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INTERNATIONAL LABOUR
INDIAN BRANCH

Industrial and Labour Development in May 1952.

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

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CHAPTER 1. INTERNATIONAL LABOUR ORGANISATION.

INDIA - MAY 1952.

11. Political Situation and Administrative Action.

General Elections Concluded: Congress forms Government in Centre and in All States except PEPUSU.

The first General Election under the Constitution was concluded in India recently. The following is the final party position in the Centre and the 22 State Assemblies:-

	No. of seats	Congress	Socialist	K.M. P.P.	Jan Sangh	Communists and allies	Scheduled castes Federation.	Krishak Lok Party	Other Parties	Independents	Total	
	1	2	3	4	5	6	7	8	9	10	11	12
PARLIAMENT: (House of the People) (499)	368	12	9	3	26	2	1	33	45	499		
STATE ASSEMBLIES:												
Assam (108)	76	5	2	-	1	-	-	9	12	105*		
Bihar (330)	241	23	1	-	-	-	-	53	12	330		
Bombay (315)	269	9	-	-	1	1	-	18	17	315		
Madhya Pradesh (232)	194	2	8	-	-	-	-	5	23	232		
Madras (375)	152	13	35	-	61	2	15	34	63	375		
Orissa (140)	68	10	-	-	7	-	-	36	19	140		
Punjab (126)	98	-	-	-	6	-	-	16	6	126		
Uttar Pradesh (450)	390	18	1	2	-	-	-	4	14	429 [§]		
West Bengal (238)	151	-	15	9	28	-	-	22	13	238		
Hyderabad (175)	93	11	-	-	42	5	-	10	14	175		
Madhya Bharat (99)	75	4	-	4	-	-	-	13	3	99		
Mysore (99)	74	3	8	-	1	2	-	-	11	99		
PEPSU (60)	25	-	1	2	3	1	-	19	9	60		
Rajasthan (160)	81	1	1	8	-	-	7	26	35	159 [§]		
Saurashtra (60)	55	2	-	-	-	-	-	1	2	60		
Travancore-Cochin (108)	44	12	-	-	32	-	-	9	11	108		
Ajmer (30)	20	-	-	3	-	-	-	3	4	30		
Bhopal (30)	25	-	-	1	-	-	-	1	3	30		
Coorg (24)	15	-	-	-	-	-	-	-	9	24		
Delhi (48)	39	8	4	-	-	-	-	1	2	48		
Himachal Pradesh (36)	24	-	3	-	-	1	-	-	8	36		
Vindhya Pradesh (60)	40	11	3	2	-	-	-	2	2	60		

Table continued:-

	1	2	3	4	5	6	7	8	9	10	11	12
^{ORAL} ELECTORAL COLLEGES:												
Kutch	(30)	28	-	-	-	-	-	-	-	2	1	30
Manipur	(30)	15	1	-	-	-	2	-	-	11	1	30
Tripura	(30)	9	-	-	-	-	12	-	-	5	6	30

* Includes 2 Anglo-Indians, and one each representing Andaman and Nicobar Islands and the Tribal Areas of Assam nominated by the President.

** Three seats from Naga Hill District are yet to be filled.

§ One seat to be filled.

The Indian National Congress, has formed ministries in the Centre and in all the States except Patiala and East Punjab States Union (PEPSU). In West Bengal, where the Congress party has an absolute majority, the formation of new cabinet has not been yet been completed. Meanwhile Dr. B. C. Roy, the present Chief Minister, has been re-elected leader of the party.

Central Cabinet.- The Central Cabinet consists of the following:-

<u>Name of Ministers</u>	<u>Portfolios</u>
1. The Hon'ble Sri Jawaharlal Nehru, Prime Minister.	External Affairs.
2. The Hon'ble Maulana Abul Kalam Azad.	Education and Natural Resources and Scientific Research.
3. The Hon'ble Sri N. Gopalaswami Ayyangar.	Defence.
4. The Hon'ble Rajkumari Amrit Kaur.	Health.
5. The Hon'ble Dr. K. N. Katju.	Home Affairs and States.
6. The Hon'ble Sri R. A. Kidwai.	States Food and Agriculture.
7. The Hon'ble Sri Chintaman Deshmukh.	Finance.
8. The Hon'ble Sri Jagjivan Ram.	Communications.
9. The Hon'ble Sri G. L. Nanda.	Planning and River Valley Schemes.
10. The Hon'ble Sri T. T. Krishnama- chari.	Commerce and Industry.
11. The Hon'ble Sri C. C. Biswas.	Law and Minority Affairs.
12. The Hon'ble Sri Lal Bahadur Shastri.	Railways and Transport.
13. The Hon'ble Sardar Swaran Singh.	Works, Housing and Supply.
14. The Hon'ble Sri V. V. Giri.	Labour.
15. The Hon'ble Sri K. C. Reddy.	Production.

MINISTERS OF CABINET RANK

Name of Ministers

Portfolios

- 1. The Hon'ble Sri A.P. Jain. Rehabilitation.
- 2. The Hon'ble Sri Satya Narain Singha. Parliamentary Affairs.
- 3. The Hon'ble Sri Mahavir Tyagi. Minister of State for Finance.
- 4. The Hon'ble Dr. Balkrishna Keskar. Information and Broadcasting.

DEPUTY MINISTERS

- 1. The Hon'ble Sri D.P. Karmarkar.
- 2. The Hon'ble Sri S.N. Buragohain.
- 3. The Hon'ble Sri Raj Bahadur.

The names of the Chief Ministers and the Labour Ministers in the different States are given below:-

- Assam: Chief Minister - The Hon'ble Sri Bishnuram Medhi.
Labour Minister - The Hon'ble Sri Omeo Kumar Das Sharma.
- Bihar: Chief Minister - The Hon'ble Sri Srikrishna Sinha.
Labour Minister - The Hon'ble Sri Anugraha Narain Sinha.
- Bombay: Chief Minister - The Hon'ble Sri Morarji Desai
Labour Minister - The Hon'ble Sri Shantilal H. Shah.
- Madhya Pradesh:
Chief Minister - The Hon'ble Sri Pandit Ravi Shankar Shukla.
Labour Minister - The Hon'ble Sri Dindayal Gupta.
- Madras: Chief Minister - The Hon'ble Sri C. Rajagopala-Chari.
Labour Minister - The Hon'ble Sri U. Krishna Rao.
- Orissa: Chief Minister - The Hon'ble Sri Nabakrushna Chaudhuri.
Labour Minister - The Hon'ble Sri Sonaram Soren.
- Punjab: Chief Minister - The Hon'ble Sri Bhimson Sachar.
Labour Minister - The Hon'ble Sri Chowdhury Sunder Singh.

Uttar Pradesh:
 Chief Minister - The Hon'ble ~~Sri~~ Pandit Govind Ballabh Pant.
 Labour Minister - The Hon'ble Sri Sampurnanand.

Hyderabad:
 Chief Minister - The Hon'ble Sri Ramakrishna Rao.
 Labour Minister - The Hon'ble Sri V.B. Raju.

Madhya Bharat:
 Chief Minister - The Hon'ble Sri Mishrilal Ghangwal.
 Labour Minister - The Hon'ble Sri V.V. Dravid.

Mysore:
 Chief Minister - The Hon'ble Sri K. Hanumanthaiya.
 Labour Minister - The Hon'ble Sri T. Siddalingiah.

Patiala and East Punjab States Union (PEPSU):
 Chief Minister - The Hon'ble Sardar Giani ~~Bhagat~~ Singh Rarewala.
 Labour Minister - The Chief Minister is in charge of the Labour Portfolio pending the appointment of a separate Minister.

Rajasthan:
 Chief Minister - The Hon'ble Sri Tikaram Paliwal.
 Labour Minister - The Hon'ble Sri Ramkaran Joshi.

Saurashtra:
 Chief Minister - The Hon'ble Sri U.N. Dhebar.
 Labour Minister - The Hon'ble Sri G.C. Gza.

Travancore-Cochin:
 Chief Minister - The Hon'ble Sri A.J. John.
 Labour Minister - The Hon'ble Sri Panampalli Govinda Menon.

Jammu and Kashmir:
 Chief Minister - The Hon'ble Shiekh Mohammad Abdulla.

Ajmer:
 Chief Minister - The Hon'ble Sri Hari Bhanu Upadhyaya.
 Labour Minister - The Hon'ble Sri Brij Mohan Lal Sharma.

Bhopal:
 Chief Minister - The Hon'ble ~~Sri~~ Dr. Sankar Dayal Sharma.
 Labour Minister - The Hon'ble Sri Kamta Prasad.

Coorg:
 Chief Minister - The Hon'ble Sri C.M. Ponacha.

Delhi:
 Chief Minister - The Hon'ble Sri Brahm Prakash.
 Labour Minister - The Hon'ble Sri Shafiq-ul-Rehman K Kidwai.

Himachal Pradesh:
 Chief Minister - The Hon'ble Dr. Yaswant Singh Parmar.

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Vindhya Pradesh:

Chief Minister - The Hon'ble Sri Shambu Nath Shukla.

First Parliament elected under the Constitution
Meets: President's Address.

The first Parliament of the Republic of India, elected under the Constitution met at New Delhi on 14 May 1952. The President, Dr. Rajendra Prasad, addressed a joint session of the House of People and the Council of States on 16 May 1952.

President's address.- In the course of ~~his~~ his address the President welcomed the members of the first Parliament of the Republic of India, elected under the Constitution. Full effect had been given to the provisions of the Constitution relating to the composition of the Legislatures and the Headship of the State "and thus completed one stage of our journey".

