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INTERNATIONAL LABOUR OFFICE
INDIAN BRANCH

Industrial and Labour Development in October 1952.

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

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CHAPTER 1. INTERNATIONAL LABOUR ORGANISATION.

INDIA - OCTOBER 1952.

11. Political Situation and Administrative Action.

Twelfth Session of Indian Labour Conference, Nainital, 8-11 October 1952: Industrial Relations Policy Discussed.

The Twelfth session of the Indian Labour Conference was held at Naini Tal, from 8 to 11 October 1952. Mr. Govind Ballabh Pant, Chief Minister, Uttar Pradesh, inaugurated the conference; Mr. V.V. Giri, Labour Minister, Government of India, presided. The meeting was attended by forty delegates representing Central and State Governments, industry and labour with 40 advisers besides special invitees. Among the Labour Ministers who attended the conference were Mr. Sampurnanand (U.P.), Mr. Shantilal Shah (Bombay), Mr. Kalipada Mukerjee (West Bengal), Mr. Dravid (Madhya Bharat), Mr. A.G. Ramachandra Rao (Mysore), ~~and~~ Mr. Din Dayal Gupta (Madhya Pradesh), Mr. Mahesh Prasad (Bhopal), Mr. Soren Saran (Orissa), and the Central Deputy Labour Minister, Mr. Abid Ali. Mr. S.P. Saksena of this Office attended the conference as an observer.

Agenda.- The agenda of the meeting was the following: 1) Questionnaire on industrial relations; 2) Special Review of the tripartite machinery; 3) Uniform standards for national and festival paid holidays in private undertakings; 4) Productivity studies and programmes; and 5) Industrial housing. The Ministry of Labour had submitted to the conference memoranda on these items. A short summary of these memoranda is given below:

I. Questionnaire on Industrial Relations.- A questionnaire on industrial relations was issued early in July 1952, (vide pages 1-3 of the report of this Office for July 1952). The Labour Relations Bill and the Trade Unions Bill, introduced in Parliament early in 1950, lapsed, and the Labour Ministry requested replies to the questionnaire ~~and~~ before September 1952, so that it could take up the work of framing fresh legislation. (An analysis of the replies received is made by the Labour Minister in his inaugural address.)

II. Review of the Tripartite machinery.- The memorandum gives a detailed and historical review of the development, functions and composition of the Indian Labour Conference, the Standing Labour Committee and the Industrial Committees. The review states that ~~over~~ since the tripartite machinery was introduced in India in 1942, 181 items have been discussed so far including ~~the~~ items discussed more

than once by the same body and also including the items discussed at the sessions of different bodies. Of the 181 items, 117 have been discussed in the Indian Labour Conference and the Standing Labour Committee and 64 in the Industrial Committees. All important legislative measures, amendment to Acts, proposals for legislation, besides other subjects of interest to labour were discussed at these sessions.

III. National and festival paid holidays in private undertakings.- It has been represented that the number of national and festival paid holidays in commercial and industrial establishments is large and varies not only from State to State and from industry to industry but also from establishment to establishment. For example in 1950, holidays in the case of commercial establishments were 32 days in the Uttar Pradesh, 25 in Bihar, 24 in Madras and 20 days each in Bombay and the Punjab. A large number of such holidays are in addition to annual, privilege, casual and sick leave. Therefore it is urged that there should be a restriction on the number of holidays, both for commercial and industrial establishments, that there should be uniformity between the different States to the greatest extent possible, and that the State Governments should restrict the number of local festival holidays under the Negotiable Instruments Act. In this connection, the suggestion has been made that the maximum limit for the national and festival ~~holidays~~ paid holidays should be 10 including national holidays.

The information collected about the existing practice in respect of private establishments shows that there is a marked variation in the matter of paid holidays. In some cases, no national and festival paid holidays are granted at all. In others, these are adjusted against other holidays. Among the establishments that allow paid holidays, the range of variation is from two to 27. In Madras, for instance, national holidays in some establishments vary from one day to three days, while the festival holidays vary from eight days to 19 days. In the case of Bihar, a majority of establishments grant paid holidays from eight to 16 days in a year. In the Uttar Pradesh, in the cotton textile industry, two days are granted as national ~~holidays~~ holidays while the festival holidays are from seven to 18 days. In Bombay, while the number of festival holidays is adjusted according to the provisions of the Indian Factories Act, 1948, there are instances in which the number of paid holidays varied from one to 15 days. An examination of the awards of adjudicators in respect of festival leave shows the following all-India position.

Industry and trade.	Number of units in which festival leave was awarded							Days not specified.
	Nil.	Below 5 days	5 to 10 days	11 to 15 days	16 to 20 days	21 to 25 days		
1	2	3	4	5	6	7	8	
Electrical Engineering	7	-	8	-	-	1	1	
General Engineering.....	28	5	108	1	-	-	1	
Motor Repair and Assembly...	7	-	-	-	2	-	1	
Cotton Textiles.....	4	1	82	-	-	-	-	
Jute Textiles.....	1	-	125	-	-	-	-	
Chemicals and Oil Mills.....	11	-	9	-	2	-	-	
Paper Mills.....	-	-	2	-	-	-	-	
Match Factories.....	2	-	1	-	-	-	-	
Printing Presses.....	1	-	170	11	-	-	1	
Municipalities.....	5	-	-	1	-	1	-	
Transport other than Railways	4	56	-	1	-	-	-	
Government.....	9	-	-	-	-	-	-	
Commercial Establishments...	67	1	15	4	-	1	5	
Total.....	146	63	520	18	4	3	9	

Practically all the State Governments are agreed that some uniformity in the observance of paid public holidays should be secured by legislation, though there are different opinions as to the fixing of maximum and minimum number of holidays.

The position regarding holidays in Government offices and Government industrial undertakings is not far different. There is considerable variation in the number of holidays granted from State to State. The Government of India has already addressed the State Governments urging upon them the desirability of establishing a uniform practice between the Central and the State Governments in regard to the public holidays. The question of evolving a uniform practice in the observance of national and festival paid holidays in Government industrial undertakings is also under consideration. It appears desirable that there should be some uniform standard in the grant of holidays in the private sector of industry at least in regard to the number of holidays to be granted during a year.

IV. Productivity studies and programmes.- The memorandum on the subject stresses the importance of maximum productivity and the steps taken in advanced countries and by the I.L.O.

In India also there has been increasing consciousness of the importance of this problem. The Government of India set up, early in 1950, tripartite Working Parties on coal, heavy engineering industries and cotton textiles. The Working Parties devoted considerable attention to the question of increase in

productivity. In May 1951, the Ministry of Labour of the Government of India approached the I.L.O. for making available, under the Expanded Co-operative Programme of Technical Assistance, the services of a team of experts for the introduction and improvement of systems of payment by results and for organising productivity studies in selected industries. This matter was discussed at the first meeting of the joint Consultative Board of Industry and Labour held in July 1951. The Development Committee of Industries also considered the matter at its meeting held in August 1951. The Joint Consultative Board supported the proposals for obtaining expert assistance from the I.L.O. in the field of systems of payment by results. The Board further decided that productivity studies should be undertaken in the first instance in cotton textiles, steel, coal, sugar and cement industries. The general opinion in the Development Committee of Industries was that the study of systems of payment by results could not be separated from productivity studies and that both the studies should, therefore, be pursued as a whole.

Accordingly the Ministry of Labour has, in consultation with the I.L.O., decided to undertake combined studies on systems of payment by results and productivity in the textile industry in Bombay State and in the engineering industry in the Calcutta region. A supplementary agreement has been signed with the I.L.O., according to which, there will be nine experts for conducting these studies. There will also be two fellowships for study abroad under the agreement. The leader of the team of experts will be coming to India in December 1952. In order to conduct these studies, the Ministry of Labour has contacted the main all-India organisations of employers and workers, who have agreed to extend their fullest co-operation. Employers' associations in the industries concerned have also been approached and they have agreed to co-operate in the execution of these studies. The workers' organisations concerned will be requested for co-operation as soon as the units have been selected. In order to be able to apply corrective measures in time, there should be available reliable productivity indices. The Ministry of Labour has, therefore, asked its Labour Bureau to consider how far it would be possible at this stage to compile productivity indices.

T.W.I. programme.- A new development in the field relates to the promotion of Training Within Industry in India. The I.L.O. is being asked to send two Training Within Industry experts, to start with, for a period of one year for the organisation of a programme of Training Within Industry. It is proposed that the ~~xxxx~~ experts will set up Training Within Industry Institutes in Bombay and Calcutta regions. The experts ^{will} train the necessary personnel for taking over the Institutes when they leave India.

Courses will be given for instructing 'trainers' in Job Methods, Job Relations and Job Instructions - the three main ingredients of the T.W.I. system. The 'trainers' will in turn train supervisors and foremen in Training-Within-Industry methods. The Ministry of Labour, the memorandum states, feels that the use of the Training-Within-Industry methods in India may assist in increasing labour productivity.

Planning Commission proposals.- The Planning Commission in India too has devoted careful thought to this matter. It has in its First Five Year Plan - A Draft Outline - recommended that productivity studies should form a normal activity of the Ministry of Labour. It has further observed that the first step in this direction should be to evolve methods suitable to Indian conditions, and has in this connection drawn attention to the existing deficiencies in the matter of inadequacy of labour and industrial statistics, lack of trained personnel, and absence of a scientific approach to the problem of productivity. The Commission has further recommended that productivity studies should be carried out in the first instance in textiles, iron and steel, cement, and paper industries and that technical assistance should be obtained from abroad for the training of personnel in the organisation of these studies.

It appears that in its final report the Planning Commission proposes to endorse the present programme of the Ministry of Labour in regard to the promotion of Training Within Industry and the organisation of studies on systems of payment by results and productivity in the textile and the engineering industries, and to suggest that the possibility of extending the studies on payment by results should be explored, and that a regular programme of productivity studies and Training-Within-Industry for the next five years should be drawn up. The following suggestions are also likely to emerge in the final Plan:- i) A sufficient number of officials from the Labour Ministry and employers' and workers' organisations should be trained in Training-Within-Industry, Productivity Studies, and Systems of Payment by Results for further instructing personnel of industries. Productivity and Training-Within-Industry schools should be organised; and ii) An advisory Committee, consisting of representatives of employers' organisations and trade unions, should be set up to advise the Ministry in the field.

As regards the training of personnel in systems of payment by results, two fellowships have already been offered by the I.L.O. to the nominees of employers' organisations concerned and it is hoped two more fellowships in the field would be available next year. The I.L.O. has been requested to grant fellowships in productivity statistics and Training-Within-Industry. The team of experts coming from

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abroad will also impart training to certain categories of personnel at the time of conducting studies at selected establishments.

V. Industrial Housing.— The memoranda on this subject gave details of a new industrial housing scheme formulated by the Government of India, providing for payment of subsidy as well as loans to State Governments, housing co-operatives and employers. Under this scheme, the Government of India has decided to allocate 71.66 million rupees for the construction of 28,500 tenements during 1952-1953. (The details of this new scheme are given at pages 39-42 of this report).

Stress on voluntary conciliation: Mr. Giri's speech.— During the course of his inaugural address, Mr. Giri gave a detailed analysis of the replies received from the workers' organisations, employers' organisations and State Governments to the questionnaire on industrial relations along with his own suggestions.

Mr. Giri said that it was far better for management and labour to settle their differences amongst themselves than for them to go as litigants and opponents before a labour tribunal or court. The principle of compulsory arbitration, introduced for the first time as a result of war-time exigencies and continued thereafter as a measure inevitable in a period of economic uncertainty and emergency, had given a great setback to the growth of trade unionism in the country. The spirit of self-confidence and self-reliance engendered by healthy bargaining had given place to the habit of importunity and litigation. That was bad enough, but what was worse was the deplorable effect that this dependence on a third party had brought about in the outlook and attitude of the parties towards each other.

Quoting the views of the four central organisations on this issue of internal settlement, Mr. Giri said that while the Indian National Trade Union Congress stood for compulsory adjudication in case of failure of voluntary conciliation, the All-India Trade Union Congress disapproved not only of compulsory arbitration, but also of the suggestion "that everything be left to the contending parties without any state intervention". It opposed compulsory adjudication and arbitration as these "lead to and positively mean an open dictatorship over the working class". Its positive suggestion was "that in the event of failure of negotiations and collective bargaining, the workers should be free either to exercise their right to strike or to refer the dispute to arbitration, for which a machinery should be at their disposal for use at their will".

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Later on the organisation said that "arbitration must be made applicable in a dispute when the workers demand it". Though the Hind Mazdoor Sabha said that strikes should be permitted as, in the absence of strikes, collective bargaining cannot be effective, it had demanded the substance of compulsory adjudication when conciliation failed. The U.T.U.C. regarded voluntary conciliation and voluntary arbitration as the ideal objectives but under the existing objective conditions "where the employers generally look down upon the workers as an inferior species of human beings and where the workers do not enjoy the status of equality with employers", the State had to step in with compulsory conciliation and compulsory arbitration.

As regards employers' organisations, the Employers' Federation of India was against compulsory arbitration or adjudication and suggested that the proposed legislation should avoid the provision for compulsory arbitration, ~~except~~ except in rare cases of emergency. The All India Manufacturers' Organisation also would restrict the use of compulsory adjudication, except in public utility services and in certain other cases.

Most of the State Governments, considered it premature to abandon compulsory arbitration altogether, although they were all in favour of giving the fullest possible scope to the principle of internal settlement of disputes.

The basic policy.— Mr. Giri placed before the conference a two-fold formula for settlement of disputes. All industries and employments - barring few - should be divided into two categories, viz., public utility services and non-public utility services. Public utility services should include all industries and employments traditionally classified as such, namely, power, light, water, conservancy, sanitation, railways, posts and telegraphs, etc. They should also include, in view of the present economic position of the country, such other industries and employments as may be considered necessary for maintaining supplies and services essential to the life of the community. In these cases Government should have the power to refer all unresolved disputes for compulsory arbitration and simultaneously to prohibit strikes and lockouts. In the case of non-public utility services, which will account for the bulk of industrial and commercial activity, it should be permissible to give ~~ax~~ full scope for collective bargaining. In those cases there will be no compulsory arbitration, and the parties will be encouraged to rely largely on mutual negotiations and to resort, by mutual agreement, to voluntary conciliation and arbitration. While the State would assist in the evolution of adequate machinery for negotiation, conciliation and arbitration, the parties would be encouraged to devise, through mutual consent, their

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own machinery for any, or all, of these purposes. If the experiment of internal settlement of disputes through voluntary conciliation and arbitration succeeded in the case of non-public utility services, the time would come when the same method of settlement of disputes could profitably, and with no risk to the public, be extended to public utility services also. It was only to be expected that in a number of cases mutual negotiations will not lead to settlement. In those cases the spirit underlying the new approach would demand that there should at least be mutual agreement to refer the dispute for voluntary conciliation or arbitration and to abide loyally by the results. In cases of emergency, Mr. Giri said, he would have ~~recourse~~ recourse to emergency measures. If ~~the~~ however the conference wanted inclusion of provision for emergencies in the contemplated legislation itself, he said he would have no objection to consider it.

