952, that is, a rise of 3,572. Of the vacancies notified 17,241 were by Central and State Government establishments and 20,258 by private employers. There was a rise of 3,138 in the Government and 434 in the private sector as compared to previous month. There was considerable increase in vacancies notified in the regions of Uttar Pradesh, Bombay, Assam and Bihar. On the other hand, West Bengal and Orissa regions showed a decrease of 1,093 and 511 respectively.

The number of persons submitted to employers during September 1952, was 85,361 as against 73,816 during the preceding month.

Employers using exchanges.- The number of employers who used the exchanges during September 1952, was 5,703 as compared to 6,020 during August 1952.

Employment of highly qualified applicants.- There was a small increase in the number of appointments branch standard applicants placed in employment. The number of placings was 95 during September as against 82 during the previous month, and the number of registrations 773 as against 914 during the previous month. The number of persons in this category requiring employment assistance at the end of September was 6,244 - 1,664 in West Bengal and 1,134 in Delhi, Ajmer and Rajasthan. A number of notable placings were obtained during the month.

Placement of scheduled caste and tribal applicants.- The number of scheduled caste applicants registered by the employment exchanges during September 1952 was 12,403 as against 12,784 in August 1952. A total of 4,084 such applicants was placed in employment during the month under report. Among those placed 721 were in Central Government vacancies, 548 in State Government vacancies and 2,815 in other vacancies. The number of scheduled caste applicants submitted to employers during the month was 9,440. A total of 300 vacancies reserved specifically for such applicants was notified to employment exchanges during September 1952. At the end of the month 35,600 scheduled caste applicants remained on the live registers of exchanges, of whom 1,536 were women.

The number of applicants belonging to scheduled tribes registered by the employment exchanges during September 1952 was 1,251 as against 1,480 in August 1952. A total of 586 such applicants was placed in employment during the month. The employment exchanges in Bihar region registered 913 and placed 547 applicants in employment during the month under report. Thirteen vacancies reserved specifically for this category of applicants were notified during the month. A total of 2,182 scheduled tribe applicants was on the live registers of exchanges at the end of September 1952.

Re-employment of surplus or retrenched Government employees.- During the month 11 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 ~~was~~ on the special register on the last day of September was 350 including 200 ex-Commissioned Officers of the Defence Services. Of the total, 234 were ex-Class I Officers and the remaining 116 ex-Class II Officers.

Thirty-two 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 engineers, doctors, journalists and other technical and scientific officers who were in ~~short~~ short supply. Twenty-seven submissions were made against the notified vacancies and non-availability certificates were issued in respect of 18 vacancies. Besides these, 24 submissions were made against vacancies advertised by the Union Public Service Commission. One applicant from the special register was placed as research assistant in the scale of 160-10-330 rupees - Selection grade: 250-10-300-15/450-25/2-500 in the Indian Veterinary Research Institute.

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There was a slight fall in placings in the category of discharged Government employees. The number of placings during the month under review was 568 as against 592 during the month of August, and the number of registrations 2,171 as against 2,140 during the previous month. Of the registrants placed in employment 382 were discharged central government employees and 186 discharged State government employees. Of those registered for employment assistance, 1,470 were ex-Central Government employees and 701 discharged State Government employees.

Employment assistance to women.- As compared with the figure for the previous month, there was an increase of 290 in the number of women placed in employment during the month under review. The placings were 2,227 during the month as against 1,937 during the previous month, while the registrations were 4,704 as compared to 4,362 during the previous month. The largest number of placings obtained by any employment exchange during the month was 372 reported by Jamshedpur in Bihar.

Vacancy and labour clearing.- During the month under report the vacancy clearing machinery was utilised to fill 141 vacancies by obtaining applicants from other exchange areas. Delhi, Calcutta and Ahmedabad filled 20, 18 and 12 such vacancies respectively while Coimbatore and Calcutta supplied 17 and 8 applicants respectively against vacancies in other areas.

