

INTERNATIONAL LABOUR OFFICE
INDIA BRANCH

Industrial and Labour Development in August 1953.

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

L.O. REGISTRY-GENEVA

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CHAPTER 1. INTERNATIONAL LABOUR OFFICE
ORGANISATION.

INDIA - AUGUST 1953.

11. Political Situation and Administrative Action.

The Andhra State Bill, 1953.

Dr. K.N. Katju, Minister for Home Affairs, Government of India, introduced in the House of the People on 10 August 1953 the Andhra State Bill. The Bill authorizes the formation of a Part A State to be known as the State of Andhra from 1 October 1953.

The new State shall comprise the territories which immediately before that day were comprised in Srikakulam, Vishakhapatnam, East Godavari, West Godavari, Krishna, Guntur, Nellore, Kurnool, Anantpur, Cuddapah, and Chittoor districts and in the Alur, Adoni and Rayadurg taluks of Bellary district in the State of Madras. These territories will cease to form part of Madras State from that day.

From the same day shall be added to the State of Mysore, the territory which immediately before that day comprised the taluks of Bellary district other than Alur, Adoni and Rayadurg.

Other provisions of the Bill deal with representation in the legislatures, high courts, financial provisions, legal provisions, administrative and miscellaneous provisions.

(The Gazette of India, Extraordinary,
Part II, Section 2, 10 August 1953,
pp. 377-432).

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Meeting of Rajasthan Labour Advisory Board:
Call to Employers to stop Retrenchment .

The first meeting of the Rajasthan Labour Advisory Board was held at Jaipur on 19 and 20 August 1953. Mr. Jai Narayan Vyas, Chief Minister inaugurated the session and Mr. Ramkaran Joshi, Labour Minister presided. Representatives of the Government, employers and employees constituting the Board and a number of invitees participated.

Presidential address.- Mr. Ramkaran Joshi, in his presidential address, outlined measures for labour welfare in Rajasthan. It was proposed to start labour welfare centres at Bhilwara, Pali and Jaipur where medical and recreational facilities would be provided to 13,000 workmen.

He said the Board should consider ways and means of securing contributions from employers who were reluctant owing to their present difficult economic conditions to make contributions. A sum of 21,000 rupees had been sanctioned in the current year for labour welfare schemes.

Regarding unemployment he said the problem had not yet assumed grave proportions but steps should be taken to forestall it. Industrialists had now recognised that there was considerable scope for Rajasthan's development and assurances of their co-operation were forthcoming and Mr. Joshi hoped, with the active co-operation of the employers and the employees, "we shall not go slow in fighting unemployment". He pointed out that cottage industries, too, offered scope for work. Of the 250,000 boys turned out annually by the schools about 150,000 remained idle. The more self-reliant among them could be absorbed in cottage industries which should be developed on a planned basis.

workers
With regard to farm workers, he said they must get occupancy rights and a guaranteed living wage. Co-operation was the right way of solving these various problems.

Decisions.- The meeting adopted a number of resolutions, the more important of which are given below:-

i) Retrenchment.- The Board called upon employers in the State not to resort to retrenchment at a time when unemployment was increasing in the country. It also set up an expert committee, which will examine cases where any employers undertaking decides to retrench its employees.

The Board was of the view that certain principles should be followed wherever retrenchment was considered necessary. These included: a) fresh recruitment should be stopped immediately; b) vacancies caused ~~death~~ by death, ~~retirement~~ or ~~casualty~~ withdrawal should not be filled; c) surplus workers should be offered work in other departments without causing break in service and without lowering the existing emoluments; d) the cases of those newly recruited should be taken up first in case of retrenchment; and e) retrenched employees should be paid 15 days' wages for each year of service besides one month's notice with pay.

Wages.- The Board discussed the question of standardisation of wages in organised industries in the State and it was decided to further investigate the question to fix nomenclatures of various posts in different industries for purposes of standardisation.

Holidays.- The Board declared that seven paid holidays should be granted to workers each year, of which three should be for Republic Day, Independence Day and Mahatma Gandhi's birthday. The remaining four should be adjusted between employers and employees according to local conditions.

(The Hindustan Times, 21 August 1953;
The Statesman, 23 August 1953).

CHAPTER 2. INTERNATIONAL AND NATIONAL ORGANISATIONS.

INDIA - AUGUST 1953.

21. United Nations and Specialised Agencies.

Food Problems of Asia: Suggestions at Food and Agricultural Organisation Regional Meeting .

The second F.A.O. Pre-Conference Regional Meeting was held in Bangalore on 27 July to 5 August 1953, Dr. P.S. Deshmukh, Indian Minister for Agriculture, presiding. The meeting was attended by delegates from Australia, Burma, Ceylon, France, India, Indonesia, Japan, Laos, Netherlands, Thailand, United Kingdom, United States and Viet Nam, besides representatives of the I.L.O. (Mr. Richard M. Lyman), the ECAFE and the World Federation of U.N. Organisations.

The meeting adopted a number of resolutions bearing on food and agricultural developments in the Far East region.

Land Problems.- The Conference taking note of the fundamental importance of a sound agrarian structure, particularly as affecting such factors as rational land utilisation and security of tenure and having noted that the FAO's land problems seminars are a means of clarifying issues and assisting the Governments in developing rational land policies, recommended to the FAO that subject to the availability of technical assistance funds, FAO in co-operation with one of the member Governments should hold a land problems seminar in the region during 1954 or 1955, in association with other specialised agencies interested in the subject.

Rice storage.- In regard to the storage and processing of rice, the meeting endorsed the recommendations on storage and processing of the special rice meeting. The delegates, in arriving at this decision, considered the rice production programmes already under way in the region with goals of materially increased production, as also the constructive recommendations on storage and processing by the special rice meeting at Bangkok in January 1953 and recognised that such recommendations, if carried out, would improve the quality of rice and reduce wastage.

Export prices.- On the subject of stabilisation of export prices, ~~the~~ the conference adopted a resolution to the effect that the meeting endorsed the statement in the working paper submitted by the Director-General of FAO on the prospects for agricultural development in Asia and the Far East, that industrial crops and beverage constitute a main source of foreign currency for the region, but that their earning capacity is highly variable because of the immense fluctuations of prices to which they are subject. The meeting noted that

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the recent United Nations' report on the 'Instability of import markets of under-developed countries', issued in 1952, has shown that this situation is not a post-Korean War phenomenon, but has been a characteristic of international trade in primary products at least during the past half century. It also recognised that this situation may well continue in the absence of effective international measures of price stabilisation, and emphasised the importance to the economies of the countries of the region of a greater degree of price stability in export markets for agricultural products and that this is an appropriate subject for FAO. ~~xxxx~~ ~~xxxx~~ The meeting recommended to the conference of FAO, to be held in Rome in November 1953, that all possible measures should be taken to further this objective.

Milk supply.- The Conference recommended that a meeting of suitable experts of the region be held as soon as practicable in order to advise member Governments on appropriate methods of improving the production and distribution of milk in order to stimulate consumption, wherever this is feasible.

The session also adopted resolutions on financing of agriculture, the starting of a training centre on statistics and technical assistance on fisheries problems.

(The Hindu, 28 July - 6 August,
1953).

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25. Wage-Earners' Organisations.

India - August 1953.

Grave Concern over growing Unemployment:
I.N.T.U.C. Executive's Resolution.

The Working Committee of the Indian National Trade Union Congress, meeting at New Delhi from 8 to 10 August 1953, adopted a resolution viewing with grave concern the growing unemployment in the country and suggested co-ordinated efforts by the Government, employers and ~~for~~ the people to solve the problem.

The resolution suggested the following measures to prevent closures of industrial units and to give relief to workers, who were unemployed as a result of such closures:-

(a) No factory should be permitted to close down before a permission is obtained from the Government.

(b) No such permission should be granted unless it is found as a result of an inquiry instituted by the Government that the plant is uneconomic and to continue to work, it will become burdensome to the country.

(c) One month's notice should be given to the workers before closing down the factory.

(d) In order to allow the workers to rehabilitate themselves, gratuity should be paid to them at a rate equivalent to at least 15 days' earnings for every year of service they have put in.

As regards rationalisation, the resolution stated that any installation of labour-saving machinery was likely to reduce the employment capacity of the industry and therefore urged upon the Government to put a ban on introduction of such machinery.

The resolution further viewed with grave concern the rapidly decreasing opportunities for securing employment for a large number of people, who lived in the cities and villages. The Committee was definitely of opinion that any expansion of large-scale industry was not capable of solving the problem. Even if all the industries were permitted to expand, they were not likely to employ even a fraction of the unemployed of the country. It therefore, felt that it was in the interest of the country and large-scale industries to see that adequate provision was made ~~xxxxxx~~ to give employment to these masses, by taking ways other than expansion of large-scale industries.

Finally, the resolution suggested a nine-point programme given below to foster village industries and expand employment opportunities.

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(1) The Government should give help to start cottage and village industries, to produce articles for which raw materials are available in the country. An exhaustive list of such articles and raw materials should be prepared and published in order to enable the people to start various cottage and village industries.

(2) A ban should be placed on the import of articles which can be produced in the country.

(3) The Government should render financial assistance for promoting cottage and village industries.

(4) Finishing and marketing facilities should be made available ~~for them~~ by the Government for the products of the cottage and village industries. The producers should not be burdened with the problem of selling their products. The Government should establish agencies all over the country to purchase and sell the products of cottage industry.

(5) Any protection given by the Government to the cottage and village industries will not be sufficient of the real protection which can come alone from the people of the country does not come forth. The Government and people must decide to buy only swadeshi ~~and~~ articles produced by cottage and village industries.

(6) The Committee believes that passing of resolutions to promote cottage industries will not solve the problem unless those, who are unemployed are taught the technique of the industry. This can be done by starting vocational training centres all over the country. The educated as well as the uneducated unemployed will have to be taught the importance of learning the technique of one or the other occupations and facilities will have to be provided to impart such vocational training.

(7) Large-scale additions are made to the unemployed from year to year by our universities. The Committee believes that immediate steps should be taken to change the character of our educational system. Schools and colleges have no justification to exist if the students educated by them are not taught to earn their bread by following one or other occupation.

(8) The Committee is also of the opinion that immediate steps should be taken to demarcate the fields of production. Certain fields should be entirely reserved for small-scale and cottage industries. The Committee feels that crushing of edible oils and husking of rice and pulses ~~and~~ should be confined only to cottage industry. The Committee also feels that some of the occupations such as carpenters, tailors, blacksmiths, shoe-makers, potters, etc., to be reserved and large scale industries should not be permitted to wipe out these occupations, which can give employment to million of workers in the country.

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(9) The Committee is of the opinion that the problem before the country is so important and the measures to be taken so numerous and varied that it will become necessary to have a Ministry of Employment at the Centre and also to have Employment Ministers at State level.

(Text of the resolution received at this Office;
The Hindustyan Times, 11 August 1953).

Mysore Trade Union Election (Model) Rules, 1953.

The Government of Mysore published on 23 July 1953 the Mysore Trade Union Election (Model) Rules, 1953, made in exercise of the powers conferred under the Indian Trade Unions Act, 1926. The rules prescribe the manner in which the members of the executive Committee and the officebearers of a trade union shall be elected.

(The Mysore Gazette, Part IV, Section 2C,
23 July 1953, pp. 380-390).

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33. Full Employment Policy.

India - August 1953.

Steps to Relieve Urban Unemployment:
Planning Commission suggests Scheme
to State Governments.

An 11-Point programme designed to provide opportunities of work and to relieve unemployment among the educated people in urban areas has been suggested to the State Governments by the Planning Commission.