Indians in South Africa and Ceylon.- The President regretted that the racial policy of the Government of the Union of South Africa continued and had led to serious developments. Indian people had been intimately concerned over this policy because there were many people of Indian origin who lived in South Africa. But this question was no longer merely one of Indians in South Africa; it had already assumed a greater and wider significance. It was a question of racial domination and racial intolerance. It was a question of the future of Africans even more than that of Indians in South Africa. Delay in settling this and like questions was fraught with peril for humanity.

He also regretted that a large number of Indians, long resident in Ceylon, had been deprived of their voting rights. They claimed to be as much Ceylonese citizens as other inhabitants of that country. India's ties with Ceylon go back to thousands of years and her relations with Ceylon and her people had been most friendly. "We welcomed her independence and we hoped that her people would advance in every way as an independent people. But true progress will not come by depriving a large number of citizens of their natural rights. This will lead, as it has already led, to serious problems and complications".

Food situation.- The President stated that for many years past, India suffered a shortage of food, and large quantities of foodgrains had to be imported. In this India was helped greatly by the U.S.A. For the first time in recent history, India had large stocks of foodgrains (except for rice), and were building up substantial reserve which will be of help in

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the future in case of need. This was to be welcomed. But the failure of the rains over large parts of the country had created a difficult situation for the people there. For five successive seasons, Rayalaseema* had suffered the misfortune of a drought and its greatest need today was water. India's army was doing valuable work to help the civil population by deepening wells and carrying water and in other ~~ways~~ ways. In these large areas of drought and scarcity, many minor projects had been undertaken to provide work and cheap grain shops had been opened. Wherever necessary, free food was given.

Owing to the high cost of imported foodgrains their price had gone up. The contraction of the food subsidy had contributed in some measure to those high prices, and had caused some distress and discontent in rationed areas. To some extent this was partly counterbalanced by a general fall in prices. The limitation of food subsidies had induced Governments in various States to make a more realistic appraisal of their need for import of foodgrains, and this had led to a reduction of the demands from various ~~to~~ States for foodgrains, with its consequent result on their import. This was undoubtedly an advantage in the present and for the future. The amount saved from the food subsidies had been diverted to financing minor irrigation schemes which will yield more foodgrains in future and thus help in solving the food problem. The Government was giving the most careful attention to these matters. It had to balance immediate with future advantages. At the same time it was anxious that no distress should be caused and it will do all in its power to prevent this from happening.

Community projects.— The Planning Commission was now finalising its report on the Five-Year Plan. A very vital addition to this Plan had been made by the proposal to start fifty-five Community Projects throughout the country. This had been possible ~~xxx~~ because of aid from the United States of America through its Technical Co-operation Plan. These Community Projects were not only intended to increase food production but what was even more important, to raise the whole level of community living. It was hoped that this programme will grow and cover a considerable part of India. But it can only grow if it had the full co-operation of the people and he earnestly trusted that in this matter, as in implementing the other proposals of the Planning Commission, their co-operation will be forthcoming in full measure.

*

The four districts of Chittoor, Cuddapah, Kurnool and Anantapur of Madras State.

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Increase in Production.- The integrated programme for agricultural production had made satisfactory progress. Jute production had increased considerably from 1.66 million bales in 1947-48 to 4.68 million bales in 1951-52. Cotton production had gone up during the same period from 2.4 million bales to over 3.3 million bales. Production of foodgrains had increased by 1.4 million tons, though this had been offset by drought in certain areas. Sugar production increased from 1.075 million tons in 1947-48 to 1.35 million tons in 1951-52. There had also been an increase in the production of steel, coal, cement and salt. India was now self-sufficient in salt and was able to export her surplus. A Central Salt Research Station was being established in Saurashtra.

press Price situation.- The general economic situation in the country had been kept under continuous observation by the Government. In his last address to Parliament he had referred to a slight fall in wholesale prices. This trend was sharply accentuated in the months of February and March. Partly this was due to a general readjustment of prices all over the world, a process which started in 1950 but received a setback owing to the outbreak of the Korean war. With the prospect of an armistice in Korea in sight, this ~~prices~~ of readjustment gathered strength. This had been assisted by an increased production of goods in the country coupled with increasing consumer resistance to high prices. The monetary and credit policy of the Government, initiated with a view to checking inflation, also contributed to the fall in prices. This sharp fall in the price level had caused difficulties to those engaged in business and industry, more especially in the textile industry. This was also leading to a fall in export earnings. The Government was closely watching the situation to ensure that production and employment were not affected. It was its intention to take such action as might be necessary to assist in the stabilisation of prices at a reasonable level.

Press Commission.- The President said that an assurance was given by the Government last year to Parliament that a Press Commission would be appointed to consider various matters connected with the Press. The Government hoped to appoint such a Commission in the near future. It was also proposed to place before Parliament a Bill arising out of the recommendations of the Press Laws Inquiry Committee.

Business before Parliament.- Referring to the work before the ~~the~~ present Parliament, the President stated that this session of Parliament will be mainly concerned with the Budget and there will probably not be much time for other legislation. Among other ~~matters~~ matters, the President mentioned that ~~the~~ one of the legislative measures which was discussed at ~~xxxxxx~~

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At considerable length in the provisional Parliament was the Hindu Code Bill. This could not be passed and, in common with other pending Bills, had lapsed. It was the intention of Government to introduce afresh legislation on this subject. It was proposed, however, to divide up the Bill into certain parts and to place each part separately before Parliament, so as to facilitate its discussion and passage.

(The Statesman, 17 May 1952).

X

Belief in Tripartite Collaboration: New Labour Minister's Statement.

The establishment of a permanent joint standing machinery in every industry representative of all interests to meet from time to time, discuss issues affecting the industry and come to satisfactory agreements, was suggested by Mr. V.V. Giri, Labour Minister, Government of India, in a statement to the Press made at Madras on 22 May 1952.

It would be presumptuous on the part to make a declaration on the future labour policy of the Government of India, Mr. Giri said, as he took charge of the portfolio just a few days ago. It was true that he had been connected with labour movement in the country from its inception more than 50 years ago. "I feel it will be helpful to both organised labour and industrialists to know my views on labour and industrial relations".

Mr. Giri said that the Constitution of India had guaranteed fundamental rights to its citizens and enunciated certain Directive Principles of State Policy and, in particular, emphasised the promotion of the welfare of the people in effectively securing a social order based on justice - economic, social and political. The Government had further declared as its objective the raising of the standard of living of the people by efficient exploitation of the resources and stepping up of production by offering opportunities to all for employment in the service of community. If these objectives had to be attained, both organised labour and industrialists in the country should fully realise their respective obligations and mutual interests.

Labour, dominant partner.- Mr. Giri stated that he had always held that labour was the 'dominant partner' in the industry and therefore, it followed that their responsibilities were far greater. If they did not pull their full weight, there was a danger of annihilation of industry itself, thus killing

the hen that lays golden eggs. He therefore, advised workers in all industries to realise primarily their responsibilities and duties and he was certain that if they effectively did so, rights and privileges will automatically follow. On the other hand, the industrialists must understand the rapid changing conditions in industrial relations, and realise that while they had the right to secure reasonable profits from their ~~investments~~ investments, they had also a duty to the community as its trustees. While workers must realise that greater regularity, discipline and care in the discharge of their duties can lay the foundations for a higher level of production, the employers, in their turn, must recognise the rights of workers ~~and~~ by guaranteeing just working conditions and providing reasonable amenities for their essential needs.

With the co-operation of workers' organisations and Government, Mr. Giri said, employers' organisations must secure for workers social security measures which would give them hope for a better future. His predecessor in office and his present colleague in the Cabinet, Mr. Jagjivan Ram, Minister for Communications, had not spared any pains during the last five years in introducing beneficent legislation to secure rights of workers. It fell to his lot to see that ~~legislation~~ legislation was understood in all its bearings, by both capital and labour, in its true spirit and implemented.

Right of association.- Mr. Giri said that he had always held the view that more than legislation, healthy conventions and agreements between labour and capital on all outstanding issues were more desirable for an abiding understanding. To achieve this purpose, the employers must make up their minds to recognise the right of workers to form trade unions in all industries and, what was more, effectively deal with them day in and day out on all matters relating to working conditions and the welfare of the industry itself. "As good government is not a substitute for self-government in politics, so in the industrial system, besides providing good amenities for all, the workers will also require the higher satisfaction that by doing their work the community not as slaves of the system but as free men". He would, therefore, suggest the establishment of a permanent Joint Standing Machinery in every industry, representative of all interests to meet from time to time, discuss issues affecting the industry and come to satisfactory agreements. The example of England where attempts were made successfully to bring both partners in industry together and facilitate agreements on all issues relating to ~~industrial~~ industrial development may be emulated with profit by Government, industrialists and workers' organisations alike in this country.

Mr. Giri said that if healthy conventions and agreements were reached between capital and labour or

well, they are rendering service to

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and even if it
became necessary) all outstanding issues, legislation might not be necessary without any controversy and difficulty it could be done, because they were giving legislative sanctions to what had been already agreed upon. This state of things could come only when organised labour and industrialists realised their duties towards the country. "In my humble view, while industrial tribunals are doing great service in settling disputes between workers and employers, my earnest appeal to the workers and employers is not to rush to the tribunals unless they fail to secure agreements in the first instance in disputes that arise from day to day. I have always held that internal settlement of disputes between the parties is far more abiding and satisfactory than the imposition of decisions by a third party even if it be the Government. I am a great believer in tripartite agreement on all matters ~~and extending the extension~~ relating to industrial labour and during the tenure of my office, I shall endeavour my best to advance this institution for securing satisfactory industrial relations".