A total of 343 fresh vacancies (as compared to 112 in the last month) was received by the central employment co-ordination office, from the regional employment co-ordination offices and employment exchanges which were given all India circulation. In addition, 28 different vacancies in the aerodrome organisation of the civil aviation department, 28 vacancies of mechanics, electricians, fitters, etc., under the Commandant, Central Ordnance Depot, Delhi Cantt., and 30 miscellaneous vacancies requiring all India or limited circulation were dealt with at the central employment co-ordination office. The total number of vacancies under circulation on 30 September 1952 was 1,719.

Mobile exchange work.- The total number of employment-seekers found work by the mobile sections of employment exchanges was 6,226, as against 6,589 during the month of August. The number of persons registered for employment assistance was 11,447, representing a large increase over 7,819 during the previous month. The largest number of placings obtained by the mobile sections in any region was 1,714, reported from Bombay region. Bihar came next with 1,289 placings.

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Live Register.- The number of persons seeking employment assistance through the exchanges on the last day of September 1952, was 407,872, which was 4,229 less than the figure for August 1952. Of those on the live registers 1,484 were known to be employed but desired further employment assistance. Out of the total number on the live register 38,432 were displaced persons, 25,635 were ex-Service personnel and 8,817 discharged Government employees. Among discharged Government employees 5,654 were Central Government and 3,163 State Government employees.

(Report of the work done by the Directorate of Employment Exchanges during the month of September 1952, issued by the Directorate General of Resettlement and Employment, Ministry of Labour, Government of India).

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85. Vocational Training.

India - November 1952.

Labour Ministry's Training Schemes:
Progress during September 1952.

Training of adult civilians.- According to the review of work done by the Directorate of Resettlement and Employment, the number of trainees on the rolls of the various training institutes and centres on 30 September 1952, was 8,592. There were 6,692 trainees in the technical trades and the remaining in the vocational trades. The last date of admission in vocational trades was, as a special case, extended upto 31 October 1952.

Training of displaced persons.- Similarly, the total number of displaced trainees on the rolls, at the end of September 1952, was only 2,593. Of them 2,175 were in technical trades including 63 who were undergoing training in production-cum-professional work. The remaining were undergoing training in vocational trades.

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

Training of women.- A total of 372 women were undergoing training at the end of the month at the four women's training institutes at New Delhi, Dehra Dun and Madras. In addition one woman at Industrial Training Institute, Digha, 40 women at Industrial Training Institute, Almora and 20 women at Industrial Training Institute, Virajpet (Coorg) were undergoing training.

Training of supervisors and instructors.- The total number of supervisors and instructors on roll at the Central Training Institute for Instructors, Koni-Bilaspur was 119 on 30 September 1952.

(Review of work done by the Directorate-
General of Resettlement and Employment
during the month of September 1952, issued
by the Ministry of Labour, Government
of India).

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85. Migration and Colonisation.

India - November 1952.

Ceylon: Indian and Pakistani Residents
(Citizenship) Amendment Bill passed.

On 13 November 1952, the Ceylon House of Representatives passed the Indian and Pakistani Residents (Citizenship) Amendment Bill. The voting was 69 for and 14 against.

Opposition members, except one walked out when the House rejected a motion by the Communist member, Mr. Peter Kenuman, asking the Government not to present India with a fait accompli. He suggested that a standing committee of the House should go into the question and that in the meantime proceedings regarding the Bill should be deferred.

The Prime Minister, Mr. D.S. Senanayake during the course of the debate, said if the Government of India was prepared to take back non-citizen Indians, the Government of Ceylon was prepared to repatriate them.

The Bill was passed by the Ceylon Senate on 27 November 1952.

The Bill amends the Act in three respects, namely to insist ~~on~~ upon the residence of the wife and minor children of an applicant throughout ~~the~~ his qualifying period, condoning temporary absence from Ceylon owing to war emergencies, to enable the widow and dependent children of a deceased male applicant to obtain citizenship ~~on~~ the strength of the original application of the deceased and to authorise the Commissioner for Registration to take into consideration the claims of dependent children who had attained majority since submission of application by their parents on their behalf.