The Commission, which has been engaged during the past few weeks on a study of the unemployment position, observes that on account of the inadequacy of the available data it is difficult to say whether there has been any absolute decline in the total volume of urban employment. But it appears that the growth of fresh employment opportunities, especially in the private sector, has not kept pace with the numbers seeking work. This declining trend in the employment position while the Five Year Plan is in operation, has naturally agitated the public mind and the view has been expressed that if through the implementation of the Plan the employment position does not improve, the Plan should be revised in directions needed for providing additional employment. The existence of this public apprehension finds due recognition in the Commission's communication to the States.

It is pointed out that the Plan, in recommending the fullest use of the available manpower resources by operating labour-intensive methods of production, had kept the employment problem in the forefront. It had also suggested certain special steps to be taken with a view to laying the foundation of a proper employment policy. These recommendations included maximum utilisation of the unemployed man-power in the implementation of development projects, minimum expansion of money incomes, speeding up of capital formation, safeguards against excessive unemployment arising out of technological change and proper distribution of capital ~~and investment~~ in new investments with a view to keeping employment opportunities to the maximum.

While the employment aspect was thus kept fully in view in the Plan, in the actual implementation of the programme, the Committee observes, a gap has arisen between the rate of development contemplated in the Plan and the rate actually achieved. This is mainly because many of the development schemes included in the Five Year Plan were started before the Plan was formulated, and some of the important social and economic policies recommended in it have not yet been implemented sufficiently to cause an impact on the employment situation. This gap should be reduced, the Commission observes, and necessary adjustments made both by the Central and the State Governments. So far as the Central projects are concerned, these adjustments are being examined by the Planning Commission in consultation

with the concerned Ministries of the Government of India.

In view of the above, the Commission does not feel it necessary to change the fundamental approach of the Five Year Plan or its broad pattern of priorities or allocation of resources. On the other hand, fuller implementation of the programme laid down in the Plan and strengthening it at points where it is weak will achieve useful results.

11-Point programme.- The Commission's recommendations in their communication to the State Governments are confined to urban unemployment. In regard to the rural sector the Commission points out that there are large schemes in the Plan which have added considerably to employment opportunities.

The following programme, which is expected to relieve educated unemployment to some extent, has been suggested. The communication points out that in regard to most of the suggestions, necessary action has already been initiated by the Central Government or will be taken shortly. The suggestions are: ~~ix~~

- (1) Special assistance to individuals or small groups of people for establishing small industries and businesses under the State Aid, to Industries Acts or other similar legislation and in other ways;
- (2) Expansion of training facilities in those lines in which manpower shortage at present exists. There are several directions in which shortages of personnel exist which impede the progress of schemes under the Five Year Plan. Expanded training facilities will do away with these shortages, at the same time opening up new employment opportunities for semi-skilled workers;
- (3) Active encouragement to be given to the products of cottage and small-scale industries through the purchase of stores required by State Governments and public authorities;
- (4) Municipal authorities, private educational institutions and voluntary organisations should be assisted in establishing adult education centres in urban areas. In rural areas one-teacher schools should be encouraged to be opened;
- (5) The proposed National Extension Service should be handled with courage, for its own sake inasmuch as it is fundamental to the growth of rural economy in India, as well as for the immediate contribution it can make towards the solution of the problem of educated unemployment;
- (6) Development of road transport. The existing licensing policies should be re-examined with a view to stepping up road transport development, particularly through private agencies;

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(7) Implementation of slum clearance schemes and programmes for the construction of houses for low income groups in urban areas;

(8) Encouragement of private building activities;

(9) Planned assistance to refugee townships, which suffer from a somewhat chronic unemployment, with a view to developing a sound economic base for their continued existence;

(10) Encouragement of schemes for development of power sponsored by private capital. At present in several growing towns there is shortage of power which impedes the maintenance of employment and development of industry. The State Governments may review the power position in different ~~schemes~~ areas and to the extent that schemes for meeting power shortage have not been included in the Five Year Plan send up further proposals indicating the extent to which private capital might be available;

(11) The last suggestion of the Commission which is somewhat novel is for the establishment of work and training camps at places where mainly, through action taken by the Government, work opportunities exist, for example, in projects for slum clearance, housing for low income groups, irrigation and power projects, road construction programmes, afforestation and soil conservation and co-operative land resettlement projects, etc.

These works are intended for young men in sound health who have some training and education and are eager to do any work given to them. When properly constituted, such people will form a kind of task force which can be employed at different projects. During the period ~~one~~ has been in such a camp, a person should receive subsistence, a small amount of pocket money and vocational and general training and manual work.

The Commission expects that if full use is made of the machinery of Employment Exchanges, and State Governments ~~take~~ as well as private establishments take steps to notify all vacancies to Employment Exchanges, the absorption of these who join work and training camps should become relatively easier than ~~they~~ if they merely remained unemployed, suffering from a sense of frustration. It is anticipated that some of those who join these camps would fit into new fields of development, some into activities which exist already and some may, with capital and guidance from the Government, be able to start small enterprises of their own or in co-operative groups.

The Commission has urged on all the State Governments to consider this idea which has been tried in other countries. It may be possible for the Central Government to give some assistance to suitable schemes for work and training camps which State Governments may propose as a specific measure for relief from the present deterioration in the employment situation.

Unemployment Factors. The Commission's communication to the State Governments is based on a comprehensive analysis of the existing unemployment situation. It examines the various factors at work which might have accentuated unemployment. Some of these factors are seasonal and temporary in character, some specific to particular areas or regions, or to particular trades or industries, and some arise out of frictional adjustments in the labour market. The Commission has asked the State Governments to examine the employment situation in their States and to indicate the factors at work and the extent to which they can take action to influence them.

Besides the above factors, there are two other factors which are continuously at work and from a long-term point of view they constitute the real reason for increasing unemployment. These are (1) growth of population accompanied by a steady but growing shift of workers from villages to towns, and (2) increase in the number of educated persons seeking mainly white-collar employment.

While recommending that as many of the educated persons as possible should be absorbed in the National Extension Service and in other activities, the Commission has emphasised that measures for opening out useful avenues prior to the university stage should not be regarded as merely long-term objectives. If the present output of intermediates and graduates continues to increase, the problem of educated unemployment, the Commission observes, will be impossible of solution. Diversion of matriculates to agricultural diploma schools, technical ~~institutes~~ institutes, training-cum-production centres, etc., has therefore to be viewed as an immediate measure to be taken to the utmost extent possible. It is also essential that the State Governments should take steps to restrict the growth of mushroom schools and colleges without adequate provision for teaching science subjects which make the problem of educated unemployed increasingly more difficult.

Employment Data. In its study of the unemployment situation the Commission has been handicapped by the present inadequacy of data on the subject. At present, the returns furnished by Employment Exchanges are the main source of information on the subject of unemployment, but these relate primarily to urban unemployment. Secondly, since registration is voluntary, the number shown on the live registers of Employment Exchanges may leave out a proportion of the unemployed even in the towns. At the same time, it is possible that some at

least of those who register are partially employed, or being employed are looking for better and more remunerative work. Thus in drawing inferences from the available statistics, a certain degree of caution is necessary.

The Commission has, therefore, initiated several measures for supplementing the available information. For example sample inquiries based on the live registers of Employment Exchanges in Calcutta and Delhi will shortly be undertaken. A sample inquiry into 4,000 households in Calcutta is also proposed. The Ministry of Commerce and Industry have been requested to obtain data bearing on employment and on retrenchment during recent months in industrial establishments. It is proposed further to arrange for a special inquiry into the problem of unemployment in Travancore-Cochin. State Governments have also been requested to make arrangements for receiving regular monthly reports from Departments and District Officers on various aspects of rural and urban unemployment.

(The Statesman, 2 August, 1953).

Central Plan to extend Education: Rural Schools to absorb Educated Unemployed.

Employment for a maximum of 80,000 additional teachers in rural areas and a large number of social education workers within the next two years is envisaged in a Central scheme of educational expansion, which has been circulated to all State Governments by the Ministry of Education.

The problem of educated unemployment has recently engaged the serious attention of the Prime Minister, and the present scheme is in implementation of the Planning Commission's recommendations regarding this problem. The scheme envisages the expansion of existing rural schools and the establishment of new ones. As a rule, new schools will start as one-teacher schools. In the beginning, it will be left to the local people either to provide buildings or to carry on the schools under improvised conditions.

The Central Government will assist State Governments for three years on condition the schools will continue to be maintained by the State Governments permanently out of their own resources after the period of assistance is over. For each new teacher the Central Government will contribute 75 per cent of the salary in the first year, 50 per cent in the second year and 25 per cent in the third year, the remainder being the State's contribution. In the case of new schools, the Centre will also give some financial assistance in the first year for equipment. The programme envisages the employment of 30,000 teachers during 1953-54 and another 50,000 in 1954-55. It is

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contemplated, that as a rule, a short orientation course extending to a month or six weeks, during which salaries will be paid, will enable those selected to undertake teaching. The position will be reviewed in the latter half of 1954-55.

Constructive Service.- It is also the aim to initiate a movement to bring home to educated people that one of the most constructive forms of service they can render is to work for rural welfare. In National Expansion areas and Community Projects teachers will be encouraged to take their full share in all local development activities and to assist in running the village co-operatives and panchayats.

For the expansion of social education the Central Government has in view a scheme, limited at present to large cities for which municipal authorities, private educational institutions, voluntary organisations and other established organisations will accept definite responsibility. For the period of the present Plan, i.e., up to the end of March 1956, the Central Government is prepared to assist such centres to the extent of 50 per cent of the salaries or honoraria to teachers and of contingencies, the latter subject to a certain maximum. The Union Government has intimated the States that it will be prepared to assist in the establishment of 3,000 centres during 1953-54 and of another 5,000 in 1954-55.

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(The Statesman, 24 August, 1955).

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CHAPTER 3: ECONOMIC QUESTIONS
INDIA - AUGUST 1953

34. Economic Planning, Control and Development

India - August 1953

Estate Duty Rates Bill 1953

Mr. C.D. Deshmukh, Minister for Finance, Government of India, introduced in the House of the People on 24 August 1953 the Estate Duty Rates Bill, fixing the rates of estate duty for the purpose of the proposed Estates Duty Bill now under the consideration of the House of the People.

The main features of the Bill are that while exemptions have been made up to Rs.50,000 in the case of a share of a Hindu in his joint family property, and up to Rs.75,000 in the case of individuals, rates have been fixed on a slab system varying from 5 to 40 per cent on the balance of the principal value of the estates.

The scale is: On the first Rs.50,000 of the principal value of the estate - nil; on the next Rs.50,000 - 5%; on the next Rs.50,000 - 7 1/2%; on the next Rs.50,000 - 10%; on the next Rs.1 lakh - 12 1/2%; on the next Rs.2 lakhs - 15%; on the next Rs.5 lakhs - 20%; on the next Rs.10 lakhs - 25%; on the next Rs.10 lakhs - 30%; on the next Rs.20 lakhs - 35%; and on the balance of the principal value of the estate - 40%.

In case of property of any other kind, the exemption is proposed to be given to the first Rs.75,000 of the principal value of the estate.

On the next Rs.25,000 the rate is 5%; on the next Rs.50,000 - 7 1/2%; on the next Rs.50,000 - 10%; on the next Rs.1 lakh - 12 1/2%; on the next Rs.2 lakhs - 15%; on the next Rs.5 lakhs - 20%; on the next Rs.10 lakhs - 25%; on the next Rs.10 lakhs - 30%; on the next Rs.20 lakhs - 35%; and on the balance of the principal value of the estate - 40%.