Nature of legislation.- Referring to the contemplated legislation, the Minister said that there was general agreement that the time had come for a complete revision of the Industrial Disputes Act, 1947. A number of replies received laid emphasis on the need to revise the Act rather than amend it because of the change in policy, which they advocated, namely, of preferring collective bargaining to compulsory arbitration. There was also general agreement that it was necessary to have a uniform basic law applicable to the Centre and the States. Some replies suggested that the States should be permitted to enact any supplementary legislation which they might consider necessary, so long as such legislation was not inconsistent with the Central legislation. There were other opinions which favoured the vesting of the rule making power in the appropriate Government instead of the Central Government. Mr. Giri said that there was no particular objection to accepting either of these suggestions. There was also general agreement that the law should be a short and simple one containing only the minimum indispensable provisions.

As regards the jurisdiction of the Central and State Governments, Mr. Giri said that opinion was somewhat varied, though there was a general consensus of opinion that in view of the difficulties of centralised administration, there should be no large scale extension of the Central Government's administrative jurisdiction and that it should be restricted to the inevitable minimum. He was inclined to support this view.

Scope of legislation.- On the question ~~of~~ whether the law should apply not only to industrial establishments but to commercial establishments, banks, etc., workers' organisations were practically of the unanimous view that the law should apply to all such categories of employments. Employers' organisations

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were not unanimous in their opinions. Generally speaking, they would prefer to restrict the law to factories, railways, transport services, mines, posts, telegraphs and telephones and to have separate legislation for commercial establishments, banks, insurance companies, plantations and agricultural establishments. The majority of State Governments seemed to prefer an all-embracing law, though some suggested that the general Industrial Relations Law would be unsuitable for agricultural establishments. Mr. Giri was provisionally of the view that if agricultural establishments required some machinery for the settlement of differences between employers and workers, it might be preferable to have a special law.

Mr. Giri said that difference of opinions existed in the case of disputes in banks and defence industrial undertakings. Workers' organisations were opposed to these categories of workmen being treated any differently from the rest of industrial workers. Most of the employers' organisations agreed that there was justification for such a distinction. The State Governments did not seem to have any objection to excluding civilian workers in Defence industrial undertakings from the general Industrial Relations Law.

Right to strike or lockout.— Workers' organisations had claimed that the right to strike was inviolable and should not be restricted or curtailed in any way. Some had taken the view that while strike should be permitted, lockouts should be prohibited. There was also the view among them that the right to strike or lockout could be restricted during certain stages such as negotiation and conciliation. One Central organisation of workers would not agree to prohibiting strikes during conciliation or arbitration. Employers' organisations recognised the right to strike or lockout, but suggested restrictions on that right during negotiation, conciliation and arbitration. In public utilities they would like to see all strikes and lockouts prevented whether such prevention be through outright prohibition or by the indirect method of reference for adjudication. The State Governments were in favour of the prohibition of strikes and lockouts during negotiation, conciliation and adjudication or arbitration and also during the period of operation of settlements, collective agreements, and awards. In this matter also, Mr. Giri said, one could draw a distinction between public utility services and non-public utility services. In the case of the former, it might be necessary to prohibit strikes and lockouts during the period of notice, conciliation and arbitration and also during the period of a binding agreement or award in respect of any of the matters covered by that agreement or award. In other words, the right to strike or lockout should be available only if the appropriate Government refused to

refer a dispute for compulsory arbitration. In the case of non-public utility services, it would be logical to prohibit strikes and lockouts during the period of a binding agreement or award in respect of any of the matters covered by agreement or award and perhaps also during the initial period of notice of change, but not at other stages, for if negotiation, conciliation and arbitration are to remain voluntary, this object cannot be furthered by subjecting parties to restrictions and consequent penalties. If these suggestions were adopted, the right to strike or lockout would be ~~available~~ available practically at all times in non-public utility services, i.e., in the bulk of industries and employments covered by the law. All parties seemed to agree on one point, namely, that if a strike or lockout was prohibited, the dispute must simultaneously be referred for arbitration.

Multiplicity of authorities.- Mr. Giri referred to the nine authorities mentioned in the Labour Relations Bill, and said that opinion was divided as regards the Labour Appellate Tribunal. The large majority of workers' organisations were totally opposed to it and had demanded its immediate abolition. Employers and a number of State Governments had recommended its continuance. Mr. Giri stated, "if we adopt a policy of voluntary conciliation and voluntary arbitration for settling disputes in the case of non-public utility services which constitute the bulk of industry and employment, the need for the Appellate Tribunal would, even from the point of view of the employers who have asked for its retention, be very much less than at present when numerous disputes are compulsorily sent for adjudication. Moreover, industrial relations would receive a rude shock if any agency were set up and maintained in the teeth of determined opposition from one of the concerned parties. Bearing these in mind, particularly the strength of the feeling on the subject, I would ~~su~~ request the Conference and especially my employer-friends to return, if possible, a unanimous verdict in favour of the abolition of the Appellate Tribunal so that the new policy of mutual agreements and collective bargaining may be launched under good auspices and goodwill from all quarters".

Summing up the suggestions made for reducing the multiplicity of authorities, Mr. Giri said that the authorities to be deleted will be (1) registering officers, (2) standing conciliation boards, (3) commissions of inquiry, (4) labour courts, and (5) the Appellate Tribunal; and only works committees or joint committees, conciliation officers, boards of conciliation, and industrial tribunals or courts of arbitration, would remain. The only other agency that may be required for giving effect to the new policy of voluntary conciliation and voluntary arbitration would be panels of conciliators or arbitrators.

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Avoidance and settlement of disputes. - Mr. Giri placed before the Conference the broad outlines of a plan for the avoidance and settlement of disputes. Under this scheme, if it be decided that there would be no compulsory arbitration in the case of disputes in non-public utility services, there would broadly be three stages in the process of negotiation and settlement of such disputes. The first stage was that of direct negotiation between the employer and the workers. As to who should be entitled to represent the workers, he would suggest that only two types of unions should be considered in connection with this plan of voluntary settlement of disputes; one which would be entitled to certification as a "bargaining agent" and the other as a "recognised union". In other countries the "bargaining agent", entitled to bargain on behalf of the whole establishment or unit, was invariably a trade union with not less than 51 per cent of the workers of the establishment or unit as its members, but in this country it was not possible to insist on such a high standard. A trade union with a fairly large membership of the workers of an establishment - it was for the Conference to suggest the appropriate percentage - should be eligible for certification as the "bargaining agent" of that establishment with the right of exclusive collective bargaining with the employer. An agreement entered into between the bargaining agent and the employer should automatically bind all workers in the establishments. Election by secret ballot should be held by the conciliation officer, if there was a dispute. If in an establishment there was no trade union which could qualify for certification as a "bargaining agent", a trade union with a lower prescribed percentage of membership should be entitled to be registered as a "recognised union", which should have the right to enter into collective bargaining with the employer. An agreement entered into between a recognised union and the employer would, in the first instance, be applicable only in respect of the members of that union, but it should be open to non-union workers of the establishment to require the employer to apply the ~~same~~ terms of the agreement to them. The employer should then have to extend the agreement to those workers. If non-union workers did not consider the terms of the agreement attractive, it should be open to them to negotiate a separate agreement or agreements with the employer. These provisions, Mr. Giri emphasised, were aimed at ensuring that an unscrupulous employer did not set up a petty company union and sought to bind all his workers by means of a pre-arranged agreement entered into with that union. In an establishment where there was no "recognised union", the employer would not only be debarred from negotiating with any other registered trade union, but would be encouraged to do so. Such a union, will, however, not be entitled to claim the privilege of bargaining as of right until it had built up the requisite membership.

Negotiations should be conducted in a joint committee, which would consist of equal number of representatives but not less than two or more than five of employers and workers, the latter represented by a bargaining agent, or recognised union, or ~~where~~ where both were absent by delegates elected by secret ballot. A federation of workers' union may enter into collective agreements with employers on behalf of the workers of all establishments in which its affiliated unions had at least a minimum prescribed membership if the federation represented not less than a certain percentage of the workers of all such establishments put together.

The second stage, conciliation, had to be resorted to, when the parties were unable to solve their differences. He suggested that since the possibilities of voluntary efforts were being tried out, in non-public utility services, the conciliation officer should not proffer his services unless one of the parties to a dispute requested him to do so in writing and until the conciliation officer was ~~satisfied~~ satisfied that the party making the request had, through the joint committee or otherwise, endeavoured bonafide to negotiate with the other party.

The third stage would be reached when the parties found themselves unable to come to terms either through mutual negotiations or during conciliation at the hands of the conciliation officer. In such a case they should endeavour to come to an agreement to refer the dispute either to a conciliation board or to a board of arbitration and proceed to nominate an equal number of conciliators or arbitrators as the case may be. The parties may also decide to have one individual as the sole arbitrator and choose such a person. As a third alternative, they may decide to submit the dispute to the arbitration of the regular industrial tribunal designated by the appropriate Government, which may associate with itself assessors representing both sides.

Any agreement entered into between the parties, whether through mutual negotiations or as a result of conciliation, and every award of a board or court of arbitration should be duly registered with the conciliation officer and should be binding for such period as may be mentioned in the agreement or award and if no period was so mentioned, for a period of one or two years.

In the case of public utility services, the same machinery for collective bargaining, voluntary conciliation and voluntary arbitration should be freely employed by the parties in the first instance. However, in view of the need to prevent strikes and lockouts, the conciliation officer should be entitled to intervene as at present. In the event of final disagreement, it should be open to the appropriate Government to order adjudication.

Dismissal and retrenchment.- Mr. Giri stated that there was extreme divergence of opinion on the question of dismissal and retrenchment. The bulk of the replies, barring those from employers were in favour of treating cases of dismissals as industrial disputes, especially when they were raised by trade unions or large groups of workers. If the Conference accepted this view, it would have to consider whether in industries which sought to settle all disputes on a voluntary basis, any special arrangements were necessary for dealing with cases of dismissals.

On the vexed question of reinstatement and/or compensation in the case of a wrongful dismissal, workers' organisations insisted on both re-instatement and compensation. The majority of the employers' organisations had stated that employers should be given the option of re-instatement or payment of compensation. The majority of State Governments were in favour of vesting in the tribunal the discretion to order re-instatement or payment of compensation or both. That was the view incorporated in the Labour Relations Bill. As regards retrenchment, the difference of opinion between workers' and employers' organisations was even greater. Workers' organisations would not permit any retrenchment unless it had been approved by an industrial tribunal. Employers' organisations, on the other hand, demanded "the absolute right to retrench labour". Some State Governments would not agree to any retrenchments unless there was agreement between the parties or the matter had been adjudicated upon by a tribunal. He would, therefore, like the Conference to consider whether it was possible to evolve a scheme which commanded a greater measure of agreement among the parties than the one incorporated in the Labour Relations Bill.

Trade union law.- Turning to trade union law, Mr. Giri referred to the issue of restrictions on trade unions containing civil servants and said that workers' organisations were of the view that no special restrictions should be imposed on trade unions, ~~merely~~ merely because some of their members were civil servants, and, that the registration of trade unions should not be withheld on the ground that a trade union with a few civil servants as members had not prohibited all its members from participating directly or indirectly in political activities. Employers' organisations had taken a contrary view. Practically all the State Governments ~~were~~ were in favour of the ~~what~~ imposition of such restrictions on trade unions consisting wholly or partly of civil servants. On the question of recognition of mixed unions, State Governments were in favour of denying recognition to unions which did not consist wholly of civil servants. Workers' organisations were opposed to such a move.

As regards the question whether an employer should recognise only the most representative trade union or whether he should be permitted to recognise any number of unions, opinion was divided among workers' organisations. Two out of the four central organisations suggested that only the most representative union should be recognised. A third one suggested that all unions which had a minimum prescribed percentage of membership should be recognised. The majority of the employers' organisations would prefer that only the most representative union should be permitted to be recognised. Most of the State Governments were also of the ~~xxxx~~ same view. All the three groups, namely, workers, employers and Governments, however, seemed to be of the view that provision for the compulsory recognition of trade unions was necessary.

Practically all the workers' organisations were of the view that the total exclusion of outsiders from the executives of trade unions at this juncture would be harmful to the growth of trade unionism and that the policy to be followed should be one of restriction of outsiders rather than their elimination. Most of the organisations were in favour of restricting the number of outsiders to one-third or one-fourth the total number of members on executive committees, but would not agree to any limitation by numbers in view of the need to vary the size of the executive according to the importance of the union. The large majority of employers' organisations were in favour of the total exclusion of outsiders. State Governments were generally of the view that outsiders could not be excluded altogether, though restrictions on their number was necessary and that outsiders should not be allowed in trade unions of civil servants. He felt that outsiders could not be excluded altogether, but it was necessary to reduce their number.

Concluding, Mr. Giri said, "If we desire to try again the methods of conciliation in preference to adjudication - methods that have been adapted by countries which believe in real democratic trade union principles - we would have to start on a new experiment. The success of that venture depends solely on workers' and employers' organisations. They have given me ample proof during the last five months of their appreciation of this method, and they seem to share my view that if it is put into practice, industrial relations will improve and will be conducive to greater understanding between the partners in industry. At the present moment, I would only say that the method which I desire to pursue with your general goodwill and co-operation is a method of 'trial and error' and no legislation will be considered too sacred to be amended if experience proves that what we have done is not advantageous to those for whom we have legislated".

Sub-committee to consider industrial relations.-
 The Conference did not come to any agreed decisions on the question of industrial relations. After the ~~days~~ discussions were over, Mr. Giri announced his decision to refer the question of finding out an agreed formula, if possible, and the basis of drafting the proposed labour legislation to a seven-man joint Sub-Committee of four Labour representatives and three from the all-India employers' organisations to be set up shortly.

The Sub-Committee to be set up will have one representative each from the four Labour organisations - the INTUC, the Hind Mazdoor Sabha, the AITUC and the UTUC - and one each from the three employers' organisations, the All-India Manufacturers' Organisation, the Federation of All-India Employers and the All-India Organisation of Industrial Employers. The decision of this Sub-Committee will later be placed before the conference of State Labour Ministers convened by the Central Ministry of Labour.

The Conference decided to refer to the Standing Labour Committee the remaining four items on the agenda, namely, study of programmes and productivity in different industries, industrial housing on subsidies basis, continuance of the present tripartite machinery and standardisation and uniform application of paid holidays in all State and private industries.

Work of the conference: Mr. Giri's assessment.-
 Winding up the session, Mr. Giri summed up the general trend of the discussions at the Conference. Expressing gratification that the conference had achieved all that might be expected of it during its brief session with so important a subject on the agenda as that of industrial relations, he said that that there had been a change on the part of all concerned in their method of approach to this important problem was undeniable. The shift of emphasis from compulsory adjudication to collective bargaining was itself a great gain.