An important feature of the amending Bill is the provision to implement the amendments with ~~retrospective~~ retrospective effect from the date on which the original Act came into force. It also provides for reconsideration of orders already rejecting citizenship application prior to these amendments if the "Commissioner is satisfied that the order of refusal would not have been made if the amendments had actually been in force at the time of making of the order". This provision further adds that the "Commissioner may, on his own motion, or upon applications made to him for the purpose, revoke the order of refusal and take the steps he is authorised by the principal Act to take, whenever there is a prima facie case for allowing an application".

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The Act, is also amended so as not to require proofs of means of livelihood from applicants who are either minor orphans under fourteen years of age or students studying in any educational institutions recognised by the Minister. In respect of the amendment which stipulates continuous residence in Ceylon of wife from the date of the first anniversary of marriage, of every dependent minor child from the date of ~~the date of~~ the first anniversary of birth upto the time of submitting the citizenship application, provision is made to exonerate absence from Ceylon from 1 December 1941, to 31 December 1945, or during any part of that period, "if the Commissioner is satisfied that the wife or child did not reside in Ceylon during that period owing to apprehension of enemy action in or against Ceylon or owing to special difficulties caused by the existence of the State of War".

Indian Prime Minister deploras measure.- Replying to a short notice question in the Indian House of People on 12 November 1952, Mr. Jawaharlal Nehru, Prime Minister, said that recent developments in Ceylon had belied India's hope of good indications of better Indo-Ceylon understanding and the outlook at present was a "depressing one". Mr. Nehru recalled the hope expressed by the Deputy Minister of External Affairs, Mr. A.K. Chanda, while ~~xxx~~ replying to a question on 5 November 1952, that steps would be taken by the Ceylon Government to administer the Act governing citizenship in such a manner as to improve the conditions of nationals of Indian descent and help them acquire franchise rights. "I regret to say", said Mr. Nehru, "that developments since then have belied this hope and the outlook at present is a depressing one. Recently an amending Bill to that Act has been introduced in the Ceylon Parliament. If this is enacted, the effect on persons of Indian descent in Ceylon will be far-reaching. Out of a total of about 700,000 Ceylon citizens of Indian descent the vast majority would be excluded from the franchise". In addition to their being deprived of citizenship rights, he said, they would be subjected, as they were now, to numerous difficulties such as exclusion from social security and insurance schemes. There were difficulties even in regard to drawing of their rations. He hoped that the Ceylon Government would ~~xxx~~ take a broader view of the matter affecting thousands of Ceylon nationals of Indian descent. People of Indian descent in Ceylon, said Mr. Nehru, were not Indian nationals. Most of them were born in Ceylon and they had lived there nearly all or a great portion of their lives. If Ceylon citizenship was denied to them, they would ~~become~~ become stateless. To produce such an extraordinary state of affairs could not surely be the object of any Government.

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The amending Bill before the Ceylon Parliament, Mr. Nehru said, had apparently been occasioned by a judgment of the Privy Council which upheld the decision of the Supreme Court of Ceylon. The question at issue was the interpretation of the term "ordinarily resident" which occurred in the Ceylon Act of 1949.

(The Hindu, 14-11-1952;
The Statesman, 13 and 14-11-1952).

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CHAPTER 9. INCOME SECURITY.

INDIA - NOVEMBER 1952.

92; Legislation.

Mysore Employees' State Insurance Court
Rules, 1952.

The draft Mysore Employees' State Insurance Court Rules, 1952 (vide page 73 of the report of this Office for August 1952) have been approved and gazetted on 23 October 1952. The Rules deal, inter alia, with constitution of courts for the adjudication of disputes and claims under the Act, the conditions of service of judges, procedure, fees and costs.

(Notification No. IS 3442-LW 257-51-13 dated 17 September 1952, the Mysore Gazette, Part IV, Section 2c, dated 23 October 1952, pp. 425-444).

Mysore: Workmen's Compensation Act, 1923,
to be applied to certain categories of
Workers: Draft Notification.