The Bill also makes a rebate in respect of the value of agricultural land included in small estates, provided the principal value of the estate does not exceed Rs.2 lakhs. This^{is} being done in order to prevent fragmentation of small holdings of agricultural land. The rebate will be one-fourth of the estate duty if the property consists wholly of agricultural land, and one-fourth of the duty payable on agricultural land if the estate consists in part only of agricultural land.

(The Gazette of India, Extraordinary,
Part II, Section 2, 24 August 1953, pp 467 -469)

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34. \$150 Million Dollar Steel Plant for India:
Agreement Concluded with German Firm

The Government of India concluded an agreement with a combine of two German machine firms Demag and Krupp at Bonn on 15 August 1953 to help build a new steel plant in India, which will cost 150 million dollars. The plant which is to occupy a "central place" in India's Five-Year Plan will have an initial capacity of 500,000 tons later to be expanded to 1,000,000.

The agreement provides for both financial and technical participation in the plant by the German combine.

The estimated capital cost of the new project is \$150,000,000 with a German participation of up to \$20,000,000. India is to be the main participant but once a company has been formed the International Bank of Reconstruction and Commerce will be asked to co-operate in the project.

The plant was expected to go into production within four years.

(The Hindustan Times, 17 August 1953)

36. Wages.

India - August 1953.

Earnings of Factory Workers during the Year 1950.

The information given below regarding the average annual earnings of factory workers is taken from an article published on the subject in the July issue of the Indian Labour Gazette. The information is based on the annual returns received under the Payment of Wages Act, 1936, for the Year 1950, from all Part A States and the Centrally administered States of Delhi, Ajmer and Coorg.

The provisions of the Payment of Wages Act apply to all employees, including salaried personnel, whose monthly earnings do not exceed 200 rupees. The annual returns are statutorily collected from establishments and consolidated returns from State are furnished to the Bureau by the State Authorities. The number of establishments furnished returns may not be the same from year to year and this, to some extent, may vitiate the trends from year to year. Further, the Act defines wages as 'all remuneration capable of being expressed in terms of ~~money~~ money' and it is not unlikely that there may be differences in the interpretation of the term 'remuneration' and the computation of the cash value of concessions in kind.

During 1950, the average daily number of workers employed in the establishments furnishing returns was 2285462 and the total wages paid to them amounted to 1,940 million rupees. Compared to 1949, the number of workers covered has gone up, while the total wages paid showed a reduction of 50 million rupees. The following ^{ing} table gives the total earnings of factory workers (excluding those employed in railway workshops) drawing less than 200 rupees per month for the years 1939 and 1945 to 1950 for 9 Part 'A' States and for the part 'C' States of Delhi, Ajmer and Coorg.

(Please see table on the next page.)

(In thousands of Rupees)

State	1939	1945	1946	1947	1948	1949	1950
Assam-----	5,649*	10,585*	10,684	13,660	17022	18768	21,271
Bihar-----	29,375	58,142	59,259	82,920	106275	123080	149,739
Bombay-----	144,367	524,903	486,655	591,839	713024	846271	765,325
Madhya Pradesh **	33,353	26,279	42,714	47910	61061		62,857
Madras-----	24,622	78,147	88,823	123,439	136153	180039	180,295
Orissa-----	515	2,049	1,929	3,027	4449	4554	4,988
Punjab-----	3,599&	18,640&	17,857&	14,454	20282	26703	34,637
Uttar Pradesh	23,485	124,911	119,904	133,432	174352	198685	190,264
West Bengal..	113,424&	282,735&	267,307&	337,875	432025	489577	480,941
Ajmer-----	1,049	2,878	3,167	3,186	5971	3600	4,776
Coorg-----	**	6	6	15	11	15	76
Delhi-----	5,145	24,412	25,971	26,078	36426	41154	42,270

*Figures relate to undivided Assam.

** Not available.

& Estimated.

The following table shows the average annual earnings of factory workers in different industries.

Average annual earnings of factory workers for the year 1950 by Industry		
Code No.	Industry	All States
01	Processes allied to Agriculture.....	157.2
20	Food, except beverages.....	456.2
21	Beverages.....	893.1
22	Tobacco	421.8
23	Textiles-----	971.4
24	Footwear, other wearing apparel and made up textile goods.....	851.0
25	Wood and cork except furniture-----	602.9
26	Furniture and fixture-----	668.0
27	Paper and paper products-----	910.0
28	Printing, publishing and allied industries.	962.1
29	Leather and leather products except footwear-----	640.7
30	Rubber and Rubber products-----	1164.6
31.	Chemicals and Chemical products-----	871.4
32	Products of petroleum and coal-----	1047.0
33	Non-metallic mineral products(except products of petroleum and coal).....	729.2
34	Basic metal industries-----	1175.7
35	Manufacture of metal products (except machinery and transport equipment)...	798.7
36	Manufacture of Machinery(except electrical machinery).....	1000.7
37	Electrical machinery, apparatus, appliances and supplies-----	1195.8
38	Transport equipment-----	1052.4
39	Miscellaneous industries-----	1014.8
51	Electricity, gas and steam-----	1198.9
52	Water and sanitary services-----	951.8
83	Recreation services(Cinema)-----	980.0

(Continued to next page)

(Table continued)

Code No.	Industry	All States
84	Personal services-----	799.1
	All Industries (1950)-----	849.9
01 to 22	-----	408.8
23 to 84	-----	966.8

It would appear that the average annual earnings of workers for all States, which amounted to 985.8 rupees in 1949 came down to 966.8 rupees in 1950; while most of the States registered increases in the average earnings in 1950 as compared with 1949, some important States such as Bombay, Madras, Punjab and Uttar Pradesh showed a fall in the earnings. Among the States showing an increase in average earnings in 1950, the highest increase was registered in Bihar, the next highest being in Madhya Pradesh. In Bihar, the increase in earnings was in evidence in the paper and printing, skins and hides and textile groups, while in Madhya Pradesh there was a considerable increase in the textile group.

The following table shows the average annual earnings of factory workers in perennial industries.

Industry groups	1939	1945	1946	1947	1948	1949	1950*
Textiles-----	293.5	613.7	624.5	771.7	931.9	1055.8	971.4
cotton-----	320.2	723.4	721.8	909.3	1094.4	1192.9	1161.8
Jute-----	230.8	390.5	425.0	497.6	637.7	794.9	806.5
Engineering-----	263.5	653.1	696.1	698.7	879.4	938.1	991.2
Minerals and Metals--	457.2	601.9	599.8	886.2	1065.1	1011.8	1154.2
Chemicals and Dyes--	244.8	445.2	492.4	592.6	653.8	721.7	871.4
Paper and Printing--	332.7	568.8	638.4	728.5	835.3	911.5	951.4
Wood, Stones and Glass.	192.2	413.6	434.3	495.4	567.6	615.6	635.8
Skins and Hides-----	285.8	536.7	558.2	603.9	826.3	889.1	722.0
Ordnance factories---	361.9	642.8	721.2	755.2	918.0	1128.6	1076.7
Mints-----	367.4	667.0	858.7	1071.2	1378.2	1437.2	1438.9
All industries-----	287.5	595.8	619.4	737.0	889.7	985.8	966.8

& These figures do not include Madras.

* Figures for 1950 are worked out on the basis that certain industry groups under the new classification correspond to the groups in the old classification, xxxgixenxkxkxow

It will be seen that in 1950, the average earnings in jute, chemicals and dyes, wood, stone and glass and skins and hides were below the average for all industries, in the remaining industries, the average earnings were higher. As compared to the earnings in 1949, textiles, skins and hides and ordnance factories showed a fall in earnings in 1950; the all industries average also showed a fall. The fall in textiles appears to be due to the fall in the sub-group 'cotton' from 1,192.9 rupees in 1949 to 1,61.8 rupees in 1950. In the absence of any major revisions of basic wages during the year, the reduction in earnings in the case of cotton textiles appears to be due to the lower rates of bonus for 1949 received during 1950, in centres like Bombay and Ahmedabad, as also the loss of wages during the 3 months' general strike in the cotton mills in Bombay in the second half of 1950. The bonus paid for 1949 in the cotton mills in Bombay and Ahmedabad was only 1/6th of annual basic earnings while it amounted to 4 1/2 months' wages for 1948. The increase in earnings registered in some of the industries like engineering, minerals and metals, etc., may be attributed to the increases in wages, allowances, and bonuses awarded by adjudicators, industrial tribunals, etc.

(Indian Labour Gazette, Volume XI, No.1,
July 1953, pp. 1-6).

Bombay: Minimum Wages Act to be applied to
Employees in Hotels, Restaurants or Eating
Houses.

In exercise of the powers conferred under the Minimum Wages Act, 1948, and by a notification dated 27 July 1953, the Government of Bombay has given notice of its intention to ~~the~~ add to Part I of the schedule to the said Act ~~the following employment categories~~ with effect from 15 November 1953 the following employment in respect of which it is of opinion that minimum rates of wages should be fixed under the Act, namely -

"Employment in any residential hotel, restaurants or eating houses as defined in the Bombay Shops and Establishments Act, 1948".

(Notification No. 2547/48, dated 27 July 1953;
the Bombay Government Gazette, Part IVA, dated
6 August 1953, page 549).

38. Housing.

India - August 1953.

Housing Research in Roorkee Institute:
Cheap Design Evolved.

The Central Building Research Institute, Roorkee, has evolved a shell house of 1,000 sq.ft. floor area, whose structure portion costs only 1,750 rupees as against 6,280 rupees for conventional brick house. This information was given by the Deputy Minister for Natural Resources and Scientific Research, Mr. K.D. Malaviya, in a statement laid on the table of the Council of States on 25 August 1953.

The Institute which has been conducting research on ways and means of reducing the cost of houses and the fuller utilization of indigenous building material available, had put up early this year two corrugated shell houses, popularly termed "CBRI shell houses", to serve as demonstration units and to study their suitability in the Roorkee climate. One unit was a complete house with partitions, and fittings, while the other indicated the various stages of construction of the corrugated shell.

The materials used in the construction were cement, and, coarse aggregate and hessian. The hessian was used initially for supporting the concrete till it set, and afterwards it formed the internal finish.

Each unit of a house consisted of a verandah covering 133 sq.ft., a living room of 144 sq.ft., kitchen and a small room each covering 62 sq.ft. and shelf space of 49 sq.ft. On the basis of a minimum contract of 200 houses to be constructed, a firm of builders has quoted 807 rupees per house, which amounted to 1 rupee 12 annas per sq.ft. of covered floor area. With a double shell for better insulation, the prices would go up by 12 annas per/sq.ft.

The quotation was only for the main structure, namely foundations, walls, roof and floor, and did not include partitions, doors, windows, internal fittings, painting or other internal finishing for which an additional 685 rupees would be needed.

For a house of 1,000 sq.ft. area, a CBRI shell house would require 5.9 tons of cement, 23 cubic yards of aggregate, 280 sq.yards of hessian and 148 man days of labour.

The house could be constructed entirely by unskilled or semi-skilled labour under the supervision of a mistry having some experience with this type of construction.

For a conventional brick house of the same floor area 40,000 bricks, 11.1 tons of cement, 74 cubic yards of aggregate and 313 man days of labour would be required. The cost of constructing the structural portions only amounted to 1,750 rupees for the CBRI house, and 6,280 rupees for the conventional brick house. This worked out to a rate of 1 rupee 12 annas and 6 rupees 4 annas respectively per sq.ft. of floor area.

(The Statesman, 26 August 1953).

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

INDIA - AUGUST 1953.

41. Agriculture.

Bombay Merged Territories and Areas (Jagirs Abolition) Bill, 1953.

The Government of Bombay published on 6 August 1953 a Bill to abolish jagirs in the merged territories and areas in the State of Bombay.