Five-Year Plan.- Making a plea for labour's support in implementing the five-year plan, the Labour Minister said that the real way of securing that objective was through negotiations with employers and Government on all issues. The weapon of strike or direct action was the inherent right which workers possess, but while it was so, it must clearly be recognised that the weapon of strike should be the last resort in the armoury of the workers and should be resorted to only when all other methods for settlement fail. The next five years was a difficult period in the history of India. Therefore the ~~public~~ public, employers and workers must be mindful of their obligations to the country and try to secure the fulfilment not only of the first Five-Year Plan but the realisation of further plans that effectively guarantee the fundamental rights of the people.

(The Hindu, 23 May 1952).

Chapter 2. International and National Organisations.

25. Wage-Earners' Organisations.

India - May 1952.

All-India Convention of A.I.T.U.C., Calcutta,
24 and 25 May 1952: Plea for Trade Union Unity.

An All-India Convention of the All-India Trade Union Congress was held at Calcutta on 24 and 25 May 1952, Mrs. Aruna Asaf Ali presided. The meeting, among other matters, adopted a resolution calling upon all central trade union organisations in the country to effect unity in their ranks "to defeat the offensive launched against workers".

affiliations
Mr. Dange's address.- Mr. S.A. Dange, General Secretary of the All-India Trade Union Congress, addressed the Convention and said that their first task was to secure unity in the working class movement. He said: "We must invite all unions, all workers and leaders, irrespective of their political views and ~~institutions~~, to unite to fight the attack of the slump and its originators, to render relief to the masses and defend their struggles for a better standard of life and work".

Using
In a review of economic developments Mr. Dange said India had been hit by the slump because "its economy was and is a satellite of the Anglo-Americans". The people expected some relief when prices began to fall, but the employers hit back by starting to close factories. Sugar, cloth and other goods needed by the people were ~~stopped~~ allowed to be exported in huge quantities to arrest the fall in prices. Every-
~~one~~ was done so that the cost of living and prices may rise, so that big business in crisis may not lose its profits or the consumers get any substantial relief. This showed that the policies of the Government were guided by the interests of the "landlord-bourgeois classes" and tied up with the "Anglo-American schemes of war mongering and world domination".

Need for unity: Mrs. Asaf Ali's speech.- Addressing the session Mrs. Asaf Ali said it was symbolic that one like herself who was not a promoter of trade union movement in India, was called upon to preside over the deliberations of the convention. She accepted the offer because she had been realising for the last five years that labour ~~in~~ movement in India required unity and organisational solidarity for its success.

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Referring to the mistakes that might have been made by the A.I.T.U.C. in the past, she said those minor mistakes might be ignored in view of the fact that the A.I.T.U.C. was striving to direct the labour workers to a path of unity which would lead to integrity of the movement in India.

Referring to the role of the Indian National Congress in the sphere of labour movement, she pointed out that the Congress which did never work in the labour front, started the I.N.T.U.C. "to misguide the workers".

Speaking on the object of the Convention, she said the achievement of democratic revolution in India was their goal and the Convention would direct them to that end. She appealed to the workers to unitedly strive towards that goal.

Resolutions: 14-point charter of demand.- The Convention adopted a 14-point "charter of demands", representing the "vital interests" of all workers. The "charter" among other things demands a minimum wage of 35 rupees per month for each worker and consolidation of all dearness allowances with the basic pay, equal pay for equal work, 8-hour day and 44-hour week in all industries, the right to rest, security of service and full employment, full social insurance, cheap and adequate housing, recognition of democratic liberties and of trade union rights, repeal of all repressive legislation banning strikes and attacking trade union rights, and release of all political and trade union workers.

Unity among working classes.- Another resolution called upon all the unions of the Hind Mazdoor Sabha, I.N.T.U.C., U.T.U.C. and the A.I.T.U.C., and their leaders and workers to join together in a common effort to bring about the unity of all these organisations and rebuild a single all-India organisation to counter the "offensive" against "life and living of the workers".

(The Amrita Bazar Patrika,
25 and 26 May, 1952;
The Statesman, 25 May, 1952).

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Hind Mazdoor Sabha: Office-Bearers for 1952-53,
elected.

The annual Conference of the Hind Mazdoor Sabha held at Bombay in April 1952, elected on 30 April 1952 the following office-bearers for the ensuing year: President:- Mr. Sibnath Banerjee; Vice-Presidents- Mr. R.A. Khedgigar, Mr. Anthony Pillai, Mr. Mahadeve Singh, Mr. Jatin Mitra and Mr. Rajaram Shastri; General Secretary:- Mr. Dinkar Desai; Secretaries:- Mr. K.K. Khadikar and Mr. K.K. Mandal; and Treasurer:- Mr. P.D'Mello.

(Amrita Bazar Patrika, 2 May 1952).

Punjab: Working of the Indian Trade Unions
Act, 1926, during the year 1950-51: Review
on the Annual Report.

The Government of Punjab published on 2 May 1952, a review on the annual report on the working of the Indian Trade Unions Act, 1926 in the Punjab State for the year 1950-51.

According to the review there were 36 registered trade unions at the end of the year 1949-50. Forty-eight new Trade Unions were registered during the current year as against 17 and 22 registered during the two preceding financial years. The total number of registered trade unions during the year under report stood at 84.

Of these 84 unions, 59 submitted their annual returns as required under section 29 of the Indian Trade Unions Act, 1926. This number showed an improvement in this respect as compared with the last two years and was mainly due to the weeding out of the inactive unions which had virtually gone out of existence or were fading out. The defaulting unions were served with notices of cancellation, instead of resorting to the provisions of section 51 of the Indian Trade Unions Act, 1926, under which failure to submit returns is punishable with fine. This course would be followed with effect from the next year.

Industry-wise distribution of the newly-registered 48 trade unions was as follows:-

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Municipal Employees (including 15 Sweepers' Unions) -----	14
Government Servants -----	11
Flour Mills Workers -----	2
Bank Employees -----	2
Miscellaneous -----	16
Employers -----	3

Of these new Unions, 45 were unions of the employees, while three represented the employers.

The staff of the Labour Department afforded all possible help and guidance to the trade unions and this was largely responsible for the increase in registration during the year.

The relations between the employers and the employees on the formation of new trade unions were, on the whole, peaceful, except for isolated cases of intervention on the part of the employers, when the new unions were registered.

(Supplement to Punjab Government
Gazette, No. 18, 2 May 1952, page 52).

Patiala and East Punjab States Union: PEPSU
Trade Unions Regulations, 1951.

The Government of Patiala and East Punjab States Unions published on 30 March 1952 the PEPSU Trade Unions Regulations, 1951, made in exercise of the powers conferred under the Indian Trade Unions Act, 1926. The rules prescribe inter alia, the manner in which trade unions and the rules of trade unions shall be registered and the fees payable thereon on registration, the manner in which the accounts of registered trade unions shall be audited and the conditions subject to which inspection of documents kept by Registrars shall be allowed and the fees chargeable in respect of such inspections.

(Patiala and East Punjab States Union
Government Gazette, 30 March 1952, Part III,
pages 2101-2111).

29. International Co-operation.

India - May 1952.

First Year of Operation of Colombo Plan: India to provide Assistance of the Value of 10 Million Rupees.

One year's experience of the working of the Colombo Plan indicates that the Plan has got off to a good start and unless conditions are very adverse, there is a reasonable expectation that the next year's programme will be successfully carried out, according to the First Annual Report of the Consultative Committee of the Colombo Plan.

Aid for India.- The report catalogues the ~~external~~ external assistance received by India during the first year of the Colombo Plan. ~~xxxx~~ Assistance has been received from the United States of America on a bilateral basis and from members of the Colombo Plan countries as contributions under the Colombo programme. This latter assistance includes £(A) 4.2 million from Australia, ~~xxxxxxx~~ 15 million dollars from Canada and £ 250,000 from New Zealand.

The Australian contribution of £(A) 4.2 million is largely in the form of ~~wheat~~ wheat and flour. A part of it is also in the form of equipment for development projects included in the Colombo Plan.

The Canadian contribution of 10 million dollars is in the form of wheat and the remainder (\$5 million) will be utilised for supply of equipment for the Bombay State transport scheme. The sale proceeds of the wheat received from both Canada and Australia are being credited to a special Development Fund in India out of which sums would be advanced for financing the development projects mutually agreed upon. One such is the proposed dam in the Mayurakshi project. New Zealand's contribution will be utilised to cover part of the capital cost of the All-India Medical Institute, Delhi.

The contribution of the U.K. Government is in the form of releases from the sterling balance totalling to about 3900 million rupees during the six-year period.

Assistance from the United States includes the wheat loan of \$190 million, carrying an interest of 2.5 per cent per annum and repayable in semi-annual instalments over a period of 30 years commencing in June 1957. Although conceived primarily in relation to India's emergency food needs, the report observes, this loan has, in fact, contributed to the objects of the Colombo Plan. The counterpart funds realised by the Government of India from the sale

proceeds of the loan wheat are credited to the special Development Fund and will be utilised for financing development schemes and for assisting State Governments by short and medium-term loans for their development schemes.

A three million dollar assistance from the Ford Foundation mainly for agricultural ~~extension~~ extension work has also been received by India.

From the International Bank, a total amount of \$42 million was drawn before 1951-52 out of the loan of ~~\$50~~ \$59.8 million sanctioned by the Bank to India. The balance of \$17.8 million is being taken into account as a source of external finance for the six-year programme. Discussions are also under way for more loans from the Bank for some of the projects in the plan.