In exercise of the powers conferred under the Workmen's Compensation Act, 1923, the Government of Mysore notified on 23 October 1952 its intention to add the classes of persons employed in the following occupations to the classes of persons specified in Schedule II to the Workmen's Compensation Act, 1923:

- "(i) employed for the purpose of loading or unloading any mechanically propelled vehicle, or in the handling or transport of goods which have been loaded into mechanically propelled vehicles;
- (ii) employed in any occupation ordinarily involving outdoor work by any Municipality or by any District Board".

The amendments will be taken into consideration by the Government after 23 February 1952.

(Under Section 2(3) of the Workmen's Compensation Act, 1923, the State Government may add to Schedule II any class of persons employed in any occupation, which the Government is satisfied is a hazardous occupation and the provisions of the Act shall thereupon apply to such classes of persons).

(Notification No. IS 3930-LW.234-52-6 dated 15 October 1952; the Mysore Gazette, Part IV, 'L' Section 2c, 23 October 1952, page 464).

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Travancore-Cochin Maternity Benefit Act,
1952 (Act XX of 1952).

The Travancore-Cochin Maternity Benefit Bill, 1952 (vide pages 73-74 of the report of this Office for August 1952) as passed by the Travancore-Cochin Legislature received the assent of the President and has been gazetted as Act XX of 1952. The more important provisions of the Act are summarised below.

Scope.- The Act which extends to the whole of the State of Travancore-Cochin is to come into force on such date as the Government may appoint by notification in the gazette.

Definitions.- The term 'factory' means a factory, as defined in the Factories Act, 1948, and the term 'plantation' has been defined to mean any estate which is maintained for the purpose of growing cinchona, rubber, coffee, tea or cardamom, and which is fifty acres or more in extent, or in which fifty or more persons are employed or were employed on any day of the preceding twelve months for that purpose. The term 'worker' in relation to a factory has the same meaning assigned to it by the Factories Act, 1948 and in relation to a plantation, means a person employed in a plantation, directly or through an agency, whether for hire or not, to do any work, skilled or unskilled, manual or clerical, but does not include a person whose total emoluments exceed two hundred ~~rupees~~ rupees per mensem or any member of the managerial staff.

Prohibited period of employment.- After this Act comes into operation, no employer shall knowingly employ a woman in any factory or plantation during the four weeks immediately following the day of her confinement. Every woman in a factory or a plantation is entitled to the payment of maternity benefit at the rate of five rupees and four annas a week for the actual days of her absence during the period immediately preceding her confinement and for the eight weeks immediately following her confinement. A woman will not be entitled to maternity benefit unless she has been employed in the factory or plantation of the employer from whom she claims maternity benefit for at least one hundred and fifty days during the ~~preceding~~ period of twelve months immediately preceding the date on which she gives notice of claim of maternity benefit.

The maximum period for which any woman will be entitled to the payment of maternity benefit is twelve weeks, that is to say, four weeks up to and including the day of her confinement and eight weeks immediately following that day.

Payment of benefit.- Any woman in a factory or plantation entitled to maternity benefit under the provisions of the Act may give notice in writing to her employer stating that her maternity benefit may be

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paid to her or to such other person as she may nominate in this behalf and that she will not work in any employment during the period for which she receives maternity benefit. The employer on receipt of the notice is required to permit such woman to absent herself from the factory or plantation until the expiry of eight weeks after the day of her confinement. The amount of maternity benefit for the period up to and including the day of confinement is to be paid by the employer to the woman within forty-eight hours of the production of proof that the woman has been confined. The amount due for the subsequent period should be paid punctually each week in arrear.

Prohibition of notice of dismissal.- When a woman absents herself from work in accordance with the provisions of the Act, it shall not be lawful for the employer to give to a woman worker notice of dismissal during such absence. No notice of dismissal given without sufficient cause by an employer to a woman within a period of three months before her confinement shall have the effect of depriving her of any maternity benefit to which but for such notice she would be entitled under the Act.

Other provisions of the Act deal with appointment of, and powers and duties of inspectors, penalties for contravention of the provisions of the Act and the Government's power to make rules under the Act.

The Act repeals the Travancore- Maternity Benefit Act (XIX of 1118 Malayalam Era) and the Cochin Maternity Benefit Act (XXVII of 1113 M.E.).