The statement of objects and reasons appended to the Bill declares that the jagirs which are found in the merged areas of the State are of different categories like jiwai, co-shared, patawati, bhunia, jamaiya, chakariat, makta, saranjam, kokasa, khalsa, zamindari, mulgiras and the estates covered by the zamindari agreements executed by the Thakors and estate-holders after the merger, etc. There are over 3,000 entire villages. They are classified as proprietary or non-proprietary according as a jagirdar has proprietary rights in the jagir or the right to the revenues thereof. They are generally spread over the entire State but are mostly found in the districts of Sabarkantha, Banaskantha and Baroda. In respect of many jagiri villages, the estate-holders pay nothing to the Government, whereas in the case of a few jagirs, a small fixed sum is paid to the Government in the shape of ankdo, tanko, tarai, etc. The Zamindari agreement estates contribute only a small sum which they used to pay to the Government of India before the merger. In the new administrative set-up the Government has taken over the entire administration of the jagiri villages and the jagirdars have been reduced to the position of mere recipients of rents. The special privileges enjoyed by the jagirdars in respect of land and land revenues have no place in the altered circumstances. The jagirdars as a class are relics of the feudal past and have outlived their social or political usefulness.

Under the Bill, all these jagiri villages are made liable to payment of land revenue under the provisions of the Bombay Land Revenue Code, 1879, exception, however, being made in the case of jagiri villages held as jiwai by virtue of a grant made after the 1st January 1947 by the Ruler and recognised as a life grant by the State Government. Besides, the davasthan, dharmada and service inams of village servants useful to the Government are not affected by the Bill. It also does not affect the Saranjam villages held by the feudatory jagirdars in the merged State of Kolhapur. The Bill makes provision for payment of compensation to the jagirdars.

(The Bombay Government Gazette, Part V, 6 August 1953, pp. 372-380).

42. Co-operation.

India - August 1953.

Madras: Working of Co-operative Societies for the
Year ending 30 June 1952*.

According to the report on the working of the co-operative societies in the State of Madras for the year ended 30 June 1952, the year under report was one of continued progress in spite of the adverse seasonal conditions and the successive failure of monsoons during the last five years. The total number of societies rose from 24,205 to 35,241; their membership from 3.453 million to 3.725 million; their share capital from 107.479 million rupees to 121.765 million rupees and their working capital from 853.2 million rupees to 945.3 million rupees.

Co-operative credit.- A rural savings drive initiated during the year resulted in securing a sum of 10.6 million rupees as deposits in central banks from societies, institutions and individuals. The loans issued by the State Bank to central banks increased from 76.5 million rupees to 97.6 million rupees. The paid-up share capital of these banks increased from 13.657 million rupees to 15.105 million rupees. The deposits of individuals in these banks also increased from 61 million rupees to 68.1 million rupees in the year. For financing procurement operations and import of foodgrains, funds were made available to the central banks up to a limit of 30 million rupees by the Imperial Bank of India on Government guarantee. The Reserve Bank of India also sanctioned credit limits to central banks through the State Co-operative Bank up to 45.4 million rupees as against an amount of 22.5 million rupees in the previous year. The Reserve Bank also extended certain other concessions to central banks which considerably helped them to finance agriculturists. The adverse seasonal conditions and the successive failure of monsoons during the last 4 or 5 years led, however, to an increase of overdues to the central banks the percentage of which was 11 as against 6.07 in the previous year.

Agricultural credit societies.- The number of agricultural credit societies rose from 16,330 to 16,727. The number of their members went up from 1.358 million to 1.463 million; their paid-up share capital from 16.879 million rupees to 19.322 million rupees; and their working capital from 120.802 million rupees to 134.051 million rupees. The total amount of loans

* Report on the Working of Co-operative Societies in the State of Madras for the Co-operative Year ended 30th June 1952; Printed by the Superintendent, Government Press, Madras, 1953. pp.158 x 5. Price 2 rupees.

issued by them during the year however fell to 73.3 million rupees from 76.5 million rupees in the previous year. This is due in part to the cautious policy adopted by the Central Banks and also to a realization by the village co-operatives that depression had set in. The amount of deposits held by agricultural credit societies at the end of the year was 5.8 million rupees as against 7.3 million rupees in the previous year.

The scheme for the reorganisation of rural credit societies was pursued with vigour during the year and it produced good results. Rural credit societies covered 67.97 per cent of the villages and served 19.49 per cent of the rural population at the end of the year as against 65.54 per cent of the villages and 17.98 per cent of the population at the end of the previous year. Nearly 80 per cent of the societies have undertaken extra credit activities of one variety or another. They did business to the extent of 20.465 million rupees in controlled commodities, agricultural implements, mill cloth, etc. They also helped food production by distributing seeds, chemical manures and iron and steel, by getting fallow lands on lease for cultivation and by encouraging the manufacture of rural compost.

Non-agricultural credit societies.- There were 1,246 societies of this category as against 1,217 in the previous year. The deposits held by them increased from 70.6 million rupees to 75.9 million rupees on the last day of the year. These societies depend very little on outside borrowings for their funds; which amounted to only 10 per cent of the total working capital of 120.2 million rupees. During the year, they issued loans to the extent of 105.1 million rupees as against 102 million rupees in the previous year. The societies also assisted the central banks to get more deposits during the year. The employees' societies, besides providing loans to their members also encouraged thrift among them. The system of ~~an~~ compulsory savings is in vogue in almost all the societies. The owned capital of the societies and deposits of members held by them amounted to 33.7 million rupees, which is 79 per cent of their working capital. The societies were thus able to find the bulk of the funds they required from their own resources.

Co-operative production.- Co-operative continued to play a useful role in the Grow More ~~Rural~~ Food Campaign, reclamation of waste lands, provision of irrigation facilities, distribution of seeds, chemical fertilizers and agricultural implements. Forty-three village co-operatives in the seven districts selected for intensive cultivation obtained 2,550 acres of Government fallow lands on lease and 32 societies sub-leased 1,413 acres for cultivation of food crops.
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Primary land mortgage banks issued loans to the extent of 0.952 million rupees for land improvement such as construction of wells, installation of pump sets and conversion of dry lands into wet. Marketing societies distributed agricultural implements to the value of 3.693 million rupees and compost manure to the value of 0.634 million rupees. Wholesale stores and marketing federations distributed to ryots, through their primaries, 21,512 tons of ammonium sulphate and 8,220 tons of superphosphate. Five hundred and fifty societies undertook the distribution of fabricated agricultural implements and sold them to the value of 0.493 million rupees. Twenty-one societies owned 26 tractors with which nearly 5,000 acres of land was brought under cultivation.

Land colonization societies.- There were 33 land colonization societies excluding those for ex-servicemen at the end of the year. These societies had 3,417 members of whom 2,875 were active colonists. The societies were assigned 14,201 acres of which 10,042 acres were reclaimed and made fit for cultivation by the end of the year. Besides agriculture, the colonists took to subsidiary occupations like cottage industries, poultry farming, sheep-rearing, milk trade, etc. There were 389 tenants and field labourers' societies consisting of 30,280 Harijans and 2,554 landless labourers of other castes. These societies took on lease 43,800 acres of padugai, lands and waste lands from Government which were sub-leased to 32,000 members. ~~These~~ Twenty-seven thousand six hundred and sixty-four acres were cultivated with food crops and 8,730 acres with commercial crops. There were also 58 agricultural improvement societies working ~~the~~ at the end of the year, 7 demonstration societies and 22 irrigation societies. The irrigation societies provided facilities for irrigating 5,400 acres.

(river bed)

Co-operative distribution.- Co-operative stores, wholesale and primary, continued to play an effective role in the procurement of foodgrains and their distribution. They procured and imported foodgrains to the value of 162.2 million rupees and distributed foodgrains worth 161.6 million rupees. Twenty four co-operative wholesale stores supplied the affiliated primaries and ration and fair price shops keepers, goods to the value of 192.4 million rupees. The retail stores distributed foodgrains and other commodities to the value of 238.8 million rupees to members and non-members. Employees' co-operative societies, urban banks and rural credit societies distributed foodgrains and other commodities to the extent of 29.1 million rupees.

Community projects.- The aim of Community Projects is to utilise fully the land and labour in villages by methods that money and organisation can find. The intensive development of the rural community was undertaken in this State through the Firka Development Scheme. Its scope was however limited for want of finance and trained personnel. The Community Projects supply these two wants. Six projects covering 1,274 villages have

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been located in the Madras State. The area of operations of each project extends over about 500 villages with a population of about 200,000. Each project will have as much as about 6.5 million rupees provided under the Indo-United States Technical Co-operation Plan. Seventeen Senior Inspectors of Co-operative Societies have been deputed for work in the project areas. Schemes for the development of co-operative ~~xxxxxxx~~ activities in these areas have been drawn. Proposals for the intensive development of palmgur industry in two of the project areas are under the consideration of Government.

Firka development.— Out of 2,466 villages in the firkas and centres selected for intensive rural reconstruction work, 2,260 were covered by co-operatives. The promotion of co-operative activities in the select firkas and centres was attended to by a special staff. In certain areas selected for the organisation of multi-purpose co-operatives of the full fledged type, 11 multi-purpose co-operative societies were formed during the year bringing the total number of such societies to 92 at the end of the year. These societies carried on various extra-credit activities, such as supply of domestic and agricultural requirements, marketing of produce, etc. Government has since ^{placed} ~~placed~~ a sum of 100,000 rupees ~~at my disposal~~ for the promotion of social and recreational activities by rural co-operatives in select firkas.

Housing societies.— There were 294 housing societies at the end of the year consisting of various ~~types~~ types. Of these, 205 ordinary building societies completed 362 houses and had under construction at the end of the year 586 houses. Seventy-three house building societies completed 501 houses, and had under construction 407 houses and the two co-operative townships in the State completed 30 houses and had under construction 48 houses. A total number of 1,168 houses were completed by all these societies during the year, those under construction being 2,083.

There were 40 rural housing societies at the end of the year and loans amounting to nearly 200,000 rupees were sanctioned to some of these societies.

Weavers' co-operatives.— Weavers' co-operatives passed through a most difficult time during the year. In the earlier part of the year, yarn was scarce and in the latter part there was a general slump in the handloom market, resulting in accumulation of stocks. Notwithstanding the adverse factors, there was an increase in the number of primary societies. There were 1,160 weavers' societies which had in their fold 0.212 million of looms and produced cloth to the value of 84 million rupees during the year which represents about one-third of the cloth produced in the State. The number of members in these societies rose to 222,000 and the number of looms in the societies increased from 176,000 to 213,000.

Ameliorative activities connected with prohibition continued to be directed towards constructive work in providing employment for ex-tappers and in promoting their economic welfare and those of ex-addicts.

There was an appreciable increase in the number of societies formed exclusively for Harijans and backward communities, their number at the end of the year being 2,785 as against 2,445 at its beginning. The membership also increased from 169,491 to 212,285.



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43. Handicrafts.

India - August 1953.

Rehabilitation of Cottage Industries:
Review of Action taken by Government.

The Government of India, having it is understood, approved and started implementing a number of interim recommendations made by the All-India Handloom Board and the All-India Khadi and Village Industries Board, designed not only to rehabilitate these cottage industries but to help solve the unemployment problem in the country.

The recommendations cover a wide field, ranging from detailed schemes of marketing of the products to outright grants to various organisations engaged in the works.

Marketing of handloom cloth.- One of the principal recommendations made by the Handloom Board which has been put into operation relates to schemes for internal marketing of handloom cloth, while the scheme for the expansion of external marketing of the product is being finalised.

The Central Government has set up a Central Handloom Marketing Organisation and allotted an annual grant of 461,000 rupees for the purpose. The internal marketing scheme is intended to assist the handloom industry in respect of marketing, organisation, rationalisation, research and publicity.