On the question of basic policy, it was abundantly clear that all sections of the conference without exception wished to see a much greater measure of emphasis being placed on collective bargaining and mutual settlement of disputes through voluntary conciliation and voluntary arbitration. On this very important issue at least, there was no difference of opinion between the three groups. He was happy to find that there had been general recognition that while past achievements might altogether not have been discouraging, a great impetus must be given to the settlement, through mutual agreements, of the bulk of the more important disputes which were now responsible for producing, from time to time, quite serious estrangement in

the relations between the parties. Opinion, however, was not unanimous as to the measures necessary to give that impetus. While some delegates shared his view that this could not effectively be done so long as compulsory adjudication was kept on the Statute Book, the majority were of the view that greater emphasis on mutual settlement was itself likely to produce quite satisfactory results and that it would be too risky for Governments to divest themselves of authority to step in with compulsory adjudication when all other methods of settlement had failed. The consensus of opinion, however, was that reference of a dispute for compulsory adjudication should be the very last resort and that it should be made only in exceptional circumstances.

Mr. Giri stated that while he pinned his faith upon voluntary conciliation and arbitration, he would carefully consider the view held by the majority of the members that collective bargaining and mutual settlement of disputes should be encouraged without prejudice to the ultimate use of the weapon of compulsory arbitration as a last resort and in exceptional circumstances when all other methods had failed. "If eventually we accept that view as the policy for the immediate future, we shall have to examine how best it can be achieved and what amendments of the existing law are called for to bring about the desired result".

On the subject of avoidance and settlement of disputes, he said that it would appear that there was general agreement that the Appellate Tribunal should be abolished. He had taken note of the anxiety of the employers' organisations that the abolition of the Appellate Tribunal should not again lead to lack of uniformity in awards. The suggestions made by him in his opening speech regarding the abolition or retention of the various authorities had, subject to slight modifications, been generally accepted. There seemed also to have been general agreement that bargaining agents should operate on both the unit level and the industry level and that the functions of the unit bargaining agent and of the industry bargaining agent, where they co-existed, should, if possible, be well-defined. Workers' organisations and State Governments had again reiterated their suggestion that employers should not be permitted to make any changes in service conditions without consulting workers. As to the various stages of settlement of disputes, the general opinion seemed to be that there should first be a notice of change. It should be followed by mutual negotiation through joint committees. There should then be voluntary conciliation and, on its failure, voluntary arbitration, preferably by a board of arbitrators nominated by the parties themselves. The final stage of compulsory adjudication was to be reserved for the few exceptional cases.

Concluding, he said; "The spirit of fruitful co-operation and goodwill that has been engendered at this Conference should be developed and extended to all sectors of industry, for there could be no better way of furthering the objective which we had constantly before us during all our deliberations. The settlement of disputes is a difficult task, but the cultivation of goodwill is an infinitely more difficult one. Compulsory adjudication may attempt the former, but collective bargaining alone can achieve the latter".

(Texts of Mr. Giri's speeches and conference documents received in this office)

U.P. Tripartite Labour Conference, Naini Tal, 23 and 24 September 1952: Special Training for selected Workers.

The Government of the Uttar Pradesh convened a tripartite labour conference at Naini Tal on 23 and 24 September 1952. Mr. Sampurnanand, the State Labour Minister, presided.

The conference decided that legislation should be introduced empowering the Government to credit all unclaimed bonus and wages, besides fines to a welfare fund for workers.

The conference appointed a three-man committee representing labour, industry and the Government to study questions relating to rationalisation of industry in the State.

The committee will study problems of each industry individually and will concentrate on bringing about maximum efficiency and increased wages, and decide the basis for payment of compensation to workers whose retrenchment becomes unavoidable.

The conference also decided that selected workers from textile mills in Kanpur should be taken by the Government Textile Institute at Kanpur for training, enabling them to take up responsible and skilled work on completion of their training. The representatives of industry agreed to bear the cost of fees and conveyance of the workers under training and give them preference for promotion.

The conference decided to set up a committee to study the possibilities of rationalisation in the sugar industry.

(The Statesman, 30-9-1952).

Socialist Party and Kisan Mazdoor Praja Party
merged: Mr. Kripalani elected Chairman.

The merger of the Socialist Party and the Kisan Mazdoor Party was announced, after a joint meeting of their representatives held at Bombay on 26 September 1952. Mr. J.B. Kripalani presided. A resolution passed unanimously expressed the hope that the merger would result in the building up of "a strong and massive party of radicalism and socialism capable of eradicating the various evils of our administration and economy and evoking enthusiasm and support of the people which alone can achieve social transformation". The name of the new party will be Praja Socialist Party.

Attitude towards labour.- Mr. Kripalani, in the course of his presidential speech, said that the party's labour policy would be directed towards building up trade union movements free from the control of Government, employers and political parties. Both the merging parties believed in peaceful social change and also in democracy.

The conference elected Mr. J.B. Kripalani as Chairman and Mr. Asoka Mehta as General-Secretary of the Praja Socialist Party. It also elected a 22-member Executive Committee.

(The Statesman, 27 and 29-9-1952).

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CHAPTER 2. INTERNATIONAL AND NATIONAL ORGANISATIONS.INDIA - OCTOBER 1952.21. United Nations and Specialised Agencies.U.N. sponsors Statistical Quality Control for India: Training Courses inaugurated by Finance Minister.

On 13 October 1952, Mr. C.D. Deshmukh, Finance Minister, Government of India, inaugurated at New Delhi the Statistical Quality Control Training Courses jointly sponsored by the United Nations Technical Assistance Administration and the Government of India. The U.N. Technical Assistance Administration has sent five experts to India to conduct the training courses. Prof. Ellis R. Ott, of Rutgers University, U.S.A., is the leader of the U.N. Team and the other members are Dr. Mason E. Westcott, of Rutgers University, Prof. Paul C. Clifford, of New Jersey State Teachers College, U.S.A., and Prof. Anders Hald, of the University of Copenhagen, Denmark. Mr. Thomas Budne is the executive secretary of the team.

Arrangements have been made for holding four intensive training courses, each of about three weeks, at Delhi, Calcutta, Madras and Bombay. Each of these courses will be attended by about 40 technicians who have been selected from various Government Departments and industries. After completing the courses, the technicians will be in a position to make an immediate beginning in statistical quality control in their respective industries. In addition, two batches of teacher-trainees will attend the courses at alternate centres so that they could continue the work of spreading knowledge of statistical quality control, after the close of the present programme.

(The Hindustan Times, 13 and
14-10-1952).

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U.N. Week celebrated at Delhi: ILO
participates in Exhibition.

The United Nations Week was celebrated in Delhi from 19 to 24 October 1952, under the auspices of the Delhi Citizens' U.N. Week Committee. In this connection an exhibition highlighting the activities of the U.N. and its Specialised Agencies was organised. This Office, along ^{with} other sister organisations, participated in the exhibition. At the ILO section of the exhibition posters and charts showing how the Organisation has tried since 1919 to further the cause of peace based on social justice were shown. A display of publications on such important topics as international labour standards, working conditions in various industries in different countries, manpower problems, productivity studies and payment by results were arranged. Information and descriptive material on the ILO, ^{and} catalogues of recent publications were freely distributed.

The exhibition was opened by Rajkumari Amrit Kaur, Health Minister, Government of India.

Labour Day Meeting.- The Committee, inter alia, also organised a Labour Day Meeting, which was addressed, besides others, by Mr. Jagjivan Ram, Minister for Communications and former Labour Minister. In the course of his address Mr. Jagjivan Ram praised the ILO which had, he said, done much for labour in the 66 countries associated with it.

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25. Wage-Earners' Organisations.

India - October 1952.

Annual General Meeting of National Union of Railwaymen, Delhi, 23 and 24 September 1952: Political Control of Unions condemned.

The annual general meeting of the National Union of Railwaymen was held at Delhi on 23 and 24 September 1952. Mr. Frank Anthony, President of the Union, was in the chair.

Presidential address: Political control of unions condemned.- In his presidential address, Mr. Frank Anthony, M.P., said that trade unionism among railway workers was still virtually in its infancy in India. If the movement were to develop along healthy and useful lines it should be free from political domination. There were signs that most of the unions had open or, at best ill-conceived affiliations with political parties. Inevitably railwaymen became pawns in the game of power politics. A Government sponsored trade union was virtually of no use to railwaymen, as it constantly apologized for and defended even the most indefensible of Government policies. Unions belonging to opposition parties were not concerned with the interests of railwaymen but only with embarrassing the Government.

The National Union of Railwaymen, Mr. Anthony added, was perhaps the only all-India railway organisation without political affiliation and whose policies were guided solely by the interests of railwaymen. The unhealthy tendency of unions to be inspired by political motives was unfortunately being encouraged by the Government today. Another unfortunate tendency was the setting up of all manner of unions representing different sections of railwaymen, such as guards and running staff. This fissiparous tendency only tended to weaken the unity of railwaymen, whose greatest strength lay in their realisation of the fact that they belonged to a single body of workers, whose interests were common. Because of the increasing domination of trade unionism by political motives and the individual tendency among certain sections of railwaymen the most glaring anomalies and grievances, some of them many years old, still remained unredressed.

Mr. Anthony expressed his deep disappointment at the "bureaucratic unresponsive and undemocratic attitude" of the Railway Ministry, the Railway Board and most of the General Managers. During a recent tour of the Southern Railway he found that in the hottest places in India the staff were not provided with lights, fans or taps. A little

sympathy on the part of the railway administration could easily remedy these conditions, but the officials were too indifferent or too lazy to attempt to give the men and their families even elementary relief from unbearable living conditions, he said. All manner of anomalies, many of them accentuated by regrouping, continued to exist. Thus the obvious principle of equal pay for equal work was being avoided in most of the railway zones. Certain categories of staff doing exactly the same work with the same seniority and in the same zone were getting different scales of pay and emoluments.

Mr. Anthony emphasised that in spite of political independence the railway worker was still essentially an economic slave. Vested interests corroded the administration. There was little, if any, opportunity for an able subordinate. The Central Pay Commission had recommended that 20 per cent of vacancies in Class I should be reserved for the ~~promotion~~ promoted subordinates. This recommendation was not carried out. The perpetuation of Class II posts was against the concept of equality and democracy. Because of this distinction the promoted subordinate doing the same job, carrying the same responsibility was given a different status and different emoluments. Selection boards in many ~~places~~ places had become hotbeds of corruption. Mr. Anthony suggested that the Railway Services Commission be entrusted with selection throughout the railways. Housing continued to be an acute problem.

Resolutions.- The meeting adopted a number of resolutions. It regretted that the Railway Administration had "still not done anything" to restore the loss of emoluments to senior drivers as a result of the introduction of the 54-hour week.

It was resolved ~~to~~ to ask the Railway Administration to implement without any delay the adjudicator's award on the Southern Railway and on the former Nizam's State Railway.

The meeting expressed the opinion that overtime should be calculated not, as at present, on the monthly basis, but on a weekly basis.

The meeting urged that all running staff should be paid double their wages for Sundays and gazetted holidays. Stationary staff should be permitted to add to their leave periods days equivalent to the number of Sundays and gazetted holidays on which they are required to work.

The committee noted with regret the "practice of meting out drastic and arbitrary punishments, particularly to the running staff".

Office bearers.- Mr. Frank Anthony was re-elected President of the Union.

(The Statesman, 25 and 26-9-1952).

Training College for Labour Movement to be opened at Indore: INTUC's venture.

A college on the model of the Ruskin College of Oxford will be started at Indore shortly, to train field workers and ~~candidates~~ candidates of the secretariat cadre and consolidate the labour movement in the State.

The Madhya Bharat branch of the Indian National Trade Union Congress had decided on the move after consultation with the President of the I.N.T.U.C., Mr. Khandubhai Desai, and the Central Planning Minister, Mr. Gulzarilal Nanda.

Besides actual field workers, persons desirous of working in the labour movement will also be selected.

Mr. V.V. Dravid, Labour Minister of Madhya Bharat and former organising secretary of the I.N.T.U.C., said that he wanted to make the college a big and important one. It would be an autonomous one controlled by the I.N.T.U.C. and the Gandhi Mazdoor Smarak Nidhi. He said that he would soon undertake a tour of the State to interview candidates. The college is expected to meet the needs of ~~not~~ not only Madhya Bharat but also of Rajasthan, Delhi and other Hindi-speaking areas of North India. Mr. Dravid added that the I.N.T.U.C. was likely to start another college of this type at Jamshedpur if this one proved a success.

(The Times of India, 27-9-1952).

ICFTU's Trade Union College at Calcutta: Institution to be opened on 5 November 1952.

Reference was made at page 13 of the report of this Office for June 1952 to the proposal of the Asian Regional Organisation of the International Confederation of Free Trade Unions to start an Asian Trade Union College at Calcutta.

According to a statement made at Calcutta by the Federation on 19 October 1952, the college would be opened on 5 November 1952. The aim of the college, the statement added, was "to bring together trade union workers from different countries of the Asian Continent and help them understand the principles and practice of trade unionism".

Applications for enrolment had so far been received from trade union workers in Japan, Philippines, Hong-kong, Thailand, Malaya and Pakistan.

(Amrita Bazar Patrika, 21-10-1952).

Trade Unions in Ceylon for Year ending 31 March 1951.

The following information regarding the working of the Trade Unions Ordinance No.14 of 1935 in Ceylon during the year ending 31 March 1951 is taken from an article on the subject published in the September 1952, issue of the Ceylon Labour Gazette.

Number of Trade Unions.- The table below shows the number of unions applying for registration, the number of unions registered, the number of unions whose registrations were cancelled and the number of trade unions functioning at the end of the each year during the period 1935-1951:-

Year	No. of Unions applying for registration	No. of Registered during the year	*No. Cancelled during the year	No. of Unions functioning at end of year
1935...	-	-	-	-
1936...	-	28	-	-
1937...	-	10	6	31
1938...	-	4	1	34
1939...	13	Nil	Nil	34
1940...	49	25	1	58
1941...	41	28	12	74
1942...	21	20	15	78
1943...	42	29	34	72
1944...	32	24	9	84
1945...	40	23	22	84
1946...	41	33	3	114
1947...	32	18	51	81
1948...	53	29	9	101
1949...	60	44	8	142
1950...	66	52	9	185
1951...	105	94	42	237

* Cancellations due to amalgamation of unions not included under this column.

The article points out that year after year there has been a large number of unions whose registrations were cancelled. It refers to the Administration Report of the Commissioner of Labour

for 1951 which stated that most unions do not pay sufficient attention to the maintenance of proper accounts, as a result of which the annual returns are very often delayed or not sent in at all. This resulted in the cancellation of the registration of no less than 37 unions during 1951.

Another noteworthy feature of the trade union movement is the large number of registrations made in the year 1949, 1950 and 1951. This is primarily due to the amending of the Trade Unions Ordinance in August 1948, making special provision for the registration of unions of public servants. Twenty-eight unions of public servants were registered in 1949, while for the years 1950 and 1951, the number of such unions registered were 35 and 66 respectively. At the end of 1951, out of a total of 237 unions functioning, as many as 129 were unions of public servants.