(Travancore-Cochin Gazette, No.42, dated 21 October 1952, Part I, Section III, pp. 1-5).

Travancore-Cochin Workmen's Compensation Rules, 1952.

The draft Travancore-Cochin Workmen's Compensation Rules, 1952 (vide page 80 of the report of this Office for June 1952) have been approved by the Government and gazetted on 21 October 1952. The rules deal, inter alia, with review of half-monthly payments and commutation thereof, deposit of compensation with the Commissioner, reports of accidents, medical examination, the procedure to be followed by the Commissioner in the disposal of cases under the Act, scale of costs and fees payable in respect of proceedings before the Commissioner and maintenance of registers.

(Travancore-Cochin Government Gazette, No.42, dated 21 October 1952, Part I, Section IV, pp. 1-30).

94. Application.

India - November 1952.

Employees' Provident Fund Scheme comes into force.

By a notification dated 31 October 1952 and in exercise of the powers conferred under the Employees' Provident Fund Scheme, 1952 (vide pages 66-67 of the report of this Office for October 1952) the Central Government has appointed 1 November 1952 as the date on which the scheme shall wholly come into operation.

The scheme is estimated to benefit 1.6 million workers employed in 1,600 factories in six industries - cotton textiles, iron and steel, cement, engineering, paper and cigarettes. The total number of industrial workers in all industries in the country is estimated at 3 million.

The contributions, at the rate of one anna in the rupee of the basic wages and dearness allowance, are expected to total ~~Rs~~ 75 million rupees a year. An equal amount will be contributed by the employers, and the collections are to be credited to an account called the "Provident Fund Account".

Besides their contributions, the employers will also pay an administrative charge of 3 per cent of total collections. Factories which already had a provident fund scheme in operation as liberal as or more liberal than that of the Government of India's scheme, and which obtain exemption from the Act, will not be required to pay any administrative charge.

The Government of India has also constituted a Central Board of 18 trustees to administer the provident fund scheme. The chairman of the board, Mr. V.K.R. Menon, Labour Secretary, and three other officers of the Labour, Finance and Commerce and Industry Ministries, have been nominated by the Government of India. State Governments are represented on the board by officers of the four most industrially advanced States, Bombay, West Bengal, Uttar Pradesh, and Madras, while six representatives each have been nominated by the employers' and workers' organisations.

(Notification No. SRO 1860, dated 31 October, 1952; the Gazette of India, Part II, Section 1, 8 November 1952, page 1663).

The Statesman, 1-11-1952

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West Bengal: Working of the Workmen's Compensation Act,
1923, for the Years 1949 and 1950.

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Working during 1949: Number of accidents and compensation paid.- The total number of accidents recorded during the year is 51,242 as against 26,012 recorded in 1948 and 11,299 in 1947. These figures are based on the basis of returns received from 1,948 concerns during the year, as against 1,892 concerns in 1948, and 1,586 concerns in 1947. A total of 1,463,295 rupees was paid as compensation. The following table gives the details of accidents and compensation paid:-

Names	Number of employers returns received	Average number of workers employed per day		Accident resulting in-			Compensation paid for-		
		Adults	Minors	Death	Perma- nent dis- able- ment	Tempo- rary dis- able- ment	Death	Perma- nent dis- able- ment	Tempo- rary dis- able- ment
1	2	3	4	5	6	7	8	9	10
							Rs.	Rs.	Rs.
Engineering	236	39,864	60	8	138	1,378	17264	72143	32989
Rice Mills	233	8,297	2	-	-	2	-	-	25
Tea Estates	257	149,566	19,103	12	10	103	9620	3205	2873
Jute Mills	128	309,019	47	17	616	5,211	35614	233521	90973
Mines	136	76,446	38	82	175	1,608	125644	102935	66932
Miscellaneous	859	281,144	1,393	68	468	6,641	101994	291205	186310
						34*			41*
Cinema	99	1,267	6	-	-	-	-	-	-
Total	1,948	865,603	20,649	187	1,407	14,977	290136	703009	380143

* Minors.