The Central Handloom Marketing Organisation will study the existing market conditions, explore the possibilities of further development, bring to the notice of trade channels handloom fabrics produced in the various States and keep the handloom industry informed of changing fashions and demands and arrange for the direct transactions between the producing and consuming areas with a view to minimising middlemen.

In the field of rationalisation it will collect data regarding the extent of competition between handloom and mill goods, types and quantities of fabrics, cost of production, percentage marketed and consumed locally and the proportion exported to other areas in India and to foreign countries, seasonal nature of production and demand, and the handicaps imposed by inequitable railway freight, octroi and local taxes.

The Organisation will also investigate and report on the methods of winding, warping, sizing, beaming, dyeing and weaving employed in the various concentrated handloom centres. It will also undertake publicity activities to popularise handloom goods.

With regard to external marketing, the Madras Handloom Weavers' Co-operative Society will initially act as agents of the Government in the implementation of the scheme.

The Central Government has set up a Khadi and Handloom Development Fund which is financed out of the proceeds collected by the levy of a cess of three pies a yard on mill-made cloth. It has also made grants, subsidies, and loans to Central Handloom Organisation,

Village leather industry.- As regards the village leather industry, the Government has accepted the recommendations of the Village Industries' Board to establish co-operatives of tanners and leather workers. The Board had put forward a programme to recover dead animals and train workers in leathercraft in rural areas.

Other industries.- A loan of 93,500 rupees and a grant of 222,150 rupees have been sanctioned to promote the development of hand-made paper industry. The scheme also aims at introducing paper-making in secondary schools.

A loan of 185,000 rupees and a grant of 97,000 rupees have been sanctioned for the soap-making (with neem oil) industry and a grant of 275,000 rupees has been sanctioned for the development of handpounding of the rice industry.

Other schemes which are under examination by the Government relate to the village oil industry, the bee-keeping industry and the palm gur industry.

(The Hindustan Times, 17 August 1953).

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CHAPTER 5. WORKING CONDITIONS AND LIVING STANDARDS.

INDIA - AUGUST 1953.

50. General.

Rajasthan: Weekly Holidays Act, 1942, extended to Certain Areas.

In exercise of the powers conferred under the Weekly Holidays Act, 1942, and by a notification dated 25 July 1953, the Government of Rajasthan has extended the provisions of the Act with immediate effect to Kotah, Bikaner and Phalodi (Jodhpur).

(Notification No. F 15(9)Lab/53 dated 25 July 1953; Rajasthan Gazette, Part V, 1 August 1953, page 526).

Ceylon: Mercantile Bill for the Regulation of Conditions of Employment of Shop and Office Employees.

A Bill for the regulation of employment, hours of work, and remuneration of persons in shops and offices will be shortly introduced in the House of Representatives. A brief summary of the salient provisions of the Bill is given below.

Part I deals with regulation of hours of employment in shops and offices, and health and comfort of employees; Part II deals with payment of remuneration; Part III deals with regulation of remuneration; Part IV on closing orders for shops; and Part 5 on general matters.

In the implementation of Part I the Minister may declare that the provisions shall apply to shops and offices as may be specified in the order, or to all shops and offices in Ceylon. All orders will have to be approved by the Senate and the House of Representatives and then published in the Gazette.

Hours of work.- The normal period of employment in a shop or office should not exceed eight hours a day or 45 hours a week. These periods will not include any interval allowed for rest or meals. Regulations will be made prescribing the periods for which persons may be employed overtime and providing variations in overtime periods for persons of varying ages of different classes of establishments. No such regulation shall be made authorising or permitting more than 12 hours, or in the case of an office of a residential hotel more than 15 hours, to elapse between the time at ~~work~~ which a person commences work and ceases work on any particular day.

Weekly Holidays.- Every person employed in any shop or office will be allowed one holiday and one half-day with full remuneration. These holidays may, with the sanction of the Commissioner of Labour be allowed in accumulation at any time during that particular month if the Commissioner is satisfied that such a procedure is necessary, by reason of the nature of the business, or due to unforeseen circumstances.

Annual holiday.- Every employee shall be entitled to take a holiday of seven consecutive days with full remuneration. Employees will also be entitled to take on account of private business, ill-health, or other reasonable cause, leave with full remuneration for a period or aggregate of periods not exceeding 14 days.

Continuity of employment will not be interrupted when an employee goes on leave with remuneration or even without remuneration but with the permission or subsequent consent of the employers.

Employment of women and children.- Employment of children under 14 years of age will be prohibited in shops and offices.

Women and boys between the ages of 14 and 18 cannot be employed between the hours of 6 p.m. and 6 a.m. the next day in shops and offices. In hotels and restaurants, however, the employment of women will be allowed till 10 p.m.

Women may also be employed in any office or residential hotel for any "prescribed" work. Youths over 16 years of age may be employed in a hotel, restaurants or place of entertainment between 6 p.m. and 10 p.m.

Payment of remuneration.- The employer must pay remuneration in legal tender without any deduction except an authorised deduction made with the consent of the employee. The aggregate of such deductions shall not exceed 50 per cent of the remuneration due.

Minimum remuneration.- When the Minister considers it expedient that remuneration of employees in any shop or office should be regulated under the Act, he will direct the Commissioner of Labour to determine the minimum rates of remuneration with the consent of the employers and employees. If the Commissioner is not able to make a determination with the consent of the parties the Minister may authorise the Remuneration Tribunal to make a draft determination. The Tribunal will consist of the Commissioner, seven representatives of the employers and seven representatives of the employees, who will be appointed by the Minister. The employer must pay the rates determined by the tribunal. No determination by a tribunal will apply to persons in any trade or work which comes under the provisions of the Wages Boards Ordinance.

Other provisions of the Bill deal, inter alia, with lighting and ventilation, provision of seats for female employees, closing orders for shops and penalties.

The Bill when passed will repeal the Shops Ordinance of 1938 from an appointed date.

(The Times of Ceylon, 6 August 1953).

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51. HOURS OF WORK

INDIA - AUGUST 1953

Indian Railways (Amendment) Bill, 1953
passed by the Council of States: Measure
for the Implementation of the Adjudicators'
Award

The Council of States adopted on 1 September 1953 the Indian Railways (Amendment) Bill, seeking to incorporate in the Indian Railways Act those provisions of the Award relating to hours of work, periods of rest and leave reserves which had been accepted by the Government.

The statement of objects and reasons appended to the Bill declares that in 1946, an industrial dispute arose between the nine former Government Railway Administrations and their respective employees about the hours of work, periods of rest etc. laid down in Chapter VIA of the Indian Railways Act, 1890. The matter was, by consent, made the subject of adjudication. The Adjudicator gave his award in 1947. The Government have accepted the award in respect of hours of work, periods of rest and leave reserves. The chief changes accepted in consequence of the Adjudicator's award in respect of hours of work and periods of rest are :

- (a) an all round curtailment of hours of work;
- (b) the introduction of a new category of workers, namely, intensive workers;
- (c) a radical change in the definition of intermittent workers;
- (d) a general liberalisation of periodical rest and bringing more categories of workers within its purview;
- (e) the inclusion of running staff within the scope of the provisions.

Although the implementation of these changes could be, and is being, achieved by amending the rules framed under section 71E of the Indian Railways Act, 1890, it is considered advisable to incorporate the changes in respect of hours of work and periods of rest, etc. by an amendment of the Indian Railways Act itself. Such radical changes should be effected by an amendment of the Act. Moreover, it will be in line with international practice. The International Labour Organisation to which our country belongs attaches considerable importance to statutory protection to the workmen in respect of such matters. Legally, the award applied only to the railways

which were parties to the industrial dispute. It is, however, necessary to apply it to the staff of the other railways also and it is advisable to place them on the same footing by extending to them the protection which the legislation confers!

Introducing the Bill on 25 August 1955, Mr. Lal Bahadur Shastri, Minister for Railways and Transport, said that it was a non-controversial measure as it merely sought to incorporate the changes recommended by the adjudicator's award. Speaking on the Bill Mr. S. Guruswamy, General Secretary, National Federation of Indian Railwaymen, said that the Bill was a "halting" measure and that its provisions were inadequate and unsatisfactory. Mr. Guruswamy said some of the recommendations of the adjudicator were not being implemented in the present legislation. The adjudicator had given the definition of supervisory staff but that had not been included in the Bill. Another omission was the prohibition of employment of women in railways during nights. The recommendation of the adjudicator that continuous duty should not be imposed on railway workers had not found place in the Bill, he said.

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A characteristic feature of any international labour measure, Mr. Guruswamy said, was that the existing rights of workers should not be adversely affected. The new legislation should not, therefore, interfere with any demand for improvement which organized labour might make upon the employer.

Mr. Guruswamy regretted that standards of labour in regard to working hours, so far as continuous workers were concerned, had not materially improved in the last 50 years.

He said when a government "which claims to encourage celebration of May Days", enacted a legislation for 54 hours a week, 35 years after the passing of Washington Hours of Work Convention, it was not going to be considered as that of an advanced country.

Mr. T.S. Pattabhiraman welcomed the Bill, which, he said, conferred greater benefits on railway labour than they enjoyed at present. Already the various concessions granted by the Congress Government since 1946 to railway labour were costing them nearly Rs.65 crores. If all the demands of labour were to be accepted, the burden on railway passengers would greatly increase, he said.

Replying to the debate, the Railway Minister, Mr. Lal Bahadur Shastri, said that it was a mistake to presume that some of the recommendations of the Adjudicator had not found place in the Bill. Mr. Guruswamy's speech had given the impression that the Government had dropped some of the recommendations like prohibition of employment of women at night, prohibition of continual night duty, etc. These suggestions were wrong and had no basis. The points referred to by Mr. Guruswamy had been included in the subsidiary instructions already sent to the different railways. In matters like this, the Government felt that rules would later permit amendments and adjustments without having to go through the process of amending the law.

The Railway Minister assured the Council that there was no intention on the part of the Government to curtail the privileges already enjoyed by the railway workers. Referring to the criticism that the award was being implemented five years after its publication, Mr. Lal Bahadur Shastri said that implementation of the award was completed in the former Government railways within the time limit prescribed by the Adjudicator, that is, April 1951. It would be completed in other railways by the end of March 1954.

As regards the exclusion of some railway staff from the scope of the Bill, the Minister said it was wholly wrong to suggest that the intention of the Government was to exclude 650,000 Class IV workers. Only 1% of the Class IV staff would not come within the operation of the Bill. There was some justification for excluding staff like teachers, medical staff, etc. because of the nature of their work.

Regarding classification of staff into various categories, Mr. Shastri said it was wrong to suggest that the Government would use the powers to the disadvantage of the staff. Figures about classification before and after the award would prove conclusively that it had been done with complete fairness.

Regarding hours of work, the Railway Minister said the Bill mentioned the maximum hours of work for the different categories only for the sake of flexibility and to provide for exceptional cases. In practice railway workers would be working less hours. Further, it was not possible to reduce the hours of work without incurring substantial additional expenditure. According to a rough estimate, it would easily mean an extra Rs.4 to Rs.5 crores.

(The Gazette of India, Extraordinary, Part II, Section 2,
25 August 1953; the Hindustan Times 28-8-53;
the Statesman 2-9-1953)

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52. Workers' Welfare and Recreation.

India - August 1953.

U.P. Sugar and Power Alcohol Industries
Labour Welfare and Development Fund
(Supplementary) Bill, 1953.

The Government of the Uttar Pradesh published on 23 July 1953 the text of a Bill to amend the U.P. Sugar and Power Alcohol Industries Labour Welfare and Development Fund Act, 1950.