Classification by trade.— The table given below shows the classification of the workers' trade unions which furnished returns for the year 1951 according to trade:—

Trade	No. of Unions	Membership
Plantation and Agriculture..	9	159,873
Industrial.....	14	6,704
Transportation.....	23	11,283
Clerical.....	16	13,990
Professional.....	20	4,854
General.....	32	36,949
	<u>114</u>	<u>233,653</u>

Size of trade unions.— The distribution of the trade unions furnishing returns by membership is given in table below:—

Groups	No. of unions	Membership	Percentage of	
			Total No. of all Unions	Total Membership of all Unions
Below 50	20	521	16.15	.22
50 and below 250.....	41	5,606	33.07	2.38
250 and below 1,000.....	46	26,189	37.10	11.13
1,000 and below 5,000.....	12	23,667	9.68	10.06
5,000 and below 10,000.....	2	13,140	1.61	5.58
10,000 and below 25,000.....	2	31,898	1.61	13.56
25,000 and over.....	1	134,271	.80	57.07
Total...	<u>124</u>	<u>235,292</u>	<u>100.00</u>	<u>100.00</u>

It will be noted that approximately 49 per cent of the unions furnishing returns had a membership of less than 250 and accounted for only 260 per cent of the total membership of all trade unions. Another 37.10 per cent of the unions had a membership of between 250 and 1,000. Thus only 13.70 per cent of the unions had a membership of 1,000 and over, but these accounted for nearly 86.27 per cent of the total membership ~~for~~ of all trade unions. It must be mentioned that under this group is included one union with a membership of 134,271 out of a total membership of 235,292 or in other words 57 per cent of the total membership. The article says that it is significant to note that unions with a membership of below 1,000 constitute nearly 87 per cent of the total number of unions. The same feature is noticed in the case of trade unions in India and the United Kingdom.

Income and expenditure.- The table given below shows the details of the financial position of trade unions separately for workers and employers unions:-

	No. of Unions	Balance at the beginning of the year Rs.	Income Rs.	Expenses Rs.	Balance at the end of the year Rs.
Unions:					
Employers.....	10	28,990	383,549	367,458	45,081
Employees.....	114	133,832	414,449	359,014	189,267
Total....	124	162,822	797,998	726,472	234,348
Federations:					
Employers.....	1	4,357	70,721	75,079	-
Employees.....	3	149	7,290	7,246	193
Total..	4	4,506	78,011	82,325	193

It will be noted that the 10 employers unions as against the 114 workers unions accounted for 48.06 per cent of the total income and 50.58 per cent of the total expenditure. In the case of Federations, the one employers Federation compared to the three workers Federations accounted for 90.66 per cent of the income and 91.20 per cent of the expenditure.

In the statements given below, the unions are shown classified according to the amounts of their closing balances. In the case of workers unions, 64, out of the 114 unions, had a closing balance of less than 500 rupees. In the case of the employers' unions, five out of a total of 10 unions, had balances of below 500 rupees. Of the remainder five, one had a closing balance of 33,706.22 rupees as against the total of 45,081.10 rupees for the 10 unions.

WORKERS' UNIONS

	No. of Unions	Amount Rs.
No. of Unions with nil balance.....	4	-
No. of Unions having balance of Rs.50.....	18	429
No. of Unions having balance of Rs.50 but under Rs.100.....	7	513
No. of unions having balance of Rs.100 but under Rs.250.....	17	2,825
No. of Unions having balance of Rs.250 but under Rs.500.....	18	6,744
No. of Unions having balance of Rs.500 but under Rs.1,000.....	22	14,931
No. of Unions having balance of Rs.1,000 but under Rs.5,000.....	18	44,748
No. of Unions having balance of Rs.5,000 but under Rs.10,000.....	6	41,638
No. of Unions having balance of Rs.10,000 and over.	4	77,439
	<u>114</u>	<u>189,267</u>

EMPLOYERS' UNIONS

	No. of Unions	Amount Rs. c.
Under Rs. 50.....	-	-
Rs.50 and under Rs. 100.....	2	142 79
Rs.100 and under Rs.250.....	1	105 92
Rs.250 and under Rs.500.....	2	753 55
Rs.500 and under Rs.1,000.....	1	882 94
Rs.1,000 and under Rs.5,000.....	2	2,850 84
Rs.5,000 and under Rs.10,000.....	1	6,640 84
Rs.10,000 and over.....	1	33,706 22
Total.	<u>10</u>	<u>45,081 10</u>

Political Fund.- As on 31 March 1951, there were only three unions which had a political fund, but two of these show no income or expenditure for the year, while the third had an opening balance of 2,971.04 rupees, an income of 1,553.00 rupees, an expenditure of 38.75 rupees and a closing balance of 4,285.29 rupees.

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29. International Co-operation.

India - October 1952.

India, Norway and U.N. Sign Pact: Aid for
Development Projects.

On 17 October 1952, representatives of the United Nations, the Government of India and the Norwegian Government signed an agreement for economic assistance at U.N. Headquarters. Under the agreement, India pledges herself to make available funds in rupees for each duly agreed project of the development programme. Norway is to provide the resources and the U.N. will furnish assistance and technical advice in planning.

Norway will also provide experts in co-operation with the U.N. Technical Assistance Board. She will act as host to Indian students who wish to study in Norway under the agreement.

A delegation representing the Norwegian Foundation for Assistance to Underdeveloped Countries arrived in India on 21 October 1952 to discuss with the Government of India the way the Norwegian aid might best be utilised. The Foundation, established recently by the Norwegian Government, has a budget of 10m kroner (nearly 5.7 million rupees). The Foundation plans to spend the whole of its budget as well as eventual private contributions in helping some underdeveloped zone in India.

(The Statesman, 19 and 22-10-1952)

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34. Economic Planning, Control and Development.

India - October 1952.

Community Projects inaugurated; India's
Biggest Rural Development Scheme.

On 2 October 1952, India's biggest rural development movement known as community projects scheme was inaugurated all over India. The projects cover about 16,600 villages inhabited by over 10 million people at a cost of about 360 million rupees. The scheme was sanctioned by the Planning Commission in its capacity as the Central Committee under the Indo-U.S. Technical Co-operation Agreement. The programme has been divided into 46 projects areas and 19 development blocks spread ~~xxxx~~ all over the country (vide pages 28-29 of the report of this Office for April 1952).

President's broadcast: people asked to co-operate.
On the occasion of the inauguration of the programme, the President in a nationwide broadcast from New Delhi called upon people to make their contribution to the execution of the programme and make it a success.

In the course of his broadcast the President said that the most serious problem facing the country today was insufficient production of food. Even before World War II India had been importing about 1.5 million tons of rice every year from Burma. The deficit ~~and~~ had increased as a result of partition. The increase in annual demand for foodgrains on account of increase in population had also been appreciable. To augment internal supplies it had been necessary for the Government to import large ~~quantities~~ quantities of foodgrains, imports in 1951 reaching the figure of 4.7 million tons. The big river valley projects would take time to be completed. Meanwhile they would have to rely very largely on minor irrigation projects. He was convinced that there was a great deal of scope ~~for~~ these small projects and if these were satisfactorily handled, India could hope to close the existing gap in her food supply. If minor irrigation works were carried out through co-operative societies and people living in these areas contributed in labour, which absorbed nearly 80 per cent to 90 per cent of the expenditure on these projects, the amount made available for this purpose in the community development programme would ~~be~~ go a much longer way than otherwise. He hoped that this voluntary labour would be coming forth in an abundant measure to make these projects not only successful, but also more extensive than if they were to be carried on only with the help of the money made available.

Next to water came manure. This might be either chemical or organic or rather a combination

of both. For chemical manure, provision had been made in the fertilizer agreement with the Technical Co-operation Administration for the supply of 108,000 tons of fertilizer. This would be supplemented by supplies from the output of the Sindri factory. But increasing attention would have to be paid to the optimum utilisation of compost and farmyard manure and other organic village manurial resources.

The President said no scheme of agricultural development could succeed unless adequate facilities were provided for agricultural finance. For long and medium-term loans required to finance minor irrigation works or land reclamation, there was provision in the community development budget. For short-term loans, no provision had been made and success would depend on the growth of healthy co-operative movement. Workers in the project areas, therefore, must aim at the early establishment of a multi-purpose co-operative society in every village or group of villages. In addition to providing for the short-term credit needs of the people, the co-operative society would act as an educative agency of very great value.

A project area, he said, consisted on an average, 200,000 people, which would mean approximately 50,000 employable adult ~~women~~ male workers. Owing to seasonal conditions, work in agriculture was carried out only for a fraction of the year and for the rest of the period agriculturists remained unemployed. The nature of agricultural work was such that this spare time was not available in a continuous stream, but was broken up in little bits and it could be utilised only if alternative occupation in the form of village and cottage industries could be provided. He hoped that along with the work for agricultural improvement this side of the problem would also be given due attention, so that the time which was now wasted perforce might be utilised.

Full development of a community could not be achieved without a strong educational base and without a satisfactory health programme. He was glad to find ~~was~~ that in education, emphasis had been laid on the expansion of basic educational facilities. The health organisation of the project area would consist of primary health units and secondary health unit equipped with a hospital and a mobile dispensary at the headquarters of the project area and serving the area as a whole. It was to be hoped that it would be possible to expand these educational and health facilities as the economic condition of the people living in the project area improved as a result of these developmental activities and there was an all-round improvement in agricultural and village and cottage industries resulting in a general rise in the economic conditions of the people.

Partial Decontrol of Cloth Prices: Government of India's Decision.

The Government of India has announced its decision to decontrol the prices of certain varieties of cloth with effect from 1 October 1952. These cover dhoties and sarees, mulls and voils, poplins and crepes, drills, mazri cloth, dasuti and bed-ticking cloth and some other less important items.

In order to ensure supplies of yarn to the handloom industry at a price which will not exceed a known ceiling, the Government has decided to continue price control on yarn.

The prices of all other cotton textile varieties such as long cloth, certain kinds of shirtings, coatings etc., will continue to be controlled, and their existing prices will remain unchanged during the rest of the present year - October-December.

As regards distribution of cloth, mills will be free, as at present, to dispose of 80 per cent of the controlled varieties of coarse and medium cloth to buyers of their own choice until otherwise notified. The balance will be reserved for controlled distribution.

(The Hindustan Times, 1 October 1952).

Amalgamation of Steel Firms: Ordinance issued.

The President of India promulgated on 29 October 1952, the Iron and Steel Companies Amalgamation Ordinance, 1952, providing for the ~~amalgamation of the Iron and Steel Corporation of Bengal with the~~ amalgamation of the Steel Corporation of Bengal Ltd with the Indian Iron and Steel Company Ltd., with effect from 1 January 1953. The amalgamated company will be known by the name of the latter company which would take over all the assets and liabilities of the former company.

The Tariff Board and the Tariff Commission recommended on successive occasions that in the larger interests of the steel industry in India such amalgamation was desirable, as it would cut out duplication and waste and ultimately tend to reduce costs of production. In view of the serious shortage of steel in India for essential nation-building activities, it had also become imperative that the schemes drawn up by these companies for expansion of their iron and steel production capacity should be given effect ~~in~~, with all expedition and that necessary financial and other resources should be made available to them. Effective action in this behalf is only possible after the amalgamation of the companies. This amalgamation has now been effected by special legislation as it is essential that the two companies should be able

to take all necessary steps to implement the expansion programme without further delay.

The ordinance provides for the allotment of an equal number of preference shares in the Indian Iron and Steel Company to holders of preference shares in the Steel Corporation of Bengal and for the allotment of ordinary shares in the Indian Iron and Steel Company to the holders of ordinary shares in the Steel Corporation in the ratio of 4:5. This ratio has been determined on the advice of the Tariff Commission.

Provisions for the safeguarding of rights of creditors and employees have also been included.

(The Hindustan Times, 30-10-1952).

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36. Wages.

India - October 1952.

Survey of Wage Trends during 1951.

The wage revisions in 1951, were confined to the smaller units and centres and to the less important sectors of the industry, such as banking, transport services, chemicals, oils etc., according to a survey published in the Indian Labour Gazette, Vol. X, No. 2, August 1952. A summary of the article is given below.

In the years following the second world war, there was considerable agitation by workers for increased wage rates and allowances to compensate for the rise in cost of living, which led to industrial unrest. Industrial courts and industrial tribunals were set up, and adjudicators were appointed to resolve the disputes referred to them. These disputes mainly related to wages and allowances. A Central Pay Commission was also appointed to advise the Central Government on the revision of pay and other emoluments of its employees. Thus, wage disputes relating to most of the major and organised industries came up for adjudication before these agencies quite early and by the close of 1949, wage revisions took place in almost all the major industries. Wage rates and allowances were revised and schemes of standardisation were introduced in all the major centres of the cotton textile and jute industries during the period 1947-49. In other industries like engineering, paper, sugar, cement also, individual disputes relating to important units were referred for adjudication during this period. The process of wage revisions through this agency continued during the year 1950 also. Wages in the major industries were thus revised by the close of 1950. The wage revisions in 1951 were, therefore, confined mainly to the smaller units and centres and to the less important sectors of industry such as banking, transport services, chemicals and oils, etc. Even in these sectors the revisions mostly related to individual units and there were very few wage revisions affecting large numbers of workers.

Among the more important wage revisions effected during the year 1951 may be mentioned the increases in dearness allowance granted to Central Government employees and jute mill workers in West Bengal, and the fixation of a basic minimum wage of 30 rupees per month in a number of engineering and chemical concerns in Bombay.

All Central Government employees, including those employed in railways, posts and telegraphs and defence installations, who were getting 300 rupees or less, were granted an increase of

five rupees per month in dearness allowance. This had the effect of raising the dearness allowance from 35 rupees to 40 rupees in respect of unskilled workers ~~drawings~~ drawing upto 50 rupees.

By an award of November 1951, nearly 500,000 of workers employed in the jute mills in West Bengal were given an increase of five rupees per month in their dearness allowance, which thus increased from 32 rupees eight annas per month to 37 rupees eight annas per month. In a number of cotton mills situated in smaller centres, wages and dearness allowance were fixed at rates slightly lower than those for the major centres nearby; for instance, in a cotton mill in Bhor the minimum wage was fixed at 80 per cent of the Sholapur textile rate of 26 rupees per month. In another unit it was fixed at 21 rupees eight annas six pies per month. The rate of dearness allowance in these two units was fixed at 55 per cent and 58 per cent of the Sholapur rate respectively. In a cotton mill in Madras State a basic wage of 26 rupees per month and a dearness allowance of 27 rupees eight annas per month, which meant an increase of 10 rupees over the previous rate of 17 rupees eight annas, were fixed. In the ~~Madras~~ Madhavanagar cotton mills (Bombay State), which employed 525 workers, the basic minimum wage was increased from eight rupees per month to 24 rupees per month, and other wage rates as well as dearness allowance were fixed at rates 8 1/3 per cent less than the rates obtaining in the textile mills in Sholapur. Increases ranging from 6 1/4 to 50 per cent of basic wages according to income slabs were granted to workers of four textile mills in Madras State.