The maximum number of workers benefited out of compensation deposited during the year fall within the wage group 50-60 rupees. The next large number benefited was within the group 60-70 rupees and the next large number was the group 100-200 rupees. The returns for 1947 and 1948 also indicated that workers belonging to these three wage groups reaped the maximum benefit of compensation.

* Annual Report on the Administration of the Workmen's Compensation Act, 1923, for the year 1949. Government of West Bengal. Office of the Commissioner for Workmen's Compensation, West Bengal, 4, Hastings Street, Calcutta. No. 5482. pp. 7, Price annas 6.

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Proceedings before the Commissioner.- One thousand cases of claim were filed under section 10 during the year as against 772 filed in 1948 and 543 in 1947. Of this 882 claims were disposed of during the year as against 569 in 1948 and 566 in 1947. Fifty indemnity cases were filed under section 12 of the Act during the year as against 24 filed in 1948 and 21 in 1947. During the year 38 of these cases were disposed of as against 15 in 1948 and 41 in 1947. Nine hundred ninety-four cases of deposits under section 8(1) and 8(2) of the Act were started during the year as against 890 in 1948 and 874 in 1947. Eight hundred ninety-eight of these cases were disposed of during the year, as against 862 in 1948 and 961 in 1947.

Sixtytwo fatal accident cases were pending at the beginning of the year and 254 new cases were started during the year, bringing the total to 316. The employers admitted liability and deposited compensation money in 205 cases and denied liability in 44 cases. Sixty-seven cases remained pending at the end of the year.

One thousand seven hundred and four memoranda of agreement were received for registration during the year, as against 1,722 received in 1948 and 1,642 in 1947. One thousand eight hundred and twenty agreement cases were disposed of during the year as against 1,874 in 1948 and 1,803 in 1947.

One appeal was pending since the previous year and 18 appeals were filed during the year. The appeal was allowed in one case and dismissed in 4 cases. One case was sent back for retrial and 13 appeals remained pending at the end of the year.

Occupational diseases.- Ten cases of alleged lead poisoning were filed during the year. One of these cases was dismissed and the rest were pending at the end of the year.

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Working during 1950: Number of accidents and compensation paid.- According to the 2203 returns received from employers during 1950, there were 194 death cases, 1,427 injury cases resulting in permanent disablement and 13,976 minor injury cases causing temporary disablement against which 405,691 rupees, 790,575 rupees and 327,723 rupees were respectively allowed as compensation. The details of the accidents and compensation paid are shown in the table below:-

* Government of West Bengal. Labour Department. Annual Report on the Administration of the Workmen's Compensation Act, 1923, for the year 1950. Superintendent, Government Printing, West Bengal Government Press, Alipore, West Bengal, 1952. pp. 10. Price annas 6.

Classification	Number of returns received	Average number of workers employed per day		Accident resulting-			Compensation paid for-					
		Adults	Minor	Death	Perma- nent dis- able- ment	Tempo- rary dis- able- ment	Death	Perma- nent dis- able- ment	Tempo- rary dis- able- ment			
		1	2	3	4	5	6	7	8	9	10	
							Rs.	Rs.	Rs.			
Factories	1,445	562,065	583	75	1,004	9,008	184018	519798	200458			
Mines	126	81,091	186	89	166	1,703	162180	107094	62412			
Tramways	1	9,907	-	-	1*	254	-	316	8417			
Docks and Ports	1	20,815	-	4	77	-	12023	41241	-			
Plantations	273	156,099	21515	3	12	1,032	3300	6251	6130			
Buildings and Construction	25	5,495	-	1	21	123	1350	15869	2470			
Municipalities and Local Boards	53	13,212	172	-	1	4	-	1200	89			
Miscellaneous:												
Fire Brigades	1	1,359	-	-	-	-	-	-	-			
Electricity	45	6,789	-	2	8	153	5600	10453	5019			
Cinema and Studios	85	2,654	9	1	-	-	2123	-	-			
Motor Transport	40	967	-	1	1	1	120	400	80			
Motor Car Repairing	29	4,172	-	1	16	61	4500	7917	2814			
Ship Building	5	16,770	-	9	68	693	19127	46984	25606			
Indian Government												
Mint	1	954	2	-	1	-	-	250	-			
Gas Works	4	3,337	-	-	4	295	-	2670	5592			
Inland Water Transport	2	3,254	-	3	10	28	4650	3349	986			
Kerosene Tinning and Packing	10	3,349	-	1	3	118	2100	1974	2367			
Others	57	3,996	-	2	34	160	4200	24829	4989			
Total	2,203	896,285	22467	194	1,427	13,976	405691	790575	327723			

*Minors.