The Statement of Objects and Reasons appended to the Bill states that steps for the implementation of the U.P. Sugar and Power Alcohol Industries Labour Welfare and Development Fund Act, 1950, were taken from the beginning of September 1951, without observing by an oversight, the necessary formality of notifying the date from which it would come into force. The Bill seeks to supplement the Act in order to rectify this omission by providing for its enforcement with retrospective effect from 1 September 1951 and to validate the various steps taken thereunder since that date.

(Government Gazette of the Uttar Pradesh,
Extraordinary, 23 July 1953, pp. 1-2).

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56. Labour Administration.

India - August 1953.

Bombay: Ensuring Smooth Administration of Factories Act:

Regional Tripartite Committees Set Up.

Four Regional Tripartite Committees, representing the Government, employers and labour, have been constituted recently by the Government of Bombay with a view to facilitating the task of Factory Inspectorate and ensuring smooth administration of the Factories Act.

The committees will advise the Government and the Factory Inspectorate in the matter of standards of compliance with the provisions of the Factories Act, particularly those relating to the health, safety and welfare of the workers, and on the measures to be taken to remove the difficulties, if any, experienced by the employers in conforming with its provisions.

The four regional committees set up are the following:-

- 1) Committee for Greater Bombay and Thana District with headquarters at Bombay;
- 2) Committee for Gujerat with Ahmedabad as headquarters;
- 3) Committee for the Deccan Districts of Sholapur, Ahmednagar, Bijapur, Dharwar, Khandesh, Poona and Nasik with headquarters at Sholapur;
- and 4) Committee for the Deccan Districts of Kolhapur, Satara North, Satara South, Belgaum, Kanara, Ratnagiri and Kolaba with headquarters at Kolhapur.

(The Bombay Chronicle, 24 August 1953).

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58. Social Conditions.

India - August 1953.

Social Welfare Board Inaugurated: Grants to be made to Field Organisations.

The Social Welfare Board set up recently by the Government of India (vide page 63 of the report of this Office for July 1953) was inaugurated by Mr. Abul Kalam Azad, Central Minister for Education, at New Delhi on 12 August 1953.

Mr. Azad's inaugural address.- In his inaugural address Mr. Azad said that the Board would function in an independent manner. It would help create enthusiasm for reconstruction activities and bring about a cohesion between official and non-official efforts.

The Board, said Mr. Azad, consisted of 11 members. Out of them four were representatives of the Central Government, from the Ministries of Health, Labour, Finance and Education. Two members were taken from both Houses of Parliament. The rest were women social workers. Among the Government representatives, one was a woman. The Chairman of the Board was Mrs. Durgabai Deshmukh.

A sum of ~~400,000~~ 40 million rupees had been put at the disposal of the Board. The Board would soon draw up a programme of work. Naturally, its pace of work would be slow in the beginning. "I would remind the members of the Board not to order help on the basis of recommendations. Merit and merit alone should be the guiding factor in their work".

Task before social welfare workers: Mr. Nehru's call.- Mr. Jawaharlal Nehru, Prime Minister, addressing the meeting said that the problem of social welfare was a problem of changing the entire society under which equality of opportunity did not exist. "I have a suspicion that the work of social welfare organisations only touches the fringe of the problem. It is like applying external treatment to a deep rooted disease, without touching its root. This disease of inequality of opportunity, poverty, suffering and unemployment should be tackled at its root. Social workers and members of the Social Welfare Board should remember it". The task that they had embarked upon would be completely solved only when the evils in the society were put right.

Functions of the Board.- Mrs. Durgabai Deshmukh, chairman of the Board, explaining the functions of the Board said: "The Board will take an overall view of the ~~social~~ welfare problems in the country. This will necessitate complete assessment of the needs of the existing welfare organisations operating in the country. While work in that direction proceeds, the Board will immediately take into consideration programmes of as many important

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organisations as possible and try to help them so that their activities can expand. In making the grants, the Board will expect that a certain part of the additional expenditure required for expanding the programme is borne by the organisations themselves and also by the local body and the State Government concerned."

Terms for Aid.- At its first business meeting held on 13 August 1953, the Board decided that only such organisations as are doing active work in the ~~the~~ field of social welfare, consistent with the programmes recommended by the Planning Commission, will be eligible for the grant of financial assistance from the Board. In places where such organisations do not exist, financial assistance ~~may~~ will be given to form new organisations.

(The Hindustan Times, 13 and 16 August,
1953).

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Chapter 6. General Rights of Workers.

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

India - August 1953.

Payment of Wages (Bombay Amendment) Bill, 1953.

The Government of Bombay published on 5 August 1953 a Bill to amend the Payment of Wages Act, 1936, in its application to the State of Bombay. The Statement of Objects and Reasons appended to the Bill declares that experience of the working of the Act has shown that the present provisions of the Payment of Wages Act, 1936, are not adequate to secure to persons employed the payments due to them even after a direction is made by the Authority under the Act. The pattern of the earnings of the wage groups intended to be protected by the Act has also undergone changes after 1939. The Bill seeks to ^{remedy} ~~amend~~ these and other deficiencies in the Act, to make it more effective in its purpose.

Under the amending Bill, it is proposed to make both the employer and the manager or person in control of an industrial establishment liable jointly and severally for the recovery of wages.

In order to strengthen the small savings drive, it is proposed that the amount of bonus in excess of basic wages for two months will be paid into the provident fund account of the employee if he is a subscriber, or will be invested in a manner prescribed by the Government.

In view of the general poverty of the workers, it is proposed to recover courtfees in successful applications from the employer instead of the employee and to exempt the employee even from the initial liability.

In order to ensure that defaulting employers do not escape prosecution, it is proposed to entrust the power of sanctioning prosecution to the State Government in addition to the Authority created under the Act and the Appellate Court.

The Bill also provides for penalties and a higher limit of fines to make the Act more effective.

(The Bombay Government Gazette, Part V,
5 August, 1953, pp. 348-352).

66. Strike and Lockout Rights.

India - August 1953.

Uttar Pradesh: Sugar Industry declared a Public Utility Service.

In exercise of the powers conferred under the U.P. Industrial Disputes Act, 1947, and by a notification dated 30 July 1953 the Government of Uttar Pradesh has declared the sugar industry and every undertaking connected with the manufacture or distribution of sugar to be a public utility service for the purposes of the said Act for a period of six months from 10 August 1953.

(Notification No. 7015(ST)XXXVI-A32(ST)52, dated 30 July 1953, Government Gazette of the Uttar Pradesh, Part I-A, page 1780).

West Bengal: ~~State~~ Steel Company at Burnpur declares Lock-out.

The management of the Indian Iron and Steel Company Ltd. and the Standard Wagon Company declared lock-out of their factories at Burnpur with effect from 24 August 1953. This would affect about 14,000 workers employed in the factories of the two companies. The lock-out was declared as a result of the continued existence of a slow-down strike and the unsatisfactory working of the plant and the illegal strike which took place on 15 July 1953.

On 11 August 1953

Replying to a short-notice question in the House of the People, Mr. T.T. Krishnamachari, the Commerce and Industry Minister said the Central and State Governments had been doing their best to persuade the workers to desist from continuing their present attitude of slowing down production to an extent that it not only affected national earnings but also had caused damage and was likely to cause serious damage to the plant and equipment with its consequent, bad effects on national economy. In reply to a suggestion that the Government should take over the management of the steel plant, the Minister remarked: "The situation in the factory is a very serious matter. It is not merely a question of production having dropped by 40,000 tons between January and July. There has been a serious drop particularly in July. It is a very valuable plant - it might cost 600 million rupees to 700 million rupees - that is now in very grave danger of being damaged."

(The Hindustan Times, 12 August, 1953).

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67. Conciliation and Arbitration.

India - August 1953.

Bombay Industrial Relations (Amendment) Bill, 1953:
Definition of the term "Employee" to be
widened.

The Government of Bombay published on 6 August 1953 the Bombay Industrial Relations (Amendment) Bill, 1953, proposed to be introduced in the Bombay Legislature. The object of the amending Bill is to introduce certain improvements in the Bombay Industrial Relations Act, 1946, which have been found to be expedient and necessary and to remove the difficulties experienced in the working of the Act. The important provisions of the Bill are summarised below.

Under the amending Bill, it is proposed to widen the definition of the term "employee" so as to bring persons employed primarily in a managerial, administrative, supervisory or technical capacity and drawing a basic pay of less than 350 rupees per month within the purview of the Act. It also makes transitory provisions in the Act so as to give time to the existing approved, registered and representative unions affected by any alteration in the local areas to submit fresh applications for registration for the altered local areas and to permit them to function as before, till their applications are decided by the Registrar of Unions.

In addition to the officers and members of approved unions, members of the office staff of approved unions are sought to be made eligible to collect union subscriptions, etc., on the premises of the factories when so authorised by the State Government.

It is proposed that a settlement reached within a period of two months after failure of conciliation proceedings should be legally recognised and deemed to be an agreement for the purpose of section 44.

An employer, who desires to introduce a experimental change in respect of rationalisation or other efficiency systems of work should be permitted to do so, but should thereafter give notice of such change to the representative of employees and, failing agreement, apply to the Industrial Court for orders regarding further continuance of the experimental change. The continuance of the experimental change without agreement between the parties is made illegal under the amending Bill.

In order to avoid multiplicity of proceedings in various courts, power is being given to the Industrial Court, Labour Courts and Wage Boards to decide all connected matters arising out of industrial matters or disputes referred to them. Power is also being given to these bodies to require the parties to furnish any information which they may consider relevant to the proceedings pending before them.

The right of a registered union to refer any industrial dispute for arbitration to the Industrial Court is being curtailed in order to ensure that such reference is made within a limited time and only after explaining the possibility of settlement of the dispute through conciliation. It is also proposed that to be eligible under this provision, a registered union should also be an approved union. Such unions are also being empowered to make references to the wage boards.

(The Bombay Government Gazette, Part V,
6 August 1953, pp. 356-364).

The Industrial Disputes (Mysore Amendment) Act, 1953
(Mysore Act No. 15 of 1953).

The Industrial Disputes (Mysore Amendment) Bill, 1953 (vide page 50 of the report of this Office for April 1953) as passed by the Mysore Legislature received the assent of the President on 16 July 1953 and has been gazetted as Mysore Act No. 15 of 1953. The Amendment Act inserts a new section 10A to the Industrial Disputes Act, 1947, empowering the State Government to transfer any industrial dispute pending ~~for~~ before a tribunal to any other tribunal for adjudication.

(The Mysore Gazette, Part IV, Section 2B,
30 July 1953, pp. 31-32).

The U.P. Industrial Disputes (Amendment) Bill, 1953.

The Government of the Uttar Pradesh published on 17 July 1953 the text of the U.P. Industrial Disputes (Amendment) Bill, 1953, proposed to be introduced in the U.P. Legislature. The Bill seeks to replace the U.P. Industrial Disputes (Amendment) Ordinance, 1953 (vide page 57 of the report of this Office for June 1953) by an Act of the Legislature. The Ordinance was promulgated in order to meet certain difficulties, which had arisen as a result of judicial decisions to the effect that the State Government did not possess powers under the U.P. Industrial Disputes Act, 1947, to extend from time to time the period originally fixed for declaration or pronouncement of their awards by the industrial tribunal or adjudicators. The Ordinance specifically empowered the State Government in this behalf, besides validating the orders passed by it in the past granting such extensions.

(Government Gazette of the Uttar Pradesh, Extraordinary,
17 July 1953, pp. 1-3).

Industrial Disputes in Ceylon in 1952.