The practice of awarding a basic minimum wage of 30 rupees per month and of granting dearness allowance to workers in other industries in Bombay City on a basis linked to the Bombay cotton textile rate, was in evidence during this period also. It may be mentioned that this rate is fixed at 1.9 pies per day per point of rise above 105 in the Bombay cost of living index number. On this scale average dearness allowance per worker in 1951 was 57 rupees 4 annas per month. In a number of engineering concerns, silk mills and chemical concerns a basic wage of 30 rupees per month or one rupee two annas six pies per day was fixed. Dearness allowances varying from 50 per cent to 100 per cent of the cotton textile rate were awarded in ~~xxx~~ a number of cases. In Ahmedabad in a number of units of other industries like silk, chemicals, etc., the same basic wage as obtained in the cotton textile industry in that centre, namely 28 rupees per month was fixed.

There were certain other wage revisions of some importance. In 594 handloom factories in Malabar District, piece rates at double the original rate of one anna one pie per yard were fixed and dearness allowance for workers was awarded. In a number of sugar factories in Madras State increased basic wages were fixed. In one unit the basic wage was revised from eight rupees 12 annas per month to 16 rupees per month and in another from eight annas per day to 12 annas per day. In two cement factories in Bihar and Madras a basic wage of 14 annas per day was granted. In a chemical concern in Madras State an increase of one anna in the wage rates was given to the workers. The increase in the rates of dearness allowance by 10 per cent of wages to workers drawing above 26 rupees per month in the C.P. Manganese Ore Co. is an instance of voluntary revision.

Increase in dearness allowance.- In cases where dearness allowances are linked with cost of living indices, the amounts of dearness allowance increased in most cases. For instance, the statement given below shows that except in two centres, namely Ahmedabad and Baroda, dearness allowance paid in 1951 was higher than that paid in the corresponding months in 1950. In Ahmedabad and Baroda there has not been such a general increase. The dearness allowance paid in April and July 1951 was higher than that in the corresponding months of 1950, while the dearness allowance paid in the months of January and October 1951, was considerably lower as compared to the amounts paid in these months in 1950. An idea of the variations in dearness allowance in 1951 as against 1950 can be had from the figures given below, in respect of certain important centres of the cotton mill industry.

(Rounded to the nearest ~~rupian~~ anna)

Months	Bombay		Ahmedabad		Sholapur		Baroda	
	1950	1951	1950	1951	1950	1951	1950	1951
	Rs. A.	Rs. A.	Rs. A.	Rs. A.	Rs. A.	Rs. A.	Rs. A.	Rs. A.
January	52 4	52 12	68 14	64 10	52 11	52 15	61 15	58 2
April	50 11	58 6	68 1	69 8 4	54 2	54 14	61 4	62 5
July	53 4	59 11	73 14	78 14	51 1	57 2	66 7	70 15
October	56 1	56 10	76 2	72 5	52 1	58 5	66 8	65 1
Months	Indore		Nagpur		Kanpur		Madras	
January	47 7	45 15	41 11	41 5	53 7	53 15	42 9	42 6
April	47 4	48 9	39 11	41 11	52 8	54 11	42 3	42 15
July	48 6	52 2	40 4	43 8	54 9	56 14	42 6	44 7
October	49 2	51 9	41 1	43 10	55 8	59 4	42 12	45 0

Enforcement of Minimum Wages Act.- The Minimum Wages Act was enforced in the various States by 1950, but the activities in regard to the fixation of minimum wages for employees in the scheduled

employments gained momentum only in 1951. The industries affected by the operation of the Act included tanneries and leather manufactories, rice and flour and dal mills, woollen carpet and shawl weaving establishments, mica manufactories, tobacco (including bidi) manufactories, oil mills, road construction and building operations etc. The list would, of course, vary in a particular State. In this connection, it may be remembered that most of the scheduled industries covered by the Act are unorganised and scattered and had some of the lowest wage levels in the country before the fixation of minimum wages under Act. As a result of wage fixation under the Act, the most glaring irregularities in wage rates between units in the same industry, which existed before, have been eliminated and the general wage level in such industries has also been considerably raised. It is beyond doubt that many thousands of workers in a number of employments in different States have benefited by the increased minimum wage rates prescribed under the Act. For instance, as a result of minimum ~~wages~~ wage fixation large numbers of workers employed in plantations in Madras (130,000), Assam (nearly 500,000) and West Bengal (about 240,000) received increases in wages which came to as high as seven annas nine pies per day in certain instances in Madras, and varied from three to four and a half annas in Assam and one and a half to two annas in West Bengal.

The minimum wage rates fixed under the Act not only vary between States but also between different centres in the same State.

The rates for making 1,000 bidis, for instance, varied from 10 annas to one rupee six annas in Madhya Pradesh, from one rupee 12 annas to two rupees four annas in West Bengal and from one rupee 12 annas to two rupees eight annas in Bihar. In Madras rates were fixed at one rupee two annas per 1,000 bidis, two rupees per 1,000 cigars and one rupee four annas per day for tobacco curing. In the oil mill industry minimum wages were fixed at one rupee eight annas seven pies per day in Bihar, one rupee per day in West Bengal, one rupee four annas in some places and one rupee two annas in others ~~and~~ in Madhya Pradesh. Minimum basic wages in rice, flour and dal mills were fixed at 12 annas per day in Madras, one rupee two annas per day in West Bengal, one rupee per day in Uttar Pradesh and one rupee eight annas seven pies per day in Bihar. In Madhya Pradesh the minimum wage fixed was one rupee per day in some places and 12 annas per day in others. In road construction and building operation minimum daily wages for unskilled workers were fixed at one rupee in Uttar Pradesh, one rupee four annas in Bihar and West Bengal and one rupee 12 annas in Delhi. The rate varies from nine annas to one rupee per day, in various localities of Madhya Pradesh. In tanneries and leather goods

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manufactories the minimum wage fixed for a month of 26 working days inclusive of dearness allowance was 30 rupees in Madhya Pradesh, 34 rupees two annas in Madras, 45 rupees in Punjab, 51 rupees two annas in West Bengal and 61 rupees 12 annas in Bihar. Minimum wages were also fixed under the Act for municipal and agricultural workers in various States.

From the above account it seems clear that wage levels in the country continued to rise during 1951, though perhaps to a lesser extent than in the preceding post-war years.

Ajmer: Minimum Wages fixed for Employment
in Textile Industry.

In exercise of the powers conferred under the Minimum Wages Act, 1948, and by a notification dated 7 October 1952, the Chief Commissioner of Ajmer has, with effect from 1 September 1952, fixed the minimum rates of wages payable to employees in the cotton textile mills in the State. All the employees are classified under four categories and listed in four schedules to the notification and different rates of wages have been fixed for unskilled workers, employees in occupations common to all departments, time-rated occupations and piece-rated occupations. Every individual worker working in the cotton textile mills in the State must be included in one of the occupations mentioned in the four schedules.

The total monthly emoluments of an unskilled worker has been fixed at 56 rupees per month. The minimum basic wage of a clerk or typist ranges from 51 rupees a month for a Grade V clerk or typist to 175 rupees a month for a Grade I clerk or typist. The total ~~monthly~~ monthly wages of employees in occupations common to all departments vary from 61 rupees 12 annas for an oiler or cobbler to 81 rupees four annas for carpenters A Grade.

Different rates of wages have been fixed for employees in time rated occupations. The total monthly emoluments range from 136 rupees eight annas a month for jobber in the frame department to 56 rupees a month for mazdoor in mixing room or mixing carrier in ~~mixing room~~ blow room.

Individual mills should ~~fixed~~ piece-rates on the basis of their ~~wage~~ average normal production so as to yield to a full-time operative working for 26 days the average monthly earnings indicated in a schedule to the notification. The average normal production should be certified by the labour officer of the State. The average monthly earnings fixed in the schedule range from 32 rupees eight annas for reeling or winding man to 50 rupees six annas for drawing-in man. Dearness allowance at

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the rate of 26 rupees a month has been fixed for all employees. For a weaver the standard of wages is determined ~~on the~~ on the basis of 41.5 pies for weaving of 10 yards of plain cloth on 45" loom.

(Notification No.18/9/52-D and L dated 7 October 1952, the Gazette of India, Extraordinary, Part I, Section 1, 8 October 1952, pp. 2245-2250).

Uttar Pradesh: Minimum Wages for Farm Labour fixed.

In exercise of the powers conferred under the Minimum Wages Act, 1948, and by a notification dated 15 September 1952, the Government of Uttar Pradesh has fixed with effect from 20 September 1952 the minimum wages for employees in organised farms of 50 acres or over in the districts of Sultanpur, Pratapgarh, Azamgarh, Banda, Bara Banki, Jaunpur, Rae Bareilly, Faizabad, Hamirpur, Ballia, Ghazipur, and Jalaun. The minimum wage is one rupee or 26 rupees per mensem without perquisites for an adult, and ten annas per day or 16 rupees four annas without perquisites for a child below 18 ~~years~~ years. The minimum wage may be in cash or in kind or partly in cash and partly in kind. But the value of the wage in kind shall not be such as to make the wage paid less than the minimum prescribed by Government.

(Notification No.2458(LL)/XVIII(LB)-32(LL)-51, dated 15 September 1952, Government Gazette of Uttar Pradesh, Part I, 20 September 1952, page 1065).

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38. Housing.

India - October 1952.

28,500 Tenements to be built for Industrial Workers during 1952-1953: Central Government's new Industrial Housing Scheme.

The Government of India has decided to allocate 71.66 million rupees for the construction of 28,500 tenements under the new industrial housing scheme for 1952-1953. This scheme provides for payment of subsidy as well as loans to State Governments, housing co-operatives and employers. Details of the scheme are contained in the memoranda on industrial housing circulated by the Government of India for the twelfth Indian Labour Conference held at Naini Tal in October 1952 (vide pages 1-17 of this report).

The industrial housing policy so far followed was the one laid down in 1949 by which two-thirds of the capital cost was to be advanced by the Central Government as an interest free loan, and the balance by the State Governments or employers sponsored by them as a three per cent loan. The workers were to pay rent at two and a half per cent of the capital cost subject to a maximum of 10 per cent of their wages, the employers contributing three per cent of the cost of houses allotted to their workers. This scheme, however, met only with a partial success, the total disbursement during the years 1950-52 being ~~2.68~~ 26.8 million rupees. In the explanatory Memorandum on the budget estimates for 1952-1953 laid before the provisional Parliament, the Government of India announced a new policy, under which it was prepared to pay a subsidy upto 20 per cent of the cost of construction including the cost of land, provided the balance was met by employers who would let out the houses to genuine workers at rents suggested under the 1949 Scheme. The response to this scheme also was not encouraging. Considering the acute shortage of housing in the urban areas and the lack of adequate response to these schemes, a new scheme of industrial housing was evolved providing for payment of subsidy as well as loans to State Governments, housing co-operatives and employers. The details of the new housing scheme for 1952-1953 were placed before a Tripartite Conference in August last and the scheme has now been finalised. The scheme has been separately circulated by the Ministry of Works, Housing and Supply to the State Governments and workers' and employers' organisations inviting applications for financial aid.

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The scheme.- The scheme contemplates building of houses principally for accommodating industrial workers through the agency of the State Governments, statutory housing boards where they exist, employers and registered co-operative house building societies of industrial workers. The assistance which the Central Government proposes to give towards the programme is by means of subsidies and loans on relatively easy terms. For the purpose of this scheme the term 'industrial workers' refers to a worker as defined in the Factories Act, 1948.

Accommodation to be provided will be of two types. In cities of moderate size where land values are not exorbitant, single-storeyed tenements containing one living room, a kitchen, a verandah or lobby and a bathing space with a water tap will be built. A water flushed latrine to be shared between two tenements or a service latrine for each tenement will also be provided. In large cities where land values are high, multi-storeyed buildings, where each tenement will comprise a living room and a kitchen will be built. Community latrines and bath rooms will be provided for a group of flats. The living room in either type will not be less than 120 sq.ft. Modifications and alterations can be made by housing boards or State Governments to suit local conditions, but the subsidies and loans will in no case exceed the ~~maximum~~ maxima laid down in the scheme. If an employer or a co-operative society desires to modify the specification substantially, he or the society should obtain the permission of the Central Government.

Subsidies and loans.- The Central Government will grant subsidies as follows: (a) to the extent of 50 per cent of the actual cost of construction including the cost of land for housing schemes undertaken by the State Governments or statutory housing boards, and (b) to the extent of 25 per cent of the actual cost of construction including cost of land of housing schemes undertaken by employers and by such registered co-operative societies of industrial workers.

The Central Government will grant loans (a) to the State Governments up to 50 per cent of the cost of construction including the cost of land, repayable in 25 years at 4 1/2 per cent per annum; (b) to the State Governments for industrial co-operatives upto 37 1/2 per cent of the cost of construction including cost of land at 4 1/2 per cent repayable in 15 years; and (c) to employers up to 37 1/2 per cent of the cost of construction at ~~4 3/4~~ 4 3/4 per cent per annum, repayable in 15 years.

Loans and subsidies will be limited to the amounts calculated on the basis of the standard costs, viz., 2,700 rupees for one-room tenements in single-storeyed building and 4,000 rupees for one-room tenements in multi-storeyed buildings, provided that if higher land cost justified it, the subsidy for the tenements in the multi-storeyed buildings could be based on an increased standard cost not exceeding 4,500 rupees per tenement. No loan or subsidy under this scheme will be admissible for housing of employees of the Central or the State Governments except where employed by corporations or companies coming within the scope of the Employees' Provident Funds Act, 1952.

Calculation of rent.- The calculation of rent of tenements built by the State Governments takes into account sinking fund charges on 50 per cent of the total cost calculated on 40 years basis at 4 1/4 per cent, interest charge at 4 1/4 per cent, maintenance charge at 1 1/2 per cent of the cost of construction, municipal rates and taxes at 12 1/2 per cent of the rent in case of single-storeyed, and 25 per cent in case of multi-storeyed houses. Loans issued by the Central Government will be repayable, in the case of the State Governments within 25 years, and in the case of employers and co-operative societies of industrial workers within 15 years. The standard maximum rent for different ~~tenements~~ ~~types~~ types will be as follows:-
 (a) One roomed single ~~tenements~~ ~~in~~ ~~multi~~ ~~store~~ storeyed tenements, 10 rupees per mensem, and (B) One roomed tenements in multi-storeyed buildings, 17 rupees 8 annas per mensem. It will be open to the authority or owner concerned to charge lower rent if the conditions such as reduction of cost etc. permit.

Provision for 1952-1953.- There is a provision of 71.66 million rupees in the current year's budget of the Government of India for industrial housing schemes. Out of this amount allocation between subsidies and loans will be roughly 32.4 million rupees for the former and 39.26 million rupees for the latter. Under this scheme 26,500 units are proposed to be constructed, composed as follows.