India's Assistance.- The Government of India had decided, in fulfilment of the country's obligation as a member of the Colombo Plan, to provide technical assistance of the value of 10 million rupees to member-countries as India's contribution to the Technical Co-operation Scheme of the Plan.

India had already provided technical assistance to some of the member-countries during the first year of working of the Colombo Plan. Details of assistance given in the Report, indicate that India's assistance took the form largely of the provision of training experts to Ceylon - a consultant to advise on the ~~manufacture of caustic soda and allied products, one for the sericulture industry and another for an iron and steel project.~~ manufacture of caustic soda and allied products, one for the sericulture industry and another for an iron and steel project. Twenty-four scholarships were offered by India at the International Statistical Education Centre in Calcutta which is run in ~~conjunction~~ conjunction with the UNESCO. These scholarships were taken up by Ceylon, Pakistan, Indonesia, Nepal and Thailand. Two technicians from Ceylon studied sugar technology in India. A Ceylonese Customs Officer obtained training in the Bombay Customs Office. Two Programme Assistants from Ceylon joined the All-India Radio for a training course and four engineers from the same country are to take training in the construction of dams and power projects. More recently, India offered Fellowships for training at the rice breeding centre at the Central Rice Research Institute, Cuttack.

Request for experts.- The report indicates the extent of technical assistance made available by the Technical Co-operation Council of the Consultative Committee during the first year of the Plan's operation. One hundred and thirty-three applications were received during the year from the member-countries for experts. In addition, there were requests for training facilities ~~for~~ for 781 people in different branches of study. Against these arrangements were made by the Council to provide by

December 31, 1951, 45 experts of which 19 were for Ceylon, 21 for Pakistan and five for India. Training facilities were also arranged for 309 students of which 54 were from Ceylon, 124 from India and 107 from Pakistan.

So far as India is concerned her needs for technical assistance, as assessed in the Colombo Plan Report, were for experts in the fields of industry, agriculture, medicine and education. Such assistance has been taken by India not only from the Technical Co-operation Council of the Colombo Plan but from other agencies including the specialised ~~agencies~~ agencies of the United Nations and from the USA under bilateral agreement.

Under the Colombo Plan Technical Co-operation Scheme, India has obtained assistance from Australia and Canada mainly for training in such subjects for which facilities are either not available in India or are of a higher standard in those countries.

From New Zealand the assistance has been of the same kind and in addition three tutor-nurses were made available for the nursing college.

The U.K. Government ^{has} ~~have~~, till now made available to India experts for the dam projects, the Central Tractor Organisation, tele-communications and printing. Training facilities have also been arranged for India under the U.K. National Coal Board and in Tele-communications and Shipping. Some equipment has been supplied by the U.K. Government for their labour training centre.

Revised schemes for development projects.— The Report also states that the revised development ~~subject~~ programme of the Government of India under the Colombo Plan envisaged an outlay of 2,3330 million rupees over the six year period compared to the original estimate of 18,400 million rupees.

Production targets have also been revised, and as against a target of 3 million-ton increase in the yield of foodgrains ~~the~~ in the original plan, the corresponding target under the revised programme is 7.2 million tons. The programme places greater emphasis, both in magnitude and time, on irrigation schemes. Fertilizer and seed distribution schemes have also been introduced, the objective being a rapid and extensive increase in food production.

With the proposed Community Development Projects, which are intended to form an integral part of the programme, the food production increase target is expected to rise to about 8.5 million tons. While greater emphasis has thus been placed on additional food production, the targets for other agricultural production, particularly for oilseeds,

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have been reduced.

The revised outlay of 23,330 million rupees was likely to be increased by nearly 2,500 million rupees when the Community Development Projects are included in the Plan. Although the revised estimate of expenditure meant an increase of nearly 5,000 million rupees over the original figure, this revision did not imply any additional external assistance than what was visualized in the original plan. The revision had been made in the light of the more detailed investigations carried out in connection with the preparation of the Five-Year Plan ~~xxxx~~ and after estimating the probable expenditure for the additional year ~~xx~~ not covered by that plan.

A small part of the increased outlay was due to the inclusion of new schemes and the need for speeding up schemes already begun. The bulk of the increased outlay was, however, due ~~mainly~~ mainly to a change of book-keeping nature, and was therefore, more apparent than real. For instance, a number of schemes, which normally were, and will continue to be financed out of current revenues, were omitted from the original plan, but are now ~~included~~ included in the Draft Five-Year Plan.

Changes made.— A statement showing the difference under the various major heads of expenditure in the revised programme showed that expenditure under "agriculture" had been revised from 3574.1 million rupees to 5984.1 million rupees, under "Fuel and Power" from 575.9 ~~xxxx~~ million rupees to 1443.4 million rupees, and under "Social Capital and Miscellaneous" from 2912.7 million rupees to 4269.8 million rupees.

There is a downward revision under "Multipurpose Projects" from 2505.5 million rupees to 2284.1 million rupees, under "Transport and Communications" from 7027.4 million rupees to 6515.4 million rupees, and under "Mining and Industry" from 1799.8 million rupees to 1239.9 million rupees.

An amount of 3600 million rupees is yet unallocated, as its optimum use was still being determined by the Planning Commission in the light of the availability of external assistance. The details of the scheme will be published in the final report of the Commission.

Broadly speaking the essential priorities remain. Agriculture and irrigation together receives about the same attention as before. ~~Thus~~ The outlay on multipurpose river valley projects shows a slight reduction owing to revised classification. The share of industry as well as that of transport and communications has also been reduced.

The greater part of the resources thus saved has been diverted to fuel and power, on which depends to a considerable extent, the further development of industry, transport and communications. The increase in expenditure on social capital is largely due to the inclusion of schemes of the Central and State Governments of which full account was not taken in the original programme.

(The Statesman, 1 May 1952;
The Hindu, 2 May 1952).

Chapter 3. Economic Questions.

32. Public Finance and Fiscal Policy.

India - May 1952.

Central Budget for 1952-53 presented:
Small Surplus of 37.3 Million rupees
estimated.

Mr. C.D. Doshmukh, Minister for Finance, Government of India, presented the Budget for the year 1952-53 to the House of People on 23 May 1952. The Budget provides for a small surplus of 37.3 million rupees, estimating income at 4,049.8 million rupees and expenditure at 4,012.5 million rupees. No new taxation measures or relief measures are contemplated.

The following table ~~shows~~ shows the main features of the budget:-

	Budget 1951-52	Revised 1951-52	Interim 1952-53 Budget 1952-53	Budget 1952-53
(In million of rupees)				
<u>REVENUES</u>				
Customs.....	1,560.4	2,320.0	1,900.0	1,650.0
Union Excise Duties...	796.2	843.0	860.0	860.0
Corporation Tax.....	327.3	375.5	305.3	305.3
Taxes on Income other than Corporation tax.....	846.9	847.5	686.3	736.3
Opium.....	23.5	27.5	22.0	22.0
Interest.....	16.7	20.1	23.3	23.3
Civil Administration...	84.2	104.5	89.0	89.0
Currency and Mint.....	123.2	115.1	103.9	103.9
Civil Works.....	15.2	14.1	15.1	15.1
Other sources of Revenue.	129.4	196.0	63.5	63.5
Posts and Telegraphs- Net contribution to general Revenues.....	23.3	38.7	11.6	11.6
Railways- Net contribution to general Revenues.....	72.6	73.4	76.5	76.5
Extraordinary Items.....	-	3.3	93.3	93.3
Total-Revenue..	<u>4,018.9</u>	<u>4,976.7</u>	<u>4,249.8</u>	<u>4,049.8</u>
<u>EXPENDITURE</u>				
Direct Demands on Revenues.	143.5	169.5	157.6	157.6
Irrigation.....	2.6	2.6	1.8	1.8
Debt Services.....	373.3	373.0	361.6	361.6
Civil Administration.....	542.9	566.6	559.8	559.8
Currency and Mint.....	26.1	28.1	32.0	32.0
Civil Works.....	133.1	132.5	149.6	149.6
Pensions.....	73.5	84.9	79.5	79.5
Miscellaneous- Expenditure on refugees..	98.3	138.3	100.9	100.9
Subsidy on foodgrains....	253.2	386.6	250.0	150.0
				P.T.O.

	Budget 1951-52	Revised 1951-52	Interim Budget 1952-53	Budget 1952-53
<u>EXPENDITURE (Continued) :</u> (In million of rupees)				
Other Expenditure.....	21.0	54.6	78.8	78.8
Grants to States, etc.....	154.3	180.8	202.8	252.8
Extraordinary Items.....	135.9	120.7	108.6	108.6
Defence Service (Net).....	1,800.2	1,812.4	1,979.5	1,979.5
Total-Expenditure.....	3,757.9	4,050.6	4,062.5	4,012.5
Surplus	x 261.0	x 926.1	x 187.3	x 37.3

Introducing the budget, Mr. Deshmukh stated that a budget for the current year was presented to the provisional Parliament last February as usual and a vote on account was obtained from that Parliament to enable the Government to be carried on for the first four months of the current year (vide pages 16-21 of the report of this Office for February 1952). A Finance Act was also passed by that Parliament continuing during the current year, the taxes in force when the budget was presented. It was then mentioned that the budget as then presented will be presented again in the new Parliament with such changes as may be considered necessary by the new Government.

Fall in prices.— As regards the economic situation, Mr. Deshmukh referred to the steady drop in prices that had been taking place from July 1951 onwards and stated that at the end of January 1952, the general index number of wholesale prices stood at 430.3, a drop of nearly six per cent from the peak figure of 457.5 reached in April 1951. Between January and March there was a more pronounced fall in the index number, which dropped to 364.9 points i.e., by a further 14 per cent by the middle of March. Since then there had been a slight upward movement and the index number for the week ended May 3 stands at 369.8 points which may be compared with 301.4, 367.2 and 393.3, the corresponding index numbers for August 1947, May 1948 and May 1950, respectively.