According to an article published in the Ceylon Labour Gazette for the month of June 1953, the number of industrial disputes resulting in work stoppages during the year 1952, was seventy-seven made up of 75 strikes and 2 lock-outs as against 102 strikes in 1951. The total number of workers involved and man-days lost in the 75 strikes were 11,523 and 56,404 in 1952, as against 312,817 and 538,524 respectively in 102 strikes in 1951. When compared with the ~~xxxxx1952xxxx~~ statistics for the previous years the year 1952 was a comparatively peaceful one in the field of industrial relations. The number of mandays lost in 1952 was approximately 10 per cent of the figures for 1951 and was the second lowest figure during the recent ~~xxx~~ past, the lowest being 52,431 in 1948.

The table below shows the strikes in 1952 classified according to the number of workers involved.

No. of workers	No. of disputes	No. of workers involved	No. of man- days lost
Under 5 -----	-	-	-
5 and under 25 ----	21	306	2,150
25 and under 50 ----	16	485	1,247
50 and over -----	38	10,732	53,007
Total.	<u>75</u>	<u>11,523</u>	<u>56,404</u>

It will be seen that 38 out of a total of 75 strikes were strikes involving 50 persons or more, and that these 38 strikes accounted for 94 per cent of the total man-days lost.

Duration of strikes.— Thirty-three out of a total of 75 strikes or in other words 44 per cent of the strikes lasted less than a day while another 14 strikes or 19 per cent lasted only a day. Thus 63 per cent of the ~~xx~~ strikes in 1952 were strikes which lasted for a day or less than a day. These 63 per cent of the strikes accounted for 8,230 workers or 71 per cent of the total number of 11,523 workers involved. But in terms of man-days lost, the ~~principal~~ principal criterion in assessing the effect of strikes on industry, these 63 per cent of strikes accounted for only 20 per cent of the total man-days lost. Judged by this factor, the 14 strikes with a duration of 5 days or more are the ones which must have affected industry most as they accounted for 75 per cent of the man-days lost, i.e., 42,032 man-days lost out of the total of 56,404 man-days. The average duration of a dispute in 1952 was 4.9 working days as against 1.7 in 1951.

Classification of strikes by industries or trades.
 In the table below the stoppages of work due to strikes in 1951 and 1952 are shown classified according to industry.

Industry or Trade	1951			1952		
	No. of Strikes	No. of workers involved.	No. of man-days lost.	No. of Strikes	No. of workers involved.	No. of Man-days lost.
Plantations -----	67	306,091	521,040	36	5,355	9,414
Engineering-----	2	125	123	1	38	76
Printing-----	-	-	-	1	6	12
Motor Transport-----	-	-	-	5	372	508
Tea Export -----	-	-	-	-	-	-
Rubber Export-----	-	-	-	-	-	-
Coconut Manufacturing----	-	-	-	2	151	273
Toddy, Arrack and Vinegar Manufacturing-----	1	25	13	9	580	1,381
Match Manufacturing-----	1	300	1,400	1	350	14,700
Plumbago-----	-	-	-	-	-	-
Cinema-----	-	-	-	-	-	-
Dock, Harbour and Port Transport-----	10	3,320	1,144	7	2,527	4,101
Building Trade-----	1	77	77	5	235	1,000
Local Government Service--	6	509	1,897	1	82	58
Service Institutions: Factories, Workshops, etc., run by State-----	4	1,260	5,705	2	325	1,700
Textile-----	1	312	156	-	-	-
Relief Schemes-----	1	135	34	-	-	-
Wholesale and Retail Distribution-----	1	11	44	-	-	-
Aerated Water and Ice Manufacturing-----	-	-	-	-	-	-
Beedi Manufacturing-----	1	40	80	2	458 57	22,944 528
Cigar Manufacturing-----	-	-	-	2	1,436	22,644
Fertilizer Manufacturing---	1	200	200	-	-	-
Tailoring-----	1	94	1,098	-	-	-
Miscellaneous Manufacturing Trades-----	4	318	4,513	1	9	9
	102	312,817	538,524	75	11,523	56,404

It will be seen that while, in 1951, 96.8 per cent of the total man-days lost as a result of strikes was in the plantations, where the bulk of the organisable labour in Ceylon is employed; in 1952, as much as 83.3 per cent of the total man-days lost was in trades other than plantations. This increase in the man-days lost in trades other than plantations was mainly due to two strikes one at the Ceylon Match Co. Ltd., resulting in a loss of 14,700 man-days and the other, a sort of general strike of cigar workers in the Jaffina Peninsula resulting in a loss of 22,644 man-days.

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Strikes classified by cause.- The main causes of strikes in 1952 were "other wage disputes" (34.67 per cent); "wage increases" (18.67 per cent); "dismissals" (17.33 per cent); and "working arrangements" (16 per cent).

Lockouts.- There were two lockouts during the year - one on Barrington Estate, Beddewela, involving 25 workers and lasting 3 days in March, the immediate cause, it appeared, being the action of the workers in becoming members of a trade union; and the other at the Nalanda Oya Dam site (workers employed by Messrs De Soysa Construction Co. Ltd., Contractors) involving 38 workers and lasting from September 17 to 23, 1952, the cause being the action of the workers going on strike as a protest against non-payment of earned wages.

(Ceylon Labour Gazette, Volume IV, No.6,
June 1953, pp. 215-218).

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CHAPTER 8. EMPLOY MANPOWER PROBLEMS.

INDIA - AUGUST 1953.

81. Employment Situation.

Employment in Factories during 1950:
Slight Increase Recorded.

An increase of 40 per cent in the number of factories covered by the Factories Act, 1948, and a rise of 3 per cent in the number employed was recorded in the factory employment figures, gathered from the annual returns submitted under the Act. The note on these figures has been published in the May 1953 issue of the Indian Labour Gazette.

Data collected.- The statistics are based upon annual returns received from all the nine Part A States and the centrally administered states of Delhi, Ajmer, Coorg and the Andaman and Nicobar Islands. There is some degree of non-response on the part of establishments in furnishing the returns and this, to some extent, may vitiate the trends from year to year. Further, although the revised Factories Act, 1948 came into force in 1949, the registration of factories under ~~the extension of~~ this Act could not be completed during that year. The full effects of the extension of coverage under the revised Act could be seen only in the statistics relating to 1950. It may also be mentioned that according to the definition of 'worker' in the Factories Act, 1948, all persons connected with manufacturing processes are covered in the statistics of employment. Thus, though the figures of employment furnished in the returns relate primarily to wage earners, such salaried and supervisory staff as are connected with manufacturing processes may also be included in the figures. Subject to these limitations the salient features of employment statistics for 1950 are discussed below.

Number of factories and workers employed.- The following table shows the number of working factories and employment in factories submitting returns in each of the States during 1950 and 1949:-

	1950				
	Section 2m(i) factories.		Section 2m(ii) factories		Section 85 factories
	No. of working factories.	Employment.	No. of working factories.	Employment.	Number of working factories
Assam -----	800	61126	7	136	-
Bihar -----	701	134854	590	40934	940
Bombay -----	5570	732548	1015	35693	798
Madhya Pradesh -----	1100	89966	318	10090	-
Madras -----	4677	289422	2086	75525	3298
Orissa -----	203	11550	86	2889	-
Punjab -----	1052	46178	139	4235	-
Uttar Pradesh -----	1315	224643	132	8052	-
West Bengal -----	2353	638854	61	2840	-
Ajmer -----	48	16249	6	348	-
Coorg -----	10	287	1	96	13
Delhi -----	407	39384	25	884	-
Andaman and Nicobar Islands.	3	1497	-	-	-
Total.	18239	2286558	4466	181722	5049

	1950			1949	
	Section 85 factories	Total factories	Employment.	Total factories	Employment.
	No. of working factories.	No. of working factories.	Employment.	No. of working factories.	Employment.
Assam -----	-	807	61262	774	61132
Bihar -----	4416	2231	180204	731	155334
Bombay -----	5091	7383	773332	6835	789463
Madhya Pradesh -----	-	1418	100056	1062	96273
Madras -----	26510	10061	391457	5432	325950
Orissa -----	-	289	14439	254	13559
Punjab -----	-	1191	50413	744	39542
Uttar Pradesh -----	-	1447	252695	1349	235837
West Bengal -----	-	2414	641694	2197	665008
Ajmer -----	-	54	16597	51	15380
Coorg -----	102	24	485	9	82
Delhi -----	-	432	40268	388	38806
Andaman and Nicobar Islands-----	-	3	1497	3	2000
Total.	36119	27754	2504399	19829	2433966

Definitions:-(a) Section 2m(i) factories.- Any premises including the precincts thereof whereon ten or more workers are working, or were working on any day of the preceding twelve months and in any part of which a manufacturing process is being carried on with the aid of Power, or is ordinarily so carried on.

(b) Section 2m(ii) factories.- Any premises including the precincts thereof whereon twenty or more workers are working or were working on any day of the preceding twelve months and in any part of which a manufacturing process is being carried on without the aid of power, or is ordinarily so carried on but does not include a mine subject to the operation of the Indian Mines Act or a railway running shed.

Definitions - Continued:-

(b) Section 85 factories.- Any premises which do not come under purview of section 2(m)(i) and 2m(ii) but can be specially notified by the State Governments provided that the manufacturing process is not being carried on by the owner only with the aid of his family.

It will be seen from this table that in 1950 there were about 28 thousand working factories as against about 20 thousand during 1949. As already explained, this increase was largely due to the full extension of the scope of the Factories Act during 1950. All the States except the Andaman and Nicobar Islands recorded an increase in the number of factories. The percentage increase was highest in Bihar and was of the order of 205 per cent. This was mainly because a large number of mica factories were brought under the purview of the Factories Act in Bihar by notification. The State which contributed most to the increase in the number of factories during 1950 was Madras, where a large number of handloom factories hotels and restaurants, etc., were either registered or notified under the Factories Act during the year. In Bombay, Madhya Pradesh and the Punjab also there was considerable increase in the number of factories.

Though the total number of working factories increased by about 40 per cent during 1950 as compared to 1949, the increase in total employment was only of the order of 3 per cent. This is because the newly registered factories were generally small and many of them did not submit their returns.

Of the major States, the largest percentage increase in employment was recorded in the Punjab followed by Madras and Bihar. The States of Uttar Pradesh, West Bengal and Bombay actually registered a fall in employment in 1950 as compared to 1949 in spite of an increase in the number of factories. This is accounted for by the fact that in Bombay ~~xxxxxx~~ the average daily employment in the cotton textile industry declined by about 27 thousand, in West Bengal there was a reduction of 15 thousand workers in the jute industry and 3,000 in the cotton textile industry and in Uttar Pradesh also there was a slight drop in the average daily employment in the textile industry.

A classification of factories according to public sector and private sector is available in the returns under the Factories Act. Government and Local Fund factories consisting mainly of railway workshops, ordnance factories, dockyards, telegraph workshops, water pumping stations, etc., from the public sector and the rest from the private sector. There was a total of 725 Government and local fund working factories with an average daily employment of 282,766 persons as against 21,980 working factories with an average daily working force of 2,185,514 persons. Thus the public sector accounted for about 11.3 per cent of the total factory ~~an~~ employment in 1950.