<u>State Governments and housing boards.</u>	
One roomed single-storeyed tenements	8,000
One roomed tenements in multi-storeyed buildings	3,500
<u>Employers' and workers' co-operative societies</u>	
One roomed single-storeyed tenements	12,000
One roomed tenements in multi-storeyed buildings	5,000
	28,500

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For this purpose it is proposed to give a subsidy of 18.67 million rupees to State Governments and 13.72 million rupees to employers and workers' co-operatives, and a loan of 1.86 million rupees to State Governments and 2.0 million rupees to employers and workers' co-operatives.

A National Housing Act is also proposed to ensure uniformity in the housing policy throughout the country, and to remove difficulties arising under the Land Acquisition Act whether in respect of the assessment of compensation or for taking immediate possession of land, or the Co-operative Societies' Act or the various Rent Acts. The legislation may also deal with the subject of town planning unless it is decided to have a separate legislation in the matter.

According to the scheme, the Central Government will bear the major share of the financial burden of the housing programme. It is expected that the State Governments will meet any short-fall in the maintenance charges of the housing estates to be constructed by them or by the housing boards. The establishment charges on the schemes taken up by the State Governments and housing boards or any agency other than private employers, will also have to be borne by the State Government. It is understood that provision of schools, dispensaries and other amenities for these housing estates will be made by local authorities concerned in the normal course. In the tenements constructed by employers under this scheme, the management of each housing estate will be entrusted to a committee consisting of representatives of the employer and of the workers concerned with an official chairman nominated by the regional housing board or the Labour Commissioner.

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

INDIA - OCTOBER 1952.

41. Agriculture.

Madras: New Ordinance fixing Land Rents
promulgated.

The Government of Madras promulgated on 1 October 1952 a new Ordinance entitled Tanjore Tenants and Pannaiyal Protection (No.2) Ordinance, 1952 (No.VI of 1952), to remove doubts which have arisen regarding the validity of the Ordinance issued on 23 August 1952 (vide pages 17-18 of the report of this Office for August 1952) fixing land rents in Tanjore district, one of the chief rice producing areas in the Madras State.

Objections had been raised in some quarters that in so far as the original Ordinance sought to fix the minimum wages of agricultural labour either by a fixed rate or by a fixed proportion of the produce, it appeared to be repugnant to the provisions of the Minimum Wages Act, a legislation enacted by Parliament, which enjoins a certain procedure for arriving at the minimum wages for any of the scheduled appointments, employments.

Article 254(2) ^{of the Constitution} lays down that where a law made by the Legislature of a Part A or B State with respect ~~of~~ to one of the matters enumerated in the Concurrent List contains any provision repugnant to the provisions of an earlier law made by Parliament or an existing law with respect to that matter, then the law so made by the Legislature of such States shall, if it has been reserved for the consideration of the President and has received his assent, prevail in that State. Item 24 in the Concurrent List contains among other things welfare of labour, including conditions of work.

Necessary instructions of the President have now been obtained under Article 213(1) of the Constitution for the promulgation of the new Ordinance which repeals the Ordinance issued on 23 August 1952 (No.IV of 1952), and the connected amending Ordinance issued on 5 September 1952 (No.V of 1952). Any action taken under the two repealed Ordinances shall, however, be deemed to have been taken under the new Ordinance. (The amending Ordinance issued on 5 September 1952 removed doubts as to the interpretation of certain provisions of the original Ordinance (No.IV of 1952). It also laid down, inter alia,

that any crop or pulses or any other "catch crop" raised by the tenant at his own risk during the off-paddy season shall belong exclusively to tenants.

(The Fort St. George Gazette, Part IVB, Extraordinary, 1 October 1952, pp. 71-78; The Hindu, 2 October 1952).

Punjab Occupancy Tenants (Vesting of Proprietary Rights) Bill, 1952.

The Punjab Legislative Assembly passed on 20 October 1952, the Punjab Occupancy Tenants (Vesting of Proprietary Rights) ^{Act}, 1952, seeking to vest proprietary rights in occupancy tenants and to provide for payment of compensation to the landlords where their rights are extinguished.

The statement of objects and reasons appended to the Bill declares that in March, 1949, a land reforms committee was appointed by Government to examine the tenancy legislation in force in the State and to suggest ways and means to ameliorate the economic condition of tenants. One of the recommendations of that Committee was that the occupancy tenants should be given proprietary rights in their tenancies on payment of suitable compensation to the landlords. The Committee was of the view that conferment of proprietary rights in the land on the actual tiller of the soil was in conformity with modern trends of thought. The Committee also felt that because of the tension prevailing between occupancy tenants and their landlords, neither the tenant nor the landlord was in a position to develop the land to its utmost. As the State Legislature was suspended, the President of the Union enacted the Punjab Occupancy Tenants (Vesting of Proprietary Rights) Act, 1951 (President's Act No. VIII of 1951) (vide pages 37-38 of the report of this Office for January 1952), in order to give effect to the recommendations made by the Land Reforms Committee. It came into force from 15 June 1952.

Under the Act as enacted by the President all rights of landlords in the land held by occupancy tenants, whether at present or in future, are to be extinguished and these will pass to the occupancy tenants on payment of such compensation for acquisition of these rights as may be determined under the Act. In brief the Act aims at converting all occupancy tenants into proprietors of their tenancies. Evacuee property has, however, been exempted from the provisions of this Act, because there has been no final agreement with Pakistan regarding it and the land left by displaced persons in Pakistan.

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The Bill re-enacts the provisions of the President's Act with certain modifications.

The Bill was passed with certain amendments. One of these reduced the rate of compensation from 25 times to 20 times of the annual rent plus one ~~anna~~ anna for every rupee of land revenue. The other amendment authorised the mortgage of a holding whose proprietary rights were to vest in an occupancy tenant to file an application for determination of the amount of compensation payable to him.

(Punjab Government Gazette, Extraordinary,
1 October 1952, pp. 1053-1062;
The Hindustan Times, 22-10-1952).

Rajasthan Lands Summary Settlement Bill, 1952;
Measure to provide for summary settlement of
unsettled lands.

The Government of Rajasthan published on 7 October 1952, the Rajasthan Lands Summary Settlement Bill, 1952, to enable the State Government to order, wherever necessary, the evolution on a temporary basis of cash rents in respect of lands and holdings in the unsettled areas of Rajasthan.

The Statement of Objects and Reasons appended to the Bill declares that a very large portion of Rajasthan consists of unsettled lands where rents are paid mostly in kind. In consequence, relations between landholders and tenants are fast deteriorating, particularly because of the steep rise during these recent years in the price level. The only solution of the problem is regular settlement. A Committee set up by the Government of India in 1949, to report on the problems of land reforms in Rajasthan and Madhya Bharat States, recommended that, as an interim measure, a somewhat simplified summary process for the evolution of provisional cash rents may be adopted. Since there exists no law at present empowering the Government to undertake such sort of summary settlement, it is proposed to vest the necessary power by means of a proper legislation. The Bill runs closely on the lines recommended by the said Committee. The factors to be taken into consideration for the determination of the extent of lands and holdings, formation of assessment ~~of~~ circles, classifications of soil and the selection of rent rates are specified. The power to appoint patwaris (village revenue officials) and other land records staff has been reserved in Government. It is anticipated that by this rough and ready process all unsettled areas will be settled within a period of two years.

(Rajasthan Gazette, Extraordinary, Part III,
7 October 1952, pp. 379-387).

Rights of Tenants in Himachal Pradesh:
Two Bills introduced.

The Government of Himachal Pradesh published on 25 October 1952 the text of the Himachal Pradesh Tenants (Rights and Restoration) Bill, 1952, as introduced in the Legislative Assembly of the State.

The Statement of Objects and Reasons appended to the Bill declares that many tenants had been ejected by the landowners since 15 May 1948, when they felt that some changes were to be introduced in respect of tenancy holdings. These ~~ejections~~ ejections were most unfair and prejudicial to the interests of the cultivators and created a scare amongst them and many of them were left without any means of livelihood. It was also felt that a tenant should be entitled to purchase land when the landowner sells it at the fair market value. This Bill, is therefore, intended to restore the land to the tenants so ejected and to give them the right to purchase the land in their cultivatory possession when it is being sold.

Punjab Tenancy (Himachal Pradesh Amendment) Bill, 1952. - The Government of Himachal Pradesh published on 25 October 1952 another Bill, ~~the~~ the Punjab Tenancy (Himachal Pradesh Amendment) Bill, 1952, as introduced in the Legislative Assembly of the State. The Bill seeks to amend the Punjab Tenancy Act, 1887, in its application to Himachal Pradesh.

The Statement of Objects and Reasons appended to the Bill declares that under the Act as applied to Himachal Pradesh tenants from year to year and tenants-at-will had no security of tenure. They had consequently no interest in the improvement of land and could not initiate a long-term planning for improved cultivation so as to get greater yield from land. It has also been felt that the present rate of rent in kind is very heavy and a maximum limit for such rent is to be fixed with a view to save the cultivators of the land from exploitation by the land-owners. This Bill, is therefore, intended to amend the Punjab Tenancy Act in its application to Himachal Pradesh so as to fix a maximum limit for rent in kind and to give the tenants security of tenure.

(The Gazette of India, Part III, Section 3,
25 October 1952, pp. 1120-1125).

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44. Merchant Marine and Fisheries.

India - October 1952.

Orissa Inland Steam Vessels Registration
Rules, 1952.

The Government of Orissa gazetted on 17 October 1952 the Orissa Inland Vessels Registration Rules, 1952, made in exercise of the powers conferred under the Inland Steam Vessels Act, 1917. The Rules prescribe, inter alia, the form and particulars to be contained in applications for, and certificates of, registration of inland steam vessels, the procedure for transfer of ownership of a registered vessel, and the manner in which appeals to the State Government may be preferred against the orders of the registering authority.

(The Orissa Gazette, Part III, dated
17 October 1952, pp.1185-1200).

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CHAPTER 5. WORKING CONDITIONS AND LIVING STANDARDS.

INDIA - OCTOBER 1952.

50. General.

Vindhya Pradesh: Draft Weekly Holidays
Rules, 1952, published.

The Government of Vindhya Pradesh published on 4 October 1952 the draft of the Weekly Holidays (Vindhya Pradesh) Rules, 1952, proposed to be made in exercise of the powers conferred under the Weekly Holidays Act, 1942. The Rules define the persons employed in a confidential capacity or in a position of management and prescribe the method of inspection and the registers to be maintained by the establishments. The Rules will be taken into consideration by the Government after 4 December 1952.

(The Gazette of India, Part III,
Section 3, 4 October 1952,
pp. 1040-1041).

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52. Workers' Welfare and Recreation.

India - October 1952.

Uttar Pradesh: 167 Factories directed to
provide Canteens.

In exercise of the powers conferred under the Factories Act, 1948, read with the Uttar Pradesh Factories Rules, 1950, the Government of Uttar Pradesh has directed 167 factories to provide adequate canteens by 1 October 1952 in accordance with the standards prescribed in the aforesaid Rules. The factories specified in the notification include oil mills, textile mills, sugar factories, woollen mills, ginning factories, glass works, lamp works, tanneries, etc.

(Notification No. 2438(LL)(11)/XVIII-(LB)-61(LL)-51, dated 24 September 1952, Government Gazette of Uttar Pradesh, Part I-A, 27 September 1952, pp. 625-627).

Rajasthan: Welfare Officers (Recruitment and
Conditions of Service) Rules, 1952.

The Government of Rajasthan published on 20 September 1952 the Welfare Officers (Recruitment and Conditions of Service) Rules, 1952, 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.

(Rajasthan Gazette, Part IVB, 20 September 1952, pp. 301-304).

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56. Labour Administration.

India - October 1952.

Assam: Working of the Factories Act during 1951*.

Number of factories and workers employed.- The total number of factories in the register at the end of the year under review was 919 as against 841 in the previous year. Eighty new factories were brought into the register and two factories were struck off. The number of working factories was 911. The number of non-power factories working with twenty or more persons under section 2(m)(ii) of the Factories Act, 1948 was only seven. During the year 12 establishments, employing 10 or below and working with the aid of power or employing less than twenty and working without the aid of power, were declared as 'factory' under section 85 of the Act, but only six of these applied for registration and license. Eighty-nine applications were received for approval of plans for factory buildings. Out of these 44 were for construction of new buildings and 45 for extension of existing factory buildings.

The average daily number of workers employed in 844 factories which submitted returns was 65,136 as against 61,262 in the previous year - an increase of 3,874 ~~workers~~ workers. The average number of women employed during the year was 11,787 as against 11,960 in 1950 - a decrease of 173 workers. The average number of adolescents and children employed in factories was 2,362 and 774 respectively against 1,833 and 456 in the previous year.

Inspection of factories.- During the year 1951, ~~xx~~ 532 factories were inspected. Twenty-five factories were inspected twice and 4 factories were inspected three times. The additional Inspectors visited 195 factories. The percentage of total inspection during the year under review was 82.6 as against 83.3 in 1950 and 51.8 in 1949. The target of the Inspectorate was to inspect all the factories in the State at least once in a year. This could not be achieved as two officers were absent on deputation and those officers who were in office had to devote considerable time in routine work of licensing of factories. The Report states

* Report on the Working of the Factories Act, 1948 in Assam for the year 1951, Shillong. Printed at the Assam Government Press, 1952. pp.22. Price Rs.1-6-0 or 2s.1d.

that there is need for further strengthening of the staff and sectionalisation of electrical and factory inspectorates, opening of more regional inspecting offices, relief of inspecting officers from the burden of routine office work which can be done by a superior class of office assistants, and grant of increased tour budget for the officers.

The following table shows the number of annual inspections and also the percentage of inspections for the last five years:

	Total inspections				
	1947	1948	1949	1950	1951
1. By officers of the Inspectorate.	316	340	301	541	565
2. By additional Inspectors.	186	43	100	160	195
Total inspections.	502	383	401	701	760
Percentage of inspections.	62.5	49.9	51.8	83.3	82.6

Certification of adults, adolescents and children.- During the year under review 4,200 certified adolescents and children were employed mostly in tea factories against 3,000 in the previous year, and certification was done by certifying surgeons appointed under the old Factories Act and Rules.

Safety measures.- As safety engineers, the inspecting staff were particularly attentive during inspections regarding fencing of dangerous machinery and improvement of existing safety devices. It was found in general that the working conditions of factories were definitely safer during the year than in the previous year. This will appear from the fact that the percentage of accidents originating from machinery was only 5.6 during the year as against 9.2 in 1950 and 13.5 in 1949.

Approval of plans of new factory buildings and extensions as required under Section 9 of the Factories Act, 1948, helped in setting up definite standard of ventilation and natural lighting in those factories which started after the enforcement of the Factories Act, 1948. During the year the inspecting officers were asked to pay special attention to improve ventilation and lighting conditions in the rice and oil mills and a campaign was started to popularise the installation of dust extracting plant in the rice and oil mills in the State as a measure against dust nuisance in the work rooms.