This general fall in prices had not been confined to any particular commodity although in the case of some of them the drop had been rather abrupt. It had been largely due to the disappearance of several international factors which led to an artificial rise in prices since June, 1950, the impact of the monetary and credit policy adopted by Government to check inflation and the improvement in the general internal supply position as a result of increased production and larger imports. The fall in prices in the case of certain commodities had however, been sharper than these factors warranted but, this was mainly because of speculative overtrading which had led to an artificial increase in recent months in the prices of these commodities. On the whole, the drop in the price level in recent months, had been beneficial to the country's economy, although the readjustment ~~was~~

necessitated by lack of accord between costs and prices was bound to cause some unavoidable difficulties to those engaged in business. In their own interest they must now decide to cut their losses reasonably and concentrate on economy and efficiency of production.

Measures to promote exports.- Recounting the measures adopted from time to time to meet the ~~critical~~ situation created by the abruptness of the fall in prices, with particular reference to ~~the effect~~ its effect on the country's export earnings, the Finance Minister said, that the export duty on hessian was reduced last February from 1,500 rupees per ton to 750 rupees per ton and was further reduced a few days ago, as simply a revenue duty, to 275 rupees per ton. The duty on sacking was also similarly reduced from 350 rupees per ton to 175 rupees per ton. Export duties on raw cotton and cotton waste had also been reduced, while the duties on wool and groundnut oil and some oil seeds had been abolished. Licensing restrictions on the export of jute goods had been almost completely withdrawn.

In the case of cotton textiles, in which there had been, as in the other exporting countries in the world, a sharp reversal of the relative strength of demand and supply, distribution controls had been relaxed and mills had been allowed freely to sell the entire production of fine and super-fine cloth and 30 per cent of the production of coarse and medium cloth. They had also been permitted to export fine and super-fine cloth freely for shipment up to the end of September, 1952. Last week Government also permitted the free export of coarse and medium cloth for shipment up to the end of August 1952. Government had also assisted the industry in purchasing foreign cotton by arranging special credit facilities, while the concomitant fall in the prices of raw cotton had been arrested by Government's offer to purchase the cotton at floor prices if necessary, backed by the necessary organisation.

Industrial production.- The level of industrial production during 1951 showed a marked improvement in spite of the special difficulties which some of the industries encountered in obtaining essential raw materials and the cut in electricity power in Bombay. During the early months of the year the improvement in the production of important commodities like steel, cement and cotton textiles had been maintained. Production of jute goods in the first three months of the year also showed an increase but from 1 April the industry had to reduce working hours owing to a fall in demand which in its turn was the result of the recent trend of prices. The abrupt change over from a seller's to a buyer's market was reflected in the consumer resistance which the products of a number of industries was encountering at the moment. But once the necessary adjustments had been effected in production and prices it was hoped that the level of production will recover from its temporary setback.

Agricultural production.- The improvement in agricultural production had also been well maintained, although in the case of food grains the additional production from the grow-more-food schemes was more than offset by the fall in production in large areas of the country affected by drought or insufficient rains. Jute production increased to 4.68 million bales, nearly thrice the quantity produced in 1947-48. Although the cotton crops were affected by adverse seasonal conditions, the yield was estimated at 3.3 million bales compared with 2.4 million bales in 1947-48. The production of sugar had shown a ~~very~~ remarkable increase and was estimated at 1.35 million tons as against 1.075 million tons in 1947-48. A committee under the chairmanship of Mr. V.T. Krishnamachari was inquiring into the achievements of the grow-more-food campaign and the results of this inquiry was being awaited with keen interest.

Fall in prices, not an indication of recession.- Mr. Deshmukh stated that the question had been frequently asked in recent weeks whether the fall in prices over the last few months was not an indication of the onset of a recession or even a depression. ~~Personally~~ Personally he did not think so, although he confessed that in this matter, where so much depended on unpredictable world developments, it was hazardous to prognosticate. But he believed that most competent observers were of the view that the fall in prices represented in a sense the phase in which the inflationary trends which had been such a marked feature of world economy for the last so many years had been spent out and, in India countered by measures deliberately adopted to curb them.

He did not subscribe to the view that at the present ~~junction~~ juncture the fall was a portent calling for the reckless injection of purchasing power into the country's economy. While it would be premature to talk of anything in the nature of a recession as it was clear that prices had now reached a more stable level. He suggested that a fall in prices was not per se a thing brought about in an orderly manner. It was only when it was of ~~such~~ such a nature as to lead to a reduction in production and employment that it contained a threat to the country's economy. The Government was most keenly alive to this danger and that it would take adequate steps, so far as lay in ~~the~~ power, to see that the level of production and employment was not adversely affected by a disorderly movement of prices.

Balance of payments.- He recalled that the balance of payments position during last year was not as favourable as in 1950. After taking into account the amounts drawn from the U.S. wheat loan the deficit on current transactions for that year was likely to be of the order of 300 million rupees. This deficit had continued during the first four months of the current year and was reflected in the drop of 810 million rupees in the amount of sterling balances between the end of December, 1951, and the end of April 1952.

Mr. Deshmukh stated that this position was not wholly unforeseen. Under the stimulus of the devaluation of the rupee and the boom in prices which followed the outbreak of the Korean war, India had accumulated a substantial surplus in balance of payments during 1950 and the early months of 1951. During this period India could not import much owing to the difficulty of obtaining supplies from abroad. In consequence, the domestic stocks of essential supplies had fallen to a low level and it became essential to take measures to restore the stocks by reducing exports, as for example, of cotton textiles, oil and oil-seeds, and by stepping up imports of raw materials and essential consumer goods. India also had to pay higher prices for whatever supplies it could obtain. The unavoidable increase in the import of food grains ~~has~~ also contributed to the large import surplus during this period. It was not, therefore, a case of frittering away the country's assets; the deficit could be said to be, in a sense, a planned deficit.

He mentioned in this connection that till the end of last month the deficit on current transactions had been met wholly from the surplus accumulated in 1950 and early 1951.

During recent months the rate of the deficit in the balance of payments had risen owing to a change in world conditions and the fall in the demand for some of India's principal exports and their prices. He assured the House that Government will take all possible steps to arrest and reverse the recent trends and maintain the deficit in the overall balance of payments within the amount available ~~to us~~ from the accumulated sterling balances.

Budget for 1952-53.— The budget presented last February provided for a surplus of 187.3 million rupees on revenue account and an overall deficit of 563.5 million rupees, taking the revenue and capital budgets together. He now estimated that the revenue surplus will be 37.3 million rupees and the overall deficit 756 million rupees. The fall of 150 million rupees in the revenue surplus was mainly due to a drop of 250 million rupees in the receipts from customs owing to the recent reduction in the export duty on hessian and sacking, raw cotton and cotton waste, and the abolition of the export duties on raw wool, groundnut oil, ~~and~~ oil-seeds, etc. This will be partly counterbalanced by an improvement of 50 million rupees in advance collections of income-tax.

On the expenditure side, he expected a drop of 50 million rupees in civil expenditure, made up of a reduction of 100 million rupees in the provision for food subsidies set off by a provision of 50 million rupees for grants, of which 30 million rupees represented the Central share of the expenditure on community development schemes sponsored under the Indo-U.S. Technical Co-operation Agreement and 20 million rupees

was for subsidizing industrial housing. He did not propose any other change in the revenue budget at this stage.

In the capital budget he expected a worsening of 42.5 million rupees due to an additional provision of 100 million rupees for loans to finance minor irrigation projects, 50 million rupees for loans for industrial housing, 60 million rupees for loans for the community development projects mentioned earlier and 2.5 million rupees for investment in a machinery manufacturing corporation, which Government had under consideration, partly set off by the receipt of 100 million rupees from the sale of U.S. wheat carried over from last year, 50 million rupees from the sale proceeds of materials likely to be received under the Technical Co-operation Agreement and 20 million rupees of short-term loans returned by the State Governments.

Food subsidy.- The budget provides 150 million rupees for food subsidy out of the provision of 250 million rupees made in the budget last February. This amount will be sufficient for meeting the expenditure in accordance with the policy announced last February and the subsequent reduction in the price of milo. This reduction in food subsidies had led to protests and demonstrations from the sections of the public affected in the States. After giving the most anxious consideration to these criticisms, Government felt that the policy adopted by it was inescapable and will prove to be beneficial in the long term interests of the country. "With the rise in the prices of imported supplies we shall require something of the order of 600 million rupees a year if, in addition to subsidising milo, we are to maintain the subsidies in the industrial areas as in last year and last year's price level ~~elsewhere~~ elsewhere. This by itself would place an impossible burden on the financial resources of the Centre." It had also to be remembered that the increase in the price of food grains had to be considered against the background of the reduction in the general price level of other commodities, the benefit of which went to the consumer. The movements in the working class cost of living indices at the various industrial urban centres showed that the compensatory fall in the aggregate on these other commodities had been substantial. There was bound to be some measure of hardship, owing to the disturbance of family budgets, until the necessary adjustments were made. But this hardship was inevitable and Government was doing their best to mitigate it for the lower classes by subsidising milo, wherever it was consumed. He regretted he could not hold out any hope of a relief, in the form of the restoration of any system of subsidies committing the Central exchequer to bringing about an approximation between the prices of imported and internally procured grain. But, as mentioned by the President in his Address to

Parliament, Government was anxious that no distress should be caused and will do all in its power to prevent this from happening.