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Industry-wise classification.- The following table shows the classification of workers according to industry groups during 1950:-

Code No.	Industry	Adults		Adolescents		Children		Total
		Men	Women	Males	Females	Boys	Girls	
01	Processes allied to agriculture(Gins and Presses).-----	48310	34750	343	285	13	-	83701
20	Food except beverages.	257681	57369	2406	776	707	471	319410
21	Beverages-----	5483	61	35	-	-	-	5579
22	Tobacco-----	61184	41938	2694	1568	743	174	108301
23	Textiles-----	912008	102089	4841	327	840	134	1020239
24	Footwear, other wearing apparels and made up textile goods.	8322	36	37	6	28	-	8429
25	Wood and cork except furniture.-----	19466	1777	491	99	69	52	21954
26	Furniture and Fixtures.-----	6036	94	333	87	244	-	6794
27	Paper and paper products.-----	18899	1054	32	-	13	1	19999
28	Printing, publishing and allied industries.	67870	225	835	43	317	-	69290
29	Leather and leather products(except footwear).-----	12267	544	444	13	205	-	13473
30	Rubber and rubber products.-----	20138	443	195	6	42	5	20829
31	Chemical and Chemical products.-----	54077	7423	465	413	451	841	63670
32	Products of petroleum and coal.-----	12194	578	7	11	-	-	12790
33	Non-metallic mineral products(except products of petroleum and coal).-----	88312	14225	1925	433	917	166	105978
34	Basic metal industries.-----	86944	6374	296	3	90	22	93738
35	Manufactures of metal products(except machinery and transport equipment).----	50950	1355	703	32	255	-	53495
36	Manufacturing of machinery (except electrical machinery).	92193	1011	786	5	377	2	94374
37	Electrical machinery, apparatus, appliances and supplies.-----	25548	491	11	-	16	-	26066
38	Transport equipment.	178850	581	1751	5	107	-	181294
39	Miscellaneous industries.-----	103466	3056	803	65	243	-	107633
51	Electricity, gas and steam.-----	21755	179	55	-	-	-	21989
52	Water and sanitary services.-----	3762	72	18	-	-	-	3852
83	Recreation services (Cinema Studios).	4105	30	6	-	9	-	4150
84	Personal services(job dyeing, drycleaning etc.)	1191	56	5	-	1	-	1253
	Total.	2161011	273811	19317	4177	5395	1858	2468280

It will appear from this table that Textiles employed the largest number of workers accounting for about 41 per cent of the total employment in 1950. Next in importance was Food (except beverages) employing more than 300,000 of workers and accounting for about 13 per cent of total employment. Other industries which employed more than 100,000 workers during 1950 were Transport Equipment, Tobacco, Non-metallic mineral products and Miscellaneous.

Women (including adolescent and girls) formed about 11.4 per cent of the total factory employment in 1950 and children (both boys and girls) about 0.31 per cent.

A study of the figures shows that out of 34 establishments employing 5,000 workers or more, 21 belonged to the textiles industry and 6 to the transport equipment industry. In the next size group also establishments employing 1,000 to 5,000 workers, the textiles industry accounted for the largest number of establishments, viz., 308 out of a total of 478. In the smallest size-group viz., establishments employing less than 10 workers, the industry food (except beverages) accounted for 347 establishments out of a total of 518. Taking all industries together, more than 95 per cent of the working factories employed less than 500 workers.

(Indian Labour Gazette, May 1953, pp. 911-918).

Employment Exchanges: Working during June 1953.

According to the review of work done by the Directorate General of Resettlement and Employment during the month of June 1953, the total number of registered unemployed increased by over 7,000 during the month. At the same time the number of vacancies available at exchanges for registrants (after a slight improvement ~~appeared~~ in the month of May), declined heavily during the month. Employment opportunities in the private sector continued their steep downward trend. The employment situation continued to be very unsatisfactory.

A shortage of draughtsmen, compounders, efficient typists, typewriter mechanics, die sinkers and instructors for cane and millow work was reported by a number of exchanges. Many exchanges also reported a surplus of applicants for Class IV posts in the railways and the Posts and Telegraph department, platers and riveters, labour welfare officers and hammermen.

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

	June 1953	May 1953
Registrations-----	123,883	120,174
Placings-----	16,045	16,925

During the month registrations recorded an increase of 3,709 as compared to previous month. Increase in registrations was comparatively large in Madras (6,509), Delhi (1,574), Bombay (1,323) and Assam (728). A decline in registrations on the other hand, was recorded in Uttar Pradesh (4,315), West Bengal (1,755) and Punjab (980).

Of the total number of placements effected 4,409 were placed with private employers and 11,636 in central and state government establishments. Placings showed an overall decline of 880 as compared to previous month. Fall in placements was recorded in Bihar (999), Hyderabad (540), Uttar Pradesh (407) and Delhi (234). There was an increase in placings in Orissa (433), Punjab (354) and West Bengal (237).

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

<u>Wage groups</u>	<u>Number placed</u>
101 Rupees and above -----	1,274
61 Rupees to 100 Rupees -----	6,398
30 Rupees to 60 Rupees -----	7,833
Below 30 Rupees -----	742

Vacancies notified and submissions.- The number of employers who used the exchanges during the month was 4,563 as compared to 4,633 during May 1953. The number of vacancies notified by them was 21,398 as against 25,658 during the previous month, i.e., a fall of 4,260. Of the vacancies notified during the month 14,193 were by Central and State Government establishments and 7,205 by private employers. There was a fall in the number of vacancies notified in the regions of Bombay (2,076), Bihar (1,246), Hyderabad (561) and Punjab (252). Uttar Pradesh and Assam regions on the other hand showed an increase of 237 and 135 respectively as compared to the figures for May 1953.

The number of persons submitted to employers during June 1953, was 68,486 as against 76,155 during the previous month.

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Employment of displaced persons and ex-Servicemen.-
During the month, 9,393 displaced persons were registered and 1,092 placed in employment as against 9,321 and 1,045 respectively during the previous month. Of those placed in employment 390 were migrants from East Pakistan and 702 migrants from West Pakistan. The number of displaced persons still requiring employment assistance at the end of the month was 44,144.

A total of 7,340 ex-Service personnel were registered during the month June 1953, and 1,112 were placed in employment. The number still requiring employment assistance at the end of the month was 27,511.

Placement of scheduled caste and tribal applicants.-
A total of 12,649 scheduled caste applicants were registered at the employment exchanges during June 1953. Two thousand four hundred and fortyone such applicants were placed in employment; 1,046 were placed in central government vacancies, 643 in state government vacancies and 752 in other vacancies. Two hundred sixty-three vacancies specifically reserved for scheduled caste applicants were notified to the employment exchanges during June 1953. A total of 42,312 such applicants remained on the live register at the end of the month, of whom 2,211 were women.

The number of scheduled tribe applicants registered by the employment exchanges during the month was 1,015 as against 1,463 during the previous month. Two hundred forty-seven such applicants were placed in employment. The number of vacancies notified specifically for this type of applicants was 51. At the end of the month 2,968 scheduled tribe applicants remained on the live register of the employment exchanges.

Re-employment of surplus and retrenched Government employees.- During the month a total of 1,776 surplus and discharged central and state government employees were registered during the month as against 1,825 during the previous month and 646 placed in employment as against 631 during the previous month. Of those who were placed in employment, 350 were surplus or discharged central government employees and 296 were ex-state government employees. At the end of June the number of such persons still requiring employment assistance was 7,803 of whom 4,696 were ex-Central Government employees and 3,107 ex-State Government employees.

During the month 5 surplus retrenched central government gazetted and commissioned officers were included in the all India register. The number of such applicants on the register on the last day of May was 249. Thirtyfour Class I and Class II vacancies were notified by the various ministries during the month. One submission was made against them and non-availability certificates were issued in respect of 33 vacancies. Three submissions were made against vacancies advertised by the Union Public Service Commission.

Employment of highly qualified applicants.- A total of 1,080 applicants possessing high technical, scientific, professional or administrative qualifications and experience were registered during the month, as against 774 during the previous month, and 89 were placed in employment as compared to 68 during the previous month. The number of such applicants still requiring employment assistance at the end of the month was 4,501 representing an increase of 152 over the figures at the end of the previous month.

Employment assistance to women.- A total of 5,666 women were registered for ~~employment~~ employment assistance during the month and 964 placed in employment as against 4,425 and 1,157 respectively during the previous month. The number of women on the live registers of employment exchanges at the end of the month was 17,229 as compared to 15,562 at the end of the previous month.

The live register.- The number of persons still seeking employment assistance through the exchanges on the last day of June 1953, was 473,917 which was 7,689 more than the figures on the last day of the previous month. Of those on the live register 2,079 were known to be employed but desired further employment assistance.

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

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83. Vocational Training.

India - August 1953.

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

Training of adult civilians.- According to the review of work done by the Directorate-General of Resettlement and Employment for the month of June 1953 the number of trainees on the rolls of various training institutes and centres on 30 June 1953, was 7,476. There were 5,850 trainees in the technical trades and the remaining in the vocational trades.

Training of displaced persons.- The total number of displaced ~~par~~ trainees on the rolls, at the end of June 1953, was 2,095; of them, 1,897 were in technical trades. The remaining were undergoing training in vocational trades.

Apprenticeship training for displaced persons.- A total of 536 displaced persons were undergoing training as apprentices in industrial undertakings and establishments in West Bengal and Uttar Pradesh against 900 seats sanctioned. They were recruited and posted direct to the undertakings and establishments concerned.

Training of women.- A total of 332 women were undergoing training at the end of the month at the four women's training institutes in New Delhi, Dehra Dun, and Madras. In addition 1 woman at industrial ~~training~~ training institute, Digha, 40 women at industrial training institute, Almora, 4 women at industrial training centre, Orissa Poor Cottage Industry, Cuttack, and 20 women at industrial training institute, Virajpet (Coorg) were undergoing training alongside men trainees.

Training of supervisors and instructors.- In the 11th regular session at the industrial training institute for instructors, Koni Bilaspur (M.P.) the ~~total~~ total number of supervisors and instructors under training on 30 June 1953 was 110.

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

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CHAPTER 9. INCOME SECURITY.

INDIA - AUGUST 1953.

92. Legislation.

Assam: Draft Assam Employees' Insurance Courts Rules, 1949.

The Government of Assam published on 19 August 1953 the draft of Assam Employees' Insurance Courts Rules, 1949, proposed to be made in exercise of the powers conferred under the Employees' State Insurance Act, 1948. The rules deal, inter alia, with the constitution of employees' insurance courts, the conditions of service of judges of the courts, the procedure to be followed in proceedings before the courts and the execution of orders made by such courts, and the fees payable in respect of applications made to the courts and costs incidental to the proceedings.

(The Assam Gazette, Part II A, 19 August 1953,
pp. 1338 - 1355).

DPK.

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CHAPTER 11. INDUSTRIAL SAFETY.

INDIA - AUGUST 1953.

111. Prevention of Accidents.

Bombay Boiler Attendants' Rules. 1953.

The Government of Bombay published on 30 July 1953 the Bombay Boiler Attendants' Rules, 1953 made in exercise of the powers conferred under the Indian Boilers Act, 1923. The rules require that the owner of a boiler shall not use it or permit it to be used, unless there is a competent person, possessing a certificate of competency as an attendant, in immediate attendance and charge, and prescribe the conditions on which such certificates of competency may be granted. The Rules which came into force on 18 July 1953 repeal with effect from 18 July 1953 the Boiler Attendants' Rules, 1924.

(The Bombay Government Gazette, Part IV A,
30 July 1953, pp. 517-532).

DPK.

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GEN. COLLECTOR

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

INDIA - AUGUST 1953.

CHAPTER 6: GENERAL RIGHTS OF WORKERS.

The Industrial Disputes (Mysore Amendment) Act, 1953
(no. 15 of 1953) (The Mysore Gazette, Part IV, Section 2 B,
30 July 1953, pp. 31-32).

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- *(b) Hong Kong. Annual Departmental Reports, 1951-2. Published by the Commissioner of Labour. pp.159. Price \$ 6.

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- (d) Industrial Efficiency. By M.C. Munshi (Vora and Co., Publishers and Ltd., 3, Round Building, Bombay-2. Rs.8/-).
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* Publications received in this Office.