The class of workers whose average monthly wages were more than 100 rupees but not more than 200 rupees received the maximum number of awards during the year. The group coming next was that of workers whose monthly wages were more than 70 rupees but not more than 80 rupees closely following which comes the group of workers on wages excluding 60 rupees but not excluding 70 rupees.

Proceedings before the Commissioner. - Eight hundred and eighty-five cases of claim were filed under section 10 during the year as against 1,000 filed in 1949 and 772 in 1948. Seven Hundred and eighty-one claims were disposed of during the year

as against 882 in 1949 and 569 in 1948. Forty-one indemnity cases were filed under section 12 of the Act during the year as against 50 filed in 1949 and 24 filed in 1948. During the year 43 of these cases were disposed of as against 38 in 1949 and 15 in 1948. Nine hundred and seventy-nine cases of deposit ~~made~~ under sections 8(1) and 8(2) of the Act were started during the year as against 994 in 1949 and 890 in 1948. Nine hundred and seventy-six of these cases were disposed of during the year as against 898 in 1949 and 862 in 1948.

Sixty-seven fatal accident cases were pending at the beginning of the year and 205 new cases were started during the year bringing the total to 272. The employer admitted liability and deposited compensation money in 176 cases, and denied liability in 39 cases. In the remaining 57 cases enquiries could not be completed before the close of the year.

One ~~hundred~~ thousand four hundred and thirty-six Memorandum of Agreement cases were received for registration during the ~~year~~ period under report as against 1,704 received in 1949 and 1,722 in 1948. One thousand two hundred and eighty agreement cases were disposed of during the year as against 1,820 in 1949 and 1,874 in 1948. Three hundred and seventy-two cases remained pending at the close of the year.

There were 13 appeals pending before the High Court at the beginning of the year and 8 new appeals were filed during this year. Out of these 21 appeals, 3 were allowed, 10 were dismissed and 2 were sent back for retrial. Six remained pending at the close of the year.

Occupational diseases.- There were nine cases of alleged lead poisoning pending at the beginning of the year. Seven new cases of alleged lead poisoning were filed during the year under report. Out of these 16 cases, seven were dismissed and one was allowed in part. Nine remained pending at the close of the year including the partly decided case.

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CHAPTER 11. INDUSTRIAL SAFETY.

INDIA - NOVEMBER 1952.

111. Prevention of Accidents.

Assam: Draft Economiser Inspection
Administrative Rules, 1951, and Draft
Boiler Attendant Rules, 1952, published.

The Government of Assam published on 12 November 1952 the draft of the Economiser Rules and the Boiler Attendant Rules, 1952, proposed to be made in exercise of the powers conferred under the Indian Boilers Act, 1923.

The draft Economiser Rules deal, inter alia, with procedure for registration of economisers, procedure for their inspection, investigation of accidents to economisers and appeals to the Chief Inspector or the Appellate Authority.

The draft Boiler Attendants Rules deal, inter alia, with the procedure for the grant of boiler attendants' certificates, constitution of board of examiners, examinations, subjects and mode of examination and classes of certificates of competency.

(The Assam Gazette, Part IIA,
12 November 1952, pp.1971-1993).

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LIST OF THE PRINCIPAL LAWS PROMULGATED DURING
THE PERIOD COVERED BY THE REPORT FOR NOVEMBER 1952.

INDIA - NOVEMBER 1952.

Chapter 3. Economic Questions

Hyderabad Labour Housing Act, 1952.