Accidents.- During the year under review there were 916 accidents as against 738 of the previous year. This shows an increase of 178 accidents over the previous year's figure. Out of the total of 916 accidents during the year eight were fatal as

against seven fatal accidents of the previous year. There were no accidents to women or children. The number of accidents of serious nature which caused the injured persons to remain absent from work for more than three weeks increased to 88 from 79 of the previous year. Sixty-five accidents of this nature originated from causes like being struck by falling body, persons falling into pits, handling goods, use of hand tools, etc. The following table shows industry-wise analysis of accidents and the total number of mandays lost on account of absence due to non-fatal accidents:-

Industry	No. of fatal accidents	No. of non fatal accidents	No. of non fatal acci- dents in which the workers returned to work.	Total No. of mandays lost on account of absence due to non-fatal accidents.
1 Process Allied to Agriculture.....	Nil	Nil	Nil	Nil
20 Food except Beverage.....	7	177	177	4,453
21 Beverages.....	-	-	-	-
23 Textiles.....	-	-	-	-
25 Wood and Cork (except furniture).....	1	33	33	642
28 Printing and Publishing and Allied Industries.....	-	-	-	-
31 Chemical and Chemical Products	-	19	19	356
32 Products of Petroleum and Coal	-	443	443	3,295
33 Non-metallic minerals products (except products of Petroleum and Coal).....	-	12	12	211
35 Manufacture of metal products (except machinery and transport equipment).....	-	1	1	-
36 Manufacture of machinery (except electrical machinery)	-	110	110	1,514
38 Transport and Transport equipments.....	-	111	111	2,760
39 Miscellaneous Industries...	-	-	-	-
51 Electricity Gas and Steam..	-	2	2	23
52 Water and Sanitary Services.	-	-	-	-
Grand Total.....	8	908	908	13,254

Prosecutions and convictions.- During the year under review prosecutions action was taken against three factories only. Conviction was obtained in the other two cases; the result in the remaining case has not as yet been communicated.

Payment of wages in factories.- The average number of workers employed in daily in the factories subject to the administration of the Payment of Wages Act and Rules was 60,637 in 1951 as against 60,982 in 1950 representing a decrease of 0.5 per cent on the 1950 figure. The total wages paid

to the workers in factories as per returns received under the Payment of Wages Act amounted to 23,587,130 rupees seven annas as against 23,236,852 rupees 12 annas in the previous year and the total deductions under heading of fines, breach of contract and damage or loss amounted to 396 rupees 10 annas. This represents an average annual earning of 389 rupees against 381 rupees in 1950. The trend of wage from 1945 onward is reflected in the following table:-

Years	Average per capita employed in factories		
	Rs.	As.	P.
1945.....	215	5	2
1946.....	220	7	2
1947.....	274	7	5
1948.....	324	9	6
1949.....	352	15	11
1950.....	381	0	0
1951.....	389	0	0

Several cases of default in factories in the matter of payment of overtime wages at double the ordinary rate of wages were taken up by the inspectorate and in all cases the management, were made to pay up all the arrears of wages.

(The Working of the Factories Act, 1948, in Assam for the year 1950 was reviewed at pages 51-58 of the report of this Office for October 1951).

Labour Administration in Rajasthan: Review for the Year 1951-1952.

According to a short account of labour administration in Rajasthan during 1951-52 published in the Indian Labour Gazette, Vol. X, No. 2, August 1952, a number of Central labour laws such as the Workmen's Compensation Act, 1923, the Indian Trade Unions Act, 1926, the Payment of Wages Act, 1936, the Industrial Disputes Act, 1947, the Industrial Employment (Standing Orders) Act, 1947, the Factories Act, 1948, and the Minimum Wages Act, 1948, have been adopted in the State of Rajasthan with effect from 26 January 1950. With a view to affording maternity protection to women workers the State Government proposes to enact ~~work~~ a Maternity Benefit Act. Draft rules under the Weekly Holidays Act, the Factories Act and the Industrial Statistics Act were also under consideration.

There were 434 factories ~~during~~ in the State employing approximately 34,500 workers during the year under review. The Inspectorate of Factories

was considerably active in connection with the ~~enforcement~~ enforcement of the provisions of the Factories Act and carried out as many as 254 inspections during the year under review. During the year, there were 603 accidents in the factories, of which two were fatal, 19 serious and 582 minor. A majority of the accidents took place in the textile mills, cement works and railway workshops. Nine prosecutions were launched against the managements of the factories for contravention of the provisions of the Factories Act.

Relations between the employers and employees remained cordial during the year under review. There was only one important lock-out which took place in the Gujrat Bidi Works, Kotah, following a demand for increase in wage rates by the workers. There were some minor strikes on issues such as alleged misbehaviour of the manager, non-payment of arrears of wages, etc. The total number of industrial disputes reported during the year was 108. Of these 40 were fully settled, 36 partially settled and 10 referred to industrial tribunals.

The total number of complaints received during the year was 260. Of these, 164 were decided in favour of the complainants and 68 against them. Of the total, 60 concerned wages, 56 employment, 14 working conditions, 52 labour-management relations and 78 personnel.

Minimum wage fixation.- The report of the Minimum Wages Committee appointed by the State Government was considered by the Government and minimum wages were fixed in all the scheduled industries (excepting agriculture) covering about 50,000 workers.

The minimum rates of wages fixed were as follows:
(a) Thirty rupees per month or one rupee two annas per day (including Dearness Allowance and other allowances) for an adult man or woman employed in any woollen carpet making concern, rice mill, flour mill, dal mill, tobacco (including bidi) manufactory, oil mill, under any local authority, or in any public motor transport service. (b) Thirty rupees per month or one rupee per day for adult man and 20 rupees per month or twelve annas per day for adult woman (including Dearness Allowance and other allowances) in road construction and building operations, stone breaking and stone crushing and mica mining.

Employment exchanges have been set up at a number of important centres. During April 1951 - March 1952 the number of persons registered for employment was 17,419 and the number placed was 6,135. There was only one technical training institute with 112 seats for training in blacksmithy, moulding, general mechanism, carpentry, tin and

copper smithy. It is proposed to extend these facilities to other important cities.

During the year, 14 trade unions were registered under the Indian Trade Unions Act, 1926. Standing orders in respect of ~~11~~ 11 concerns were received during the period under report. Standing orders submitted earlier by the textile mills and the Associated Cement Co., were certified during the year. Works Committees were formed in 14 concerns under the Industrial Disputes Act, 1947. Compensation amounting to 44,897 rupees was distributed under the Workmen's Compensation Act to workers during the year under review.

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66. Strike and Lockout Rights.

India - October 1952.

Madras: Electric Tramway Services, Motor Transport Services and Cotton Textiles Industry declared Public Utility Services.

In exercise of the powers conferred under the Industrial Disputes Act, 1947, and by a notification dated 1 October 1952, the Government of Madras had declared electric tramway services, motor transport services and cotton textile industry in the State to be public utility services for a period of six months from 5 October 1952.

(G.O.Ms.No.4171 Development dated 1 October 1952, the Fort St. George Gazette, Part I, 8 October 1952, p.1444).

Patiala and East Punjab States Union: Textile Industry declared Public Utility Service.

The Government of Patiala and East Punjab States Union has, by a notification dated 27 September 1952 under the Industrial Disputes Act, 1947, declared the textile industry in the State to be a public utility service for a period of six months.

(The Statesman, 29 September 1952).

Uttar Pradesh: Cotton Textile Industry declared Public Utility Service.

In exercise of the powers conferred under the U.P. Industrial Disputes Act, 1947, and by a notification dated 13 October 1952 the Government of Uttar Pradesh has declared the cotton textile industry and every undertaking connected with the manufacture or distribution of cotton textiles to be a public utility service for the purpose of the Act for a period of six months from 22 October 1952.

(Notification No.6749(TD)/XVIII(LA)-91(TD)-49 dated 13 October 1952, Government Gazette of Uttar Pradesh, Part I, 18 October 1952, p.1249).

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67. Conciliation and Arbitration.

India - October 1952.

Bihar: Voluntary Conciliation Board set up
at Sindri.

The management and the workers' representatives of the Sindri Fertilizer Factory have agreed to settle all industrial disputes by voluntary conciliation.

A Conciliation Board with Mr. B.C. Mukherji, Managing Director, as chairman and Mr. R.S. Sinha, President, Sindri Workers' Union, as secretary has been constituted for the purpose. It has six other members, three representing each side.

The functions of the Board include taking cognizance of all the disputes that may be referred to it either by the management or by the union and which are in essence disputes between the management and the union and also such matters as do not fall within the definition of disputes but are remitted to it for consideration and ~~opinion~~ opinion by either side. Every unanimous decision or opinion of the Board shall be binding on and implemented by the Union and the management, the latter to the extent to which the local management is competent to take a decision on the issue involved.

The Board has already made a good start by discussing and settling a number of matters at issue at its first meeting held recently.

(The Hindustan Times, 21-10-1952)

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CHAPTER 7. PROBLEMS PECULIAR TO CERTAIN
CATEGORIES OF WORKERS.

INDIA - OCTOBER 1952.

71. Employees and Salaried Intellectual Workers.

Secondary Education Commission set up.

The Government of India has by a Resolution dated 24 September 1952 set up a Commission to examine the prevailing system of secondary education in the country and suggest measures for its reorganisation and improvement. The Commission consists of nine members including Dr. A. Lakshmanaswami Mudaliar, Vice-Chancellor, Madras University (Chairman), Principal John Christie, Jesus College, Oxford and Dr. Kenneth Rast Williams, Dean of Instruction, Air University, U.S.A.

The terms of reference of the Commission will be to inquire into and report on the present position of secondary education in India in all its aspects and suggest measures for its reorganisation and improvement with particular reference to the aims, organisation and content of secondary education; its relationship to primary, basic and higher education; the inter-relation of secondary schools of different types and other allied problems so that a sound and reasonably uniform system of secondary education suited to ^{the} ~~our~~ needs and resources may be provided for the whole country.

(The Gazette of India, Part I,
Section 1, ~~440~~ 4 October 1952,
pp. 543-544).

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CHAPTER 8. MANPOWER PROBLEMS.

INDIA - OCTOBER 1952.

81. Employment Situation.

Employment Exchanges: Working during
August 1952.

According to the report of the Directorate of Employment Exchanges for August 1952, there were 35,000 fewer registrations during August 1952 when compared with the all-time record during the month of July, 1952. This brought much-needed relief to the overworked staff in certain urban employment exchanges. No relief unfortunately came to the unemployed because the demands of commercial, industrial and Government establishments also declined. This decline was primarily due to a recession in the number of vacancies notified by Central and State Government employers. Generally speaking, although employment in the private sector has grown steadily less since the beginning of the year, it has fallen rather less steeply than the recession of employment in Government establishments. The overall result of these fluctuations in August was that the number of registered unemployed at the end of the month was still well over 400,000. This was only about 7,000 less than the record figure at the end of July.

Shortage of diesel engine mechanics, rivetters, glass blowers, accountants, veterinary surgeons, and lecturers was reported by many exchanges. A large number of exchanges reported a surplus of untrained teachers, fitters, carpenters, motor drivers, wiremen, commercial pilots and painters.

Registrations and placings.- The following table shows registrations for employment and placings during July and August 1952.

	August 1952	July 1952
Registrations.....	119,371	153,808
Placements.....	29,186	30,486

Of these registered 8,142 were displaced persons, 7,321 were ex-Service personnel and 2,140 discharged Government employees.

Registrations during the month showed a steep fall of 34,437 as compared to previous month. All the regions except Orissa showed a fall. The

decline in registrations was comparatively large in Uttar Pradesh (10,875), Madras (7,130), Bombay (5,193), Delhi, Ajmer and Rajasthan (4,369), Punjab (2,605) and Madhya Pradesh (1,802).

Of those placed 1,065 were displaced persons, 1,115 were ex-Service personnel and 592 were discharged Government employees. A total of 17,837 was placed with private employers and 11,349 in Central and State Government establishments.

There has been a fall of 1,300 in placings as compared to the previous month. The decline in placings was comparatively large in Madras (609), Punjab (546), Delhi, Ajmer and Rajasthan (348) and West Bengal (168). Bombay, Bihar and Uttar Pradesh, on the other hand, showed an increase of 241, 220 and 137 respectively in placings during the month.

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	2,021
61 rupees to 100 rupees	8,103
30 rupees to 60 rupees	17,722
Below 30 rupees.....	1,340

Vacancies notified and submissions.- The number of vacancies notified by employers during August 1952, was 33,927 as compared to 36,759 during July 1952, that is, a fall of 2,832. Of the vacancies notified 14,103 were by Central and State Government establishments and 19,824 by private employers. There was a fall of 2,150 in the Government and 682 in the private sector as compared to previous month. There was considerable decrease in vacancies notified in the regions of Uttar Pradesh, Madras, Punjab and Delhi, Ajmer and Rajasthan. On the other hand, the Bihar and Bombay regions showed an increase of 593 and 339 respectively.

The number of persons submitted to employers during August 1952, was 73,816 as against 82,990 during the ~~previous~~ preceding month.

Employers using exchanges.- The number of employers who used the exchanges during August 1952, was 6,020 as compared to 6,602 during July 1952.

Employment of highly qualified applicants.- The number of A.B. standard applicants (applicants possessing professional or scientific qualifications or experience of supervisory, managerial, higher technical, administrative or scientific work) registered for employment assistance was 914 and the number placed in employment during the month was 82

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as against 1,124 and 117 respectively during the previous month.

Placement of scheduled caste and tribal applicants.- The number of scheduled caste applicants registered by the employment exchanges during August, 1952 was 12,784 as against 15,718 in July 1952. A total of 4,344 such applicants was placed in employment during the month under report. Among those placed 830 were in Central Government vacancies, 525 in State Government vacancies and 2,989 in other vacancies. The number of scheduled caste applicants submitted to employers during the month was 8,785. A total of 341 vacancies reserved specifically for such applicants was notified to employment exchanges during August 1952. At the end of the month 35,804 scheduled caste applicants remained on the live register of exchanges, of whom 1,120 were women.

The number of applicants belonging to scheduled tribes registered by the employment exchanges during August, 1952 was 1,480 as against 1,153 in July 1952. A total of 745 such applicants was placed in employment during the month. The employment exchanges in the Bihar region registered 1,084 and placed 618 in employment during the month under report. Thirty seven vacancies reserved specifically for this category of applicants were notified during the month. A total of 2,206 scheduled tribe applicants was on the live registers of exchanges at the end of the August 1952.

Re-employment of surplus or retrenched Government employees.- During the month 17 fresh secondary employment index cards in respect of surplus retrenched central government gazetted and commissioned officers were included in the all India special register set up for them. The total number of applicants on the special register on the last day of August was 341 including 193 ex-Commissioned Officers of the defence services. Of the total, 223 were ex-Class I officers and the remaining 118 ex-Class II officers.

Thirty one fresh 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, educational officers, doctors, journalists and other technical and scientific officers who were in short supply. Twenty six submissions were made against the vacancies notified and non-availability certificates were issued in respect of 52 current and past vacancies. Besides these 19 submissions were made against vacancies advertised by the Union Public Service Commission and 4 speculative submission made for the post of research assistant under the Indian Central

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Sugar Cane Committee. One applicant from the special register was placed during the month as assistant employment officer in the scale of 215-15-350 rupees.