Thus the total revenue for the year was now estimated at 4049.8 million rupees and the expenditure met from revenue at 4012.5 million rupees (of which 1979.5 million rupees will be on Defence Services and 2033.0 million rupees under civil heads), leaving a surplus of 37.3 million rupees, on revenue account. The capital and ways and means budget was expected to show a deficit of 793.3 million rupees, leaving an overall deficit of 7560 million rupees, taking the budget ~~year~~ as a whole. This will leave, at the end of the budget year, a closing balance of 830.8 million rupees, of which roughly 400 million rupees will be the unspent balance of foreign aid received, the rest representing what any prudent management of the exchequer would need as a minimum bank balance for the order of financial operations involved.

No proposals.- Although the estimated revenue surplus had now been reduced by 150 million rupees and the overall budgetary deficit increased by 192.5 million rupees, he did not propose to make any changes in taxation. The problem before him now was really not one of having any money to give away but of how to make good the net loss of resources which the changes involve. In present circumstances, when for the first time in four years the ordinary citizen found the ~~present~~ price levels a little less irksome, there was so much to be ~~xxx~~ accomplished for the development of the country and there was no clear indication of impunity for deficit financing. He did not feel that anyone would seriously suggest a reduction in taxation. In the last two years revenues had been buoyant, largely an account of fortuitous and by no means welcome international developments while the calls on India's resources for essential expenditure had been steadily rising. The recent developments in the economic situation, which had affected substantially the Government's revenues from customs, underlined the need for strengthening the country's revenue position as far as possible. It will be dangerous at this stage to do anything ~~ix~~ to weaken Government's revenue position and he had no doubt that there would be understanding support for this view.

Concluding, the Minister stated, that for the future, on the assumption that the various indices did not point to the onset of a persistent recession, the Government shall have to raise currently all the money that it may need for meeting public expenditure and for the execution of the Five-Year Plan. On any view of the future which one could take, there could be no room for ~~xxxxxxxxxxxx~~ complacency or for the relaxation of the efforts to raise the maximum

amount of resources for the country's development. The Planning Commission had drawn up a realistic plan which would take India a definite step forward in the realization of the larger and fuller life, without which freedom would be devoid of zest. India had received assistance from abroad for her development plans in recent months through the U.S. Technical Co-operation Agreement, the Ford Foundation, the Colombo Plan and so on. But while all this was welcome and while one may hope for an increasing flow of such assistance in the future the country had largely to rely on itself. "The edifice of our prosperity cannot be built on props of outside assistance without sacrificing something vital in the nation's spirit but can be built enduringly only by the efforts of our own people. If the budgetary burdens are sometimes found to be irksome, I trust those who find it so in this House and outside will remember that we carry these burdens for ourselves and our children and not for someone else. I have no doubt that the realization that the people of this country are doing the utmost in their power to help themselves will widen the flow of assistance from our friends outside".

(The Hindustan Times, 24 May 1952).

Railway Budget for 1952-53 presented:
Increased Provision for Labour Welfare.

On 22 May 1952, Mr. Lal Bahadur Shastri, Minister for Railways and Transport, presented in Parliament the Railway Budget for the year 1952-53. An interim budget was presented in February 1952 to the provisional Parliament (vide pages 22-25 of the report of this Office for February 1952).

The revised revenue and expenditure estimates show no substantial modification of the figures given in the interim Budget statement of February 1952.

As a result of the elimination from the financial accounts of certain unnecessary inter-departmental and inter-railway adjustments, such as adjustments on account of freight charges on carriage of railway stores, etc., which inflate the figures both of earnings and expenditure, gross traffic receipts, which were placed at 2984.7 million rupees in the February estimates, have been reduced by 163.1 million rupees. There is reduction of a corresponding figure on the expenditure side also.

The important figures of the Budget for 1952-53 are compared in the table below with those for the

two previous years:-

	In Millions of Rupees.			
	Actuals 1950-51	Revised Estimated 1951-52	Budget Estimate 1952-53	As present- ed in Feb- ruary 1952
TRAFFIC RECEIPTS				
Gross Traffic Receipts.....	2650.1	2880.6	2984.7	2821.6
Working Expenses-				
Ordinary working expenses....	1802.3	1957.2	2027.0	1876.9
Appropriation to Depreciation Reserve Fund.....	300.0	300.0	300.0	300.0
Payment to worked lines.....	2.5	2.2	2.4	2.4
Total-Working Expenses.....	2104.8	2259.4	2329.4	2179.3
Net Traffic Receipts-	525.9	621.2	655.3	642.3
Miscellaneous Transactions-				
Receipts.....	2.9	3.3	2.9	2.9
Expenditure.....	52.6	70.4	69.5	70.5
Net Miscellaneous Expenditure.	49.7	67.1	66.6	67.6
Net Railway Revenues.....	475.6	554.1	588.7	574.7
Dividend to General Revenue...	325.1	333.5	340.0	340.0
NET GAIN OR SURPLUS.....	150.5	220.6	248.7	254.7

Surplus and reserves.- The anticipated surplus of 254.7 million rupees is to be distributed as follows:-

Development Fund.....	120.0 million rupees
Revenue Reserve Fund...	114.7 million rupees

Provision for expenditure on amenities for staff.-

In consequence of the decision to eliminate inter-railway and inter-departmental adjustments on accounts of freight charges on railway material, it will now be possible to accommodate additional works to the extent of 11.5 million rupees. It is proposed therefore, to increase the allotment to staff quarters and other amenity works by this amount over the figure provided in the Budget Estimates presented in February last. The table below gives details of expenditure on account of proposed staff amenities:-

(Figures in thousands of rupees)

Railways	Works							Quarters for Class III staff.
	Hospitals, Dispensaries.	Schools	Institutes, Rest Houses, sports grounds and reading Rooms.	Health and Welfare works, child welfare, maternity centres, facilities in arrange-ments for Colonies. workshops Canteens, and Rest-Rooms for Workmen.	Sani-tation water-supply, light-ing and market-ing and	Provi-sion for bungalows.		
	1	2	3	4	5	6	7	8
Central.....		151	-	59	59	245	292	633
Southern.....		216	-	68	39	215	-	1,050
Eastern.....		256	15	49	177	687	126	2,364
Northern.....		212	4	539	23	430	883	2,944
Northern Eastern.		247	24	103	224	1,462	585	2,290
Western.....		362	-	39	85	297	988	1,711
Emergencies.....		-	-	-	-	-	-	-
TOTAL.....		2,044	43	857	607	3,336	2,874	10,992

Railways	Works (Continued)			Other Services					
	Quarters for Class IV Staff.	Other works	Total	Medi-cal expenses	Health and welfare Services	Educa-tion	Cant-eeen and other staff-amenities.	To-tal	Gra-nd total
	9	10	11	12	13	14	15	16	17
Central.....	3343	1105	5887	2787	2753	808	282	6650	12517
Southern.....	3725	472	6585	2592	1584	416	245	4837	11222
Eastern.....	2548	143	6365	2905	6587	2361	506	12159	18524
Northern.....	4496	320	9851	1639	3084	872	119	5714	15565
North Eastern.	4922	337	10194	2192	2518	418	162	5280	15474
Western.....	2521	761	6764	1882	1243	571	145	3841	10605
Emergencies...	-	1000	1000	-	-	-	-	-	1000
TOTAL.....	21555	4138	66446	13987	17769	5446	1259	38461	84907

Next

Railway Minister's speech.- Mr. Lal Bahadur Shastri devoted a considerable portion of his speech to the question of reorganisation of the railways. Justifying the regrouping of the railways into different zones, Mr. Shastri reiterated the assurances given earlier, that the new system would not entail any retrenchment of staff and that non-gazetted staff would not be transferred without their consent.

Labour Welfare and housing.- Mr. Shastri stated that in the light of the financial position since the presentation of the Budget in February, it had now been possible to increase substantially the provision originally made for labour welfare particularly housing. He said that the Railways had set for themselves a standard of housing for labour at Chittaranjan which had elicited appreciation as the ideal housing for labour anywhere in India. So plans were being implemented to reproduce standards akin to those of Chittaranjan over the whole field of railway housing. The total allotment under this head would now be 35 million rupees.

(The Hindustan Times, 25-5-1952;
Supplementary Explanatory Memorandum
on the Railway Budget by the Government
of India, 1952-53).

34. Economic Planning, Control and Development.

India - May 1952.

Development of Shipbuilding: Agreement concluded with French Firm.

The Government of India has entered into a five-year agreement with a French firm of naval engineers for technical assistance in the development of the Hindustan Shipbuilding Yard at Visakhapatnam. The agreement was signed in New Delhi on 30 April 1952.

The French firm will provide technical advice in regard to the organisation, development and management of the shipyard and the building of ships, vessels, naval craft, engines and all forms of ship equipment. The firm, in return, will receive at 4 per cent per annum of the turnover of the company.

The agreement will come into force from 15 July 1952.

(The Hindustan Times, 1-5-1952)

Industries (Development and Regulation) Act, 1951, comes into force: Central Advisory Council set up: Development Councils for Six Industries to be set up.

By a notification dated 8 May 1952 the Government of India has appointed 8 May 1952 as the date on which the Industries (Development and Regulation) Act, 1951, shall come into force.