Chapter 5. Working Conditions and Living Standards

The Bombay Shops and Establishments (Amendment) Act, 1952 (XXVIII of 1952). (Bombay Government Gazette, Part IV, 28 October 1952, pp. 124-128).

Chapter 9. INCOME SECURITY

Travancore-Cochin Maternity Benefit Act, 1952 (XX of 1952). (Travancore-Cochin Gazette, No. 42, dated 21 October 1952, Part I, Section III, pp. 1-5).

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Chapter 3. Economic Questions

- *(a) Industry Records Progress. Pamphlets No.6. The Publications Division, Ministry of Information and Broadcasting, Government of India, pp.40. Price 8 annas.
- *(b) Towards Expanding Trade. Pamphlet No.14. The Publications Division, Ministry of Information and Broadcasting, Government of India, pp.32. Price 8 annas.
- (c) Agris - A Socio-Economic Survey: BY Dr.K.N. Kale, Asia Publishing House, 17, Gunbow Street, Bombay-1. Price Rs.16.8.

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

- *(a) Annual Report of the Animal Husbandry Department, Uttar Pradesh for the year 1949-50. Allahabad, Superintendent, Printing and Stationery, Uttar Pradesh, India. 1952. pp.45x 115. Price Rs.2-4.
- *(b) The Board of Economic Enquiry, Punjab (India). Publication No.16. Farm Accounts in the Punjab, 1949-50. Being twenty-fourth year of issue, summarising the accounts of 32 holdings of various kinds, by Ayan Singh, B.Sc. (Agri.) Ph.D. (Wales), P.A.S. (I), Director of Agriculture, PEPSU and Bishan Singh Samundri, M.Sc. (Agri.), P.A.S. Assistant Professor of Agriculture, Government Agricultural College, Ludhiana. 1952. Price Rs.3/- pp.90.
- *(c) Statement showing the Working of Co-operative Societies in Bihar for the year 1948. Superintendent, Government Printing, Bihar, Patna. 1952. Price Rs.2-10-0. pp. xxii.
- *(d) Annual Report on Industrial Co-operative Societies and Village Industries in the State of Bombay for the Year 1950-51. Obtainable from the Government Book Depot, Charni Road Gardens, Bombay 4. Price Rs.3-9-0. pp.149. 1952. (One copy sent to Geneva ~~xxx~~ under this office Minute No.D.3/3157/52 dated 29 November 1952).
- (d) Land Reforms: By Dr.K. Mukherjee, H.Chatterjee and Co.Ltd., 19, Shamacharan De St., Calcutta-12. Price Rs.5/-.

* publications received in this office.

Chapter 5. Working Conditions and Living Standards

- *(a) Government of Madhya Pradesh. Annual Review on the District Reports on Working of the Indian Mines Act, 1923 (IV of 1923) in Madhya Pradesh for the year ending the 31st December 1950. Nagpur. Government Printing, Madhya Pradesh 1952. pp.26. Price As.8.
- *(b) Annual Report on the Administration of the Factories Act, 1948 in Madhya Pradesh for the Year ending the 31st December 1950. Nagpur. Government Printing, Madhya Pradesh. 1952. pp.49. Price Rupee one.
- (c) Digest of Labour Law Cases: By W.B. Kher. (Thacker and Co. Ltd., Rampart Row, Bombay. Price Rs.20/-).

Chapter 8. Manpower Problems

- * Government of India. Ministry of Labour. Directorate General of Resettlement and Employment. Review of Work 1951. pp.37. (One copy sent to Geneva ~~wik~~ under this Office Minute No.E.2/3103/52 dated 24 November 1952).

Chapter 9. Income Security

- *(a) Annual Report on the Administration of the Workmen's Compensation Act, 1923, for the year 1949, in West Bengal. pp.7. Price Annas 6.
- *(b) Government of West Bengal. Labour Department. Annual Report on the Administration of the Workmen's Compensation Act, 1923, for the year 1950. Superintendent, Government Printing, West Bengal Government Press, Alipore, West Bengal. 1952. pp.10. Price Annas 6.

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* Publications received in this Office.