There was a fall in the number of discharged Government employees registered during the month, which was 2,140 as against 2,794 during the previous month. The number of placings was 592 as against 770 during the month of July. Among those placed, 403 persons were ex-Central Government employees and 189 ex-State Government employees. Madras Region obtained the largest placings in any Region (194) in this category, Delhi coming second with 75 placings.

Employment assistance given to women.- A total of 1,937 women was placed in employment during the month through the employment service as against 1,944 during the previous month. The number of women registered was 4,362 as against 5,258 the previous month. The largest number of placings of women in a single region was reported from Bihar, where 677 women were found employment during the month. Madras occupied the second place with 400 placings.

Vacancy and labour clearing.- During the month under report the vacancy clearing machinery was utilised to fill 252 vacancies by obtaining applicants from other exchange areas. Fatehgarh, Moradabad, Calcutta and Kidderpore filled 34, 24, 13 and 13 such vacancies respectively, while Barrackpore, Kidderpore, Howrah, Kanpur, Calcutta and Bijnor supplied 44, 28, 26, 25 and 23 applicants respectively against vacancies in other areas.

A total of 112 fresh vacancies (as compared to 208 in the last month) were received by the central employment co-ordination office, through the regional employment co-ordination offices and employment exchanges of which 111 were given all-India circulation and the remaining one limited circulation. In addition, 12 vacancies of technical assistants in the overseas communication service, Bombay, and 18 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 31 August 1952 was 1,774.

Mobile exchange work.- There was an increase in the placings obtained by the operation of mobile sections of employment exchanges during the month. The number of placings was 6,589 as against 5,827 during the previous month and the number of registrations 7,819 as against 8,570. The largest placings in any single Region were 1,998 in Bombay. Bihar came second with 1,254 placings.

Live register. - The number of persons still seeking employment assistance through the exchanges on the last day of August 1952, was 412,101 which was 6,808 less than the figure for July 1952. Of those on the live registers 1,106 were known to be employed but desired further employment assistance. Out of the total number on the live register 39,880 were displaced persons, 27,244 were ex-Service personnel and 9,093 discharged Government employees. Among discharged Government employees 5,846 were Central Government and 3,247 State Government employees.

Special Investigation: Employment assistance to disabled persons. - A recent enquiry has revealed that there were 312 disabled persons still seeking employment assistance at the end of July 1952. A total of 641 registrations had been effected since the beginning of the calendar year, most of whom were disabled ~~xxx~~ ex-Servicemen. Fifty-three were, however, disabled persons from various walks in civil life. As a result of the efforts of the employment exchanges 61 disabled ex-Servicemen were found jobs and 7 non-ex-Servicemen. Seventeen of the registrants were either deaf or dumb or both, most of them being non-ex-Servicemen. About half of the applicants allowed their registrations to lapse presumably because they had found alternative employment themselves or because for other reasons they no longer required the assistance of their local exchange.

Employment exchanges reported that very few employers were prepared to engage disabled persons when able-bodied people were available and it would appear that the development of a more favourable public opinion in connection with the employment of displaced persons is to be desired.

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

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Rajasthan Essential Services (Maintenance)
Bill, 1952.

The Government of Rajasthan published on 7. October 1952 the Rajasthan Essential Services (Maintenance) Bill, 1952, to make provision for the maintenance of certain essential services in Rajasthan.

The Bill applies to all employments under the Government, services declared essential for securing public safety, order or peace, and other services or supplies declared essential to the life of the community. The Government or an officer authorised in this behalf may, by general or special order, direct that any person or persons engaged in certain employments shall not depart out of specified areas. Penalties are provided for contravention of the provisions of the Bill.

The Statement of Objects and Reasons appended to the Bill declares that not infrequently emergent situations arise which call for immediate and effective action for the maintenance of services under Government or of other services essential for securing public safety, order or peace and of services or supplies essential to the life of the community. In the absence of ~~proper~~ proper legislation on the subject the Government often finds ^{itself} handicapped in meeting such situations properly. The Bill is designed to remove that handicap. It runs more or less on the lines of the Essential Services (Maintenance) Ordinance of 1941, issued by the Central Government.

(Rajasthan Gazette, Extraordinary, Part III,
7 October 1952, pp. 389-393).

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83. Vocational Training.

India - October 1952.

Labour Ministry's Training Schemes: Progress during August 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 institute centres on 31 August 1952, was 8,783. There were 6,880 trainees in the technical trades and the remaining 1,903 in the vocational trades.

Training of displaced persons.- Similarly, the total number of displaced trainees on the rolls, at the end of August 1952, was only 2,642. Of them 2,217 were in technical trades including 63 who were undergoing training in production/professional work. The remaining were undergoing training in vocational trades.

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

Training of women.- A total of 374 women were undergoing training at the end of the month at the four women's industrial training institutes at New Delhi, Dehra Dun and Madras. In addition ~~3~~ one woman at industrial training institute, Digha, 37 women at industrial training institute, Almora and 20 women at industrial training institute, Virajpet (Coorg) were undergoing training alongside the men trainees.

Training of supervisors and instructors.-The total number of supervisors and instructors on roll at the central training institute for instructors, Koni-Bilaspur (M.P.) was 119 on 31 August 1952.

Trade tests in vocational trades.- Four hundred and sixty two trainees passed the trade tests in vocational trades held during ~~the~~ last month.

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

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CHAPTER 9. INCOME SECURITY.

INDIA - OCTOBER 1952.

92. Legislation.

Employee's Provident Fund Scheme, 1952:
Provident Fund facilities for Staff of
Six Industries.

The Government of India published¹ on 2 September 1952 the Employees Provident Fund Scheme, 1952, framed in exercise of the powers conferred under the Employees Provident Funds Act, 1952 (vide page 71 of the report of this Office for March 1952).

The scheme consists of nine chapters. The first three chapters, which came into force on 2 September 1952, brought into existence Government machinery to implement the scheme. The provisions deal inter alia with constitution of a central board of trustees, regional committees for the States, qualifications for trusteeship or membership of regional committee, meetings of the board and the committee, appointment and powers of provident fund commissioner and other staff of board of trustees.

Chapter IV of the scheme deals with employees who are required to join the scheme. An employee must have completed, on the date the scheme comes into force, one year's continuous service in the factory to which the scheme applies. One who has yet to complete a year's service will become member from the beginning of the month following that in which he completes it. He will remain a member even after his monthly basic wages exceed 300 rupees though his contribution will then be restricted to the maximum of one anna in the rupee on 300 rupees and the dearness allowance admissible on this amount.

A subscriber to an existing provident fund may elect, within three months, to continue subscribing to his old fund provided it is equally or more favourable to him than the new fund. Every authority in charge of any provident fund in existence on 15 November 1951, will transfer to the appropriate commissioner, before 1 January 1953, the accumulations to the credit of the subscribers together with all accounts. Government securities in which these may have been invested should also be transferred to the commissioner.

1. Gazette of India, Extraordinary, Part II, Section 3, 2 September 1952, p. 807.

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After this transfer the commissioner will notify that subscribers to any particular fund have become members of the provident fund under the new scheme. Each member of the fund will have to furnish particulars concerning himself and his nominee and will be allotted an account number. By another notification dated 8 October 1952, this chapter besides certain other sections of other chapters have been enforced¹.

Chapter V deals with the contributions payable by the employer and the employees, and the mode of recovery of a member's share of contribution.

Chapter VI deals inter alia with declaration by persons already employed at the time of the institution of the Fund, preparation of contribution cards, duties of employers, mode of payment of contributions and returns. Every employer will send to the commissioner within 15 days, a consolidated return of employees required to, or entitled to, become members of the fund, showing the basic wage and dearness allowance, including the cash value of any food concession paid.

Chapter VII deals inter alia with investment of monies belonging to the Fund, administration expenses, audit of accounts and interest to be credited to members' accounts.

Chapter VIII deals with nominations and payments and withdrawals from the Fund.

Chapter IX provides for the submission of an annual report on the working of the scheme and prescribes penalties for failure to pay contributions etc.

The Government of India has appointed Mr. Sadashiv Prasad, Deputy Secretary, in the Labour Ministry, as Central Provident Fund Commissioner for the territories to which the Employees Provident Funds Act of 1952 extends.

Regional Commissioners have also been appointed for 19 States where factories of any of six industries - engineering, cement, iron and steel, textiles, cigarettes and paper - are situated. The States are Bombay, Bihar, Uttar Pradesh, Madras, Bengal, Orissa, Punjab, PEPSU, Rajasthan, Ajmer, Delhi, Madhya Pradesh, Madhya Bharat, Bhopal, Cutch, Mysore, Travancore-Cochin, Saurashtra and Coorg.

Contributions to provident funds are proposed to be collected as from 1 November 1952².

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1. The Gazette of India, Part II, Section 3, 18 October 1952, page 1548.
 2. The Statesman, 10 October 1952.

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Punjab: Maternity Benefit (Amendment) Bill,
1952, passed by Legislative Assembly.

The Punjab Legislative Assembly passed on 21 October 1952 the Punjab Maternity Benefit (Amendment) Bill, 1952.

The Bill seeks to amend the Punjab Maternity Benefit Act, 1943. The definition of the term 'factory' has now been broadened and brought in line with the definition under the Factories Act, 1948. An important change made through the Bill is that it authorises a woman employed in a factory for not less than six months to claim maternity benefits in case of a miscarriage or abortion. No maternity benefit could, however, be allowed to a woman employee suffering a miscarriage if it results in her conviction under section 312 of the Indian Penal Code.

(The Hindustan Times, 22 October 1952;
Punjab Government Gazette, Extraordinary,
11 October 1952, pp. 1105-1108).

Hyderabad Coal Mines Bonus Scheme, 1952,
published.

The Government of India published on 11 October 1952 the Hyderabad Coal Mines Bonus Scheme, 1952, framed by the Central Government under the Coal Mines Provident Fund and Bonus Schemes Act, 1948 (XLVI of 1948). The scheme which applies to all coal mines in Hyderabad came into force on 1 October 1952.

Every employee in a coal mine in Hyderabad is eligible to qualify for a bonus except those whose basic earnings exceed three hundred rupees ~~per~~ per month or who were employed as malis, sweepers or domestic servants or employed as labourers of a contractor. An employee qualifies for a bonus from his employer in respect of any quarter, provided that he puts in attendance in a coal mine during that quarter for not less than 60 days if a category I employee or for not less than 65 days if a category II employee. The amount of bonus in respect of any quarter is one-third of the basic earnings of the employee for work done in that quarter in the coal mine wherein he qualifies for bonus; and the bonus in respect of any quarter should be paid within a period of two months from the last date of the quarter. No bonus will be payable to employees in any quarter if the employees participate in that quarter in any illegal strike.

① Category I employee means an underground miner or any other underground piece worker and a category II employee means an employee other than a category I employee.

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Other provisions of the scheme deal with allowance for leave, etc., registers and returns, obligation to produce documents before inspector and penalties.

(The Gazette of India, Part II, Section 3, 11 October 1952, pp. 1530-1537).

Travancore-Cochin Employees' Insurance Courts Rules, 1949 : Draft published.

The Government of Travancore-Cochin published on 16 September 1952 the draft of the Travancore-Cochin Employees' Insurance Courts Rules, 1949, proposed to be made in exercise of the powers conferred under the Employee's State Insurance Act, 1948. The rules deal, inter alia, with the constitution of courts under the Act, conditions of service of the judges of the courts, procedure and execution of orders of the courts, and fees and costs of proceedings in the courts. The draft rules will be taken into consideration by the Government after 16 December 1952.

(Travancore-Cochin Gazette, Extraordinary, No.37, 16 September 1952, pp. 1-19).

Mysore: Draft Workmen's Compensation (Mysore) Rules, 1952.

The Government of Mysore published on 25 September 1952 the draft of the Workmen's Compensation (Mysore) Rules, 1952, proposed to be made in exercise of the powers conferred under the Workmen's Compensation Act, 1923. The Rules deal, inter alia, with review of half monthly payments and commutation thereof, procedure for deposit of compensation with the Commissioner and registration of dependants, report of accidents, medical examination of workmen, procedure to be followed by the Commissioner in the disposal of cases under the Act, fees and costs, and special rules for the grant of compensation to workmen suffering from silicosis. The draft rules when approved will supersede the old rules issued on 26 February 1929, 8 January 1930 and 13 January 1940.

The draft rules will be taken into consideration by the Government after 20 October 1952.

(The Mysore Gazette, Part IV, Section 2c, 25 September 1952, pp. 397(1) to 397(54)).

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

INDIA - OCTOBER 1952.

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

The Tanjore Tenants and Pannaiyal Protection
(No.2) Ordinance, 1952 (No. VI of 1952). (The
Fort St. George Gazette; Part IV-B, Extraordinary,
1 October 1952, pp. 71-78).

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BIBLIOGRAPHYINDIA - OCTOBER 1952.International Labour Organisation

- * Government of India. Ministry of Labour. Summary of Proceedings of the Indian Labour Conference, Eleventh Session, Held in New Delhi on the 11th and 12th August, 1951. Price Re.1 or 1sh.6d. pp. c x 58. (One copy sent to Geneva under this Office Minute No.D.1/2313/52 dated 10 October 1952).

International and National Organisations

- * Union of Post and Telegraph Workers. Fourth All-India Conference (Baroda, 25th to 29th May 1952). Brochure published by the Reception Committee. Price Annas 8. pp.60.

Economic Questions

- (a) Administration and Planning for Economic Development: By M.R. Goodall; Ranjit Printers and Publishers, Chandni Chowk, Delhi. Re.1-8.
- (b) Indian Economics by K.K. Dewett and G.C. Singh; Premier Publishing House, Delhi. Rs.13-8.
- (c) Federal Finance and Undeveloped Economy; By Baljit Singh, Hind Kitab Bombay, Rs.8-8.

Problems Peculiar to Certain Branches of the Technical Economy

- * Madras Port Trust. Administration Report for 1951-1952. pp. 36. (One copy sent to Geneva under this Office Minute No.D.3/2385/52 dated 14 October 1952).

Working Conditions and Living Standards

- (a) * Report on the Working of the Factories Act, 1948, in Assam for the year 1951. Shillong. Printed at the Assam Government Press. 1952. Price Re.1-6-0 or 2s.1d. pp.22. (One copy sent to Geneva under this Office Minute No. D.1/2810/52 dated 30 October 1952).
- (b) * Madhya Bharat Shops and Establishments Act, Samvat 2009. Act No.7 of 1952. (Samvat 2009). pp.32. (One copy sent to Geneva under this Office Minute No.D.1/2810/52 dated 30 October 1952).

* Publications received in this Office.

Working Conditions and Living Standards (Continued)

- (c) Indian Factories Act 1948, by V. Prasad, Law Publishing House, Allahabad. Rs. 15/-.
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