By another notification dated 8 May 1952 the Government of India has constituted the Central Advisory Council of Industries envisaged under the Act. The Council consists of 26 members including the Minister for Commerce and Industry who will be its Chairman. It will include 12 representatives of owners of industrial undertakings in the scheduled industries covered by the Act, five representing labour employed in these industries, four representing consumers of goods manufactured by the industries including primary producers. The representatives of owners of industrial undertakings in the scheduled industries are Mr. S.P. Jain, Mr. G.D. Birla, Mr. Kasturbhai Lalbhai, Mr. Murarji J. Vaidya, Mr. C.A. Innes, Mr. H.I. Woner, Mr. J.R.D. Tata, Sir Shri Ram, Mr. Biren Mookerjee, Sir A. Ramaswami Mudaliar, Mr. K.C. Mahindra and Mr. Chandu Lal P. Parikh.

On behalf of the labour employed in the scheduled industries Mr. S.R. Vasavada, Mr. Abidali Jafferbhai,

Mr. S.A. Dange, Miss Mani Ben Kara and Mr. Jatin Chakravarty have been selected to the Council. The four representatives who will represent consumers on the Council are Mrs. Durgabai, Pandit Kunzru, Mr. Khandubhai K. Desai and Mrs. Anusuyabai Kale. Mr. Chandramohan Sukhia, Dr. J.C. Ghosh, Prof. C.N. Vakil and Mr. Chakreshwar Kumar Jain have been appointed members to represent other interests including those of primary producers.

With the Act coming into force all industrial undertakings in respect of the scheduled industries have to be registered in accordance with the provisions of the Act within six months. Before any new industrial unit in respect of the scheduled industries, the invested capital of which is more than 100,000 rupees, can be set up it will be necessary to obtain a licence.

The Council held two meetings on 10 May 1952 ~~and~~ after its inauguration by Prime Minister Mr. Jawaharlal Nehru. Inaugurating the Council Mr. Nehru urged industrial magnates to direct their efforts for a progressive development of the country's economy and try to achieve it by a large measure of co-operative efforts with workers. Mr. Mahatab, Minister for Commerce and Industry presided over the morning session of the Council while Mr. C.D. Deshmukh, the Finance Minister presided in the afternoon.

At the meetings, lasting over six hours, the Council held a detailed discussion on the draft rules for licensing and registration of industries under the Act.

After considering the views expressed by the members of the Council, these rules will be finalised by the Government of India and published.

The Council also considered which of the industries covered by the Act should first be selected for the constitution of development councils. It recommended that seven development councils should be set up in respect of heavy chemicals (acid and fertilizers); heavy chemicals (alkali); paper (including ~~newsprint, bicycles and their parts, leather and leather goods~~ newsprint, and paper board); Leather and leather goods; bicycles and their parts; glass and ceramics; and internal combustion engines and power-driven pumps.

As regards internal combustion engines and power-driven pumps, the consensus of opinion in the Council was understood to be that light engineering industries generally were in great need of technical assistance and guidance in order to ensure their proper development, and it was essential to set up a development council for it.

Council's functions.- The meeting recommended that the functions of the development councils, for the present should be:

1. Recommending targets for production, co-ordinating production programmes and reviewing progress from time to time;

2. Suggesting norms of efficiency with a view to eliminating waste, obtaining maximum production, improving quality and reducing costs;

3. Recommending measures for securing the fuller utilization of the installed capacity and for improving the working of the industry, particularly of the less efficient units;

4. Promoting arrangements for better marketing and helping in the devising of a system of distribution and sale of the products of the industry which would be satisfactory to the consumer;

5. Promoting standardization of producer;

6. Promoting or undertaking the collection and formulation of statistics; and

7. Promoting the adoption of measures for increasing the productivity of labour including measures for securing safer and better working conditions and the provision and improvement of amenities and incentives for workers.

Mr. C.R. Natesan, Deputy Secretary in the Commerce and Industry, has been appointed as secretary to the Central Advisory Council.

(The Gazette of India, Part II-Section 3, Extraordinary, 8 May 1952, pp. 539-540; The Statesman, 9-5-1952; The Hindustan Times, 11-5-1952).

Central Advisory Council (Procedural) Rules, 1952.

In exercise of the powers conferred by the Industries (Development and Regulation) Act, 1951, the Central Government has made the Central Advisory Council (Procedural) Rules, 1952. The rules prescribe inter alia, the term of office of, the procedure to be followed by, and the manner of filling casual vacancies among, members of the Advisory Council.

(The Gazette of India, Part II-Section 3, 8 May 1952, pages 540-541).

36. Wages.

India - May 1952.

Merging of Part of Dearness Allowance with Basic Pay: Principle accepted by the Government of India.

The Government of India, according to Press note, has accepted in principle that a portion of the dearness allowance, now given to Central Government servants, should be allowed to be treated as pay. The effect of this would be that, amongst other benefits, Government servants would become eligible for higher amounts of pension, provident fund and gratuity.

To conduct an investigation into this matter and to advise the Government as regards the exact portion of dearness allowance that should be treated as pay, the Government has decided to set up a small committee consisting of non-officials and officials. The terms of reference of this Committee and its personnel will be announced shortly.

(The Hindustan Times, 10-5-1952).

Punjab: Working of the Minimum Wages Act, 1948, for the Years 1949 and 1950: Review on the Annual Reports.

The Government of Punjab published on 2 May 1952 a review on the annual reports on the working of the Minimum Wages Act, 1948, for the year 1949 (July to December) and 1950.

According to the review the Labour Department was created in 1949 and began to function in the month of July 1949, with the appointment of the Labour Commissioner. The administration of the Minimum Wages Act, 1948, was entrusted to the Labour Department and the report covered the period from July 1949 to December 1950.

During the period the Government appointed under section 5(1)(a), read with section 9 of the Act, four tripartite committees in respect of the following scheduled employments specified in Part I of the Schedule to the Act: (i) employment in oil mills; (ii) employment in tea plantations; (iii) inferior employees under local authorities; (iv)(a) employment on road construction or in building operations; and (b) employment in stone-breaking or stone-crushing.

A common committee was constituted for the last two scheduled employments due to similarity in the nature of operations.

The first three Committees submitted their reports which were under the consideration of the Government, while a notification fixing minimum wages was issued in respect of employment in the tea plantations.

(Supplement to Punjab Government Gazette, No. 18, dated 2 May 1952, page 51).

Mysore: Minimum Wages Act, 1948 applied to Ceramic Industry.

In exercise of the powers conferred by the Minimum Wages Act, 1948, and by a notification dated 7 May 1952, the Government of Mysore has directed that 'employment in any ceramic industry' shall be added as item No. 13 to the employments specified in Part I of the schedule to the said Act. (Under the provisions of the Act if any employment is subsequently included in the schedule by a notification, minimum wages of wages should be fixed for that employment within two years from the date of such notification.)

(Notification No. IS. 625-L.W. 34-51-5 dated 7 May 1952; the Mysore Gazette, Part IV-Section 20, 15 May 1952, page 194).

Assam: Assam Minimum Wages Rules, 1952.

The draft Assam Minimum Wages Rules (vide page 26 of the report of this Office for April 1951) have been approved and gazetted on 23 April 1952. The rules deal inter alia, with members and staff, and meetings of the Board, Committee and Advisory Committee, summoning of witnesses by the Committee or Board and production of documents, computation and payment of wages, hours of work and ~~making~~ holidays, claims under the Act and scale of costs in proceedings under the Act.

(The Assam Gazette, Part IIA, dated 23 April 1952, pages 601-616).

Ajmer: Minimum Rates of Wages fixed for
Employment in Mica Works and under Local
Authority.

In exercise of the powers conferred under the Minimum Wages Act, 1948, the Chief Commissioner, Ajmer, has fixed the minimum rates of wages for employment in any mica works. The following table shows the all-inclusive minimum rates fixed for different categories of employees.

<u>Category of workers</u>	<u>Rs. Per month</u>
Unskilled workers -----	45
Drivers -----	55
Cutters -----	60
Blasters -----	70
Sorters -----	76

(Notification No. 8/5/50 ISG, dated 10 March 1952; the Gazette of India, Part III, Section 3, 29 March 1952, page 367).

By another notification dated 29 March 1952 the Chief Commissioner of Ajmer had fixed the minimum rates of wages payable to workers employed under local authority. Different rates have been fixed to several categories of local staff employed at Ajmer and Beawar and at other places. The minimum rates at Ajmer and Beawar range from 50 rupees per mensem with a dearness allowance of 19 rupees 4 annas for peons, sweepers, cart drivers, etc., to 55 rupees with dearness allowance of 31 rupees 8 annas for clerks, overseers, draftsmen, sanitary supervisors, etc.

(Notification No. 8/6/50 ISG dated 29 March 1952; the Gazette of India, Part III, Section 3, 12 April 1952, page 407).

Assam: Minimum Rates of Wages fixed for
employees in Public Motor Transport,
Rice and Oil Mills.

In exercise of the powers conferred under the Minimum Wages Act, 1948, the Government of Assam has fixed minimum rates of wages for employees in public motor transport, and rice and oil mills in the State of Assam. The rates fixed are inclusive of dearness allowance but exclusive of other concessions, if any, enjoyed by the employees. The following table shows the minimum rates of wages fixed for different categories of workers.

Public Motor Transport:-

Category of Workers	Wages	
	Rs.	A.P.
Driver (Senior) -----	60	0 0
Driver (Junior) -----	55	0 0
Conductor (Senior) -----	60	0 0
Conductor (Junior) -----	55	0 0
Handyman -----	47	0 0
Unskilled labour -----	47	0 0
Clerks -----	65	0 0

Rice and Oil Mills:-

Category of Workers	Wages	
	Urban Rs.	Rural Rs.
Skilled workers -----	50	45
Unskilled workers -----	45	40
Clerks -----	65	60

The hours of work for drivers, conductors and handymen will be as laid down for drivers in the Motor Vehicles Act, 1939 (No. IV of 1939) and for other categories, as laid down for shop assistants in the Assam Shops and Establishment Act, 1948 (No. XIII of 1948). The hours of work for the skilled and unskilled workers in rice and oil mills will be in accordance with the provisions laid down in the Factories Act, 1948 (No. LXIII of 1948) and for Clerks as laid down for shop assistants in the Assam Shops and Establishment Act, 1948 (No. XIII of 1948).

These rates of wages came into force with effect from 30 March 1952.

(Notification No. GLR 237/50/30 and No. GLR 14/50 dated 25 March 1952, the Assam Gazette, 26 March 1952, Part IIA, page 406).

Bombay: Minimum Rates of Wages fixed for
Employment in Stone-breaking or Stone-
Crushing Operations in Mines.

In exercise of the powers conferred under the Minimum Wages Act, 1948, the Government of Bombay has, by a notification dated 18 March 1952, fixed minimum rates of wages for workers employed in stone-breaking or stone-crushing operations carried on in mines situated in the State of Bombay. All the places in the State of Bombay have been classified under five zones on population basis and different rates of wages have been fixed for workers in

different zones. The minimum rates of wages for skilled labour range from 50 rupees for workers in places in zone V (population of less than 10,000) to 75 rupees for workers in zone I comprising Greater Bombay, semi-skilled workers from 43 rupees 4 annas to 45 rupees and unskilled workers from 40 rupees to 60 rupees.

The minimum rates of wages payable to a child are 50 per cent of the minimum rates of wages fixed for an unskilled employee. Wages payable to an adolescent, certified to work as an adult, are the same as those fixed for an adult and if certified to work as a child are the same as those fixed for a child. The minimum rates of wages payable to an apprentice are 75 per cent of the minimum rates of wages fixed for an unskilled employees. In case of daily wage earners, the minimum rate of daily wages payable to an employee are to be computed by dividing the minimum rate of monthly wages fixed for the class of employees to which he belongs, by 26, the quotient being stepped up to the nearest pice. The minimum rates of wages for workers connected with the work of motor transport in stone-breaking or stone-crushing are the same as those fixed for workers in respect of employment in Public Motor Transport.

(Notification No. 146/48, dated 18 March 1952; the Bombay Government Gazette, Part IVA, dated 27 March 1952, pages 346-348).

Madras: Minimum Rates of Wages fixed for Certain Employments.

Road construction or Building operations and Stone-breaking and Stone-crushing operations.- By a notification dated 12 March 1952, and in exercise of the powers conferred under the Minimum Wages Act, 1948, the Government of Madras has, with effect from 25 March 1952, fixed the minimum rates of wages for workers employed in road construction or in building operations and in stone-breaking or stone-crushing operations. The following table shows the minimum rates of wages fixed for different grades of workers.

Class of employees.	All-inclusive minimum daily rates of wages		
	Rs.	A.	P.
1. Unskilled employees-			
Grade I -----	1	4	0*
Grade II -----	0	13	0
2. Skilled employees-----	2	8	0

* Classification into Grades I and II is based on physical capacity, skill, efficiency and outturn of work.

(G.O.No.1028 Development dated 12 March 1952; the Fort St. George Gazette, Part I, dated 25 March 1952, page 417).

By another notification dated 15 March 1952 the Government has fixed minimum rates of wages for workers employed in any mica works. Different rates of wages have been fixed for workers employed in mica mining section, mica factories section, and for monthly paid employces. The all-inclusive wages in mica mining section range from one rupee a day for dressers and sorters III grade to 3 rupees a day for engine or compressor drivers. The following table shows the rates of wages for monthly paid employees in mining and factories sections.

	Basic Wage. Rs. per month.	Cost of Living allowance Rs. per month.
Watchmen -----	15	18
Office boys-----	18	18
Clerks -----	35	18
Typist -----	40	20

(G.O.No.1054 Development dated 15 March 1952; the Fort St. George Gazette, Part I, 25 March 1952, page 417).

Employment under any Local Authority.- The Government of Madras has fixed with effect from 31 March 1952 minimum rates of wages for employment under any local ~~authority~~ authority. All the employees under local bodies have been classified under five grades. The all inclusive minimum rate of wages fixed for employees in Grades I and II is 25 rupees per mensem while the wage fixed for employees in Grades III IV and V is 40 rupees per mensem.

Mazdoors, sweepers, scavengers, cleaners, lascars etc. are ~~not~~ classified under Grade I, cleaners, peons, guides, fitters, carpenters, etc. under Grade II, time-keepers, tax collectors, overseers, etc. under Grade III, maistries, wiremen, compounders, matrons, etc. under Grade IV and overseers, drivers, writers, shroffs, clerks, typists, etc. under Grade V.

(G.O.No.1355 Development dated 29 March 1952; the Fort St. George Gazette, Part II-Extraordinary, 31 March 1952, Pages 1-4).

Employment in Public Motor Transport.- The Government of Madras has fixed with effect from 31 March 1952 the minimum rates of wages for employees in public motor transport. The monthly minimum rate of basic wages range from 10 rupees for scavengers, sweepers and watchmen to 75 rupees for mechanics. The cost of living allowance payable has been fixed at the following rates:-

	Rs. per month.
On wages up to 20 rupees per month.....	18
From 21 rupees to 39 rupees per month..	19
40 rupees per month	21
From 41 rupees to 60 rupees per month.:	22
From 61 rupees to 100 rupees per month.	24

(G.O.No.1334 Development dated 28 March 1952; the Fort St. George Gazette, Part I-Extraordinary, 29 March 1952, page 1).

Stone-breaking or Stone-crushing operations in Mines.- By another notification dated 15 March 1952 the Government has fixed the minimum rates of wages for employment on stone-breaking or stone-crushing operations carried on in mines situated in the State of Madras, with effect from 25 March 1952.

The following table shows the minimum rates of wages fixed under the Act.

Class of Employees.	All inclusive minimum daily wages.		
	Rs.	A.	P.
Unskilled workers-			
* Grade I -----	1	6	0
Grade II -----	0	15	0
Grade III Children -----	0	12	0
Semi-skilled workers -----	2	0	0
Skilled workers -----	2	8	0

* Classification into Grades I and II is based on physical capacity, skill, efficiency and outturn of work.

(G.O.No.1093 Development dated 15 March 1952; the Fort St. George Gazette, Part I, dated 25 March 1952, page 418).

Plantations.- By another notification dated 20 March 1952 the Government has with effect from 25 March 1952 fixed the minimum rates of wages for employment in any plantation, that is to say, any estate maintained for the purpose of growing cinchona, rubber, tea or coffee.

The following table shows the minimum rates of wages fixed under the Act.

Class of employees	All inclusive minimum daily wage.		
	Rs.	A.	P.
* Grade I -----	1	5	0
Grade II -----	1	0	0
Children -----	0	10	6

* Classification into grades I and II is based on physical capacity, skill, efficiency and outturn of work.

(~~Para~~ Notification No.212 dated 20 March 1952; the Fort St.George Gazette, Part I, 25 March, 1952, page 418).

The Government has exempted permanently all employees employed in the clerical establishments of the plantations, from all the provisions of the Minimum Wages Act, 1948.

(Notification No.213, dated 20 March 1952; the Fort St.George Gazette, Part I, dated 25 March 1952, page 418).

Madhya Pradesh: Minimum Wages fixed for Employment in Stone-breaking or Stone-crushing operations.

In exercise of the powers conferred by under the Minimum Wages Act, 1948, and by a notification dated 30 March 1952, the Government of Madhya Pradesh has fixed the minimum rates of wages payable to workers employed in stone-breaking or stone-crushing operations carried on in mines. The rates of wages which came into force on 30 March 1952 are inclusive of dearness allowance or compensatory ~~work~~ cost of living allowance. The rates range from seven annas a day for adult male workers employed in Raipur, Bilaspur, Raigarh, Bastar, Surzaji Durg districts to one rupee a day for ~~work~~ workers at Nagpur town and in Bhandara and Balaghat districts.

(Notification No.352-357-XXIII dated 30 March 1952; Madhya Pradesh Gazette, Extraordinary, 30 March 1952, page 303).

Mysore: Minimum Rates of Wages fixed for
Certain Employments.

In exercise of the powers conferred under the Minimum Wages Act, 1948, the Government of Mysore has fixed with effect from 25 March 1952 the minimum rates of wages payable to employees in any rice mill, flour mill or dhal mill, oil mill, tanneries, and leather manufactory, plantation and stone-breaking or stone-crushing operations. The minimum rates of wages are as follows:-

Rice mill, Flour Mill or Dhall mill

Category of Employees.	All inclusive minimum rates of wages per day.		
	Rs.	A.	P.
Machine Drivers Mechanics -----	1	12	0
Measurers -----	1	4	0
Carriers of Rice and Paddy -----	1	0	0
Coolies Men -----	1	0	0
Coolies Women -----	0	12	0
Huller Men -----	1	4	0
Boiler Attenders -----	2	0	0
Boiler Helpers -----	1	0	0
Maistries -----	1	8	0
Watchmen -----	1	0	0

(Notification No. IS-5259-LW-29-51-28 dated 25 March 1952).

Oil Mills

Category Class of Employees.	All inclusive minimum rates of wages (daily or monthly)			
	Rs.	A.	P.	
Cake Carriers -----	1	0	0	
Coolie - Men -----	1	0	0	
Coolie - Women -----	0	12	0	
Expeller Maistries -----	50	0	0	P.M.
Engine Drivers -----	50	0	0	P.M.
Boiler Attenders -----	2	0	0	
Boiler Helpers -----	1	0	0	
Fitters -----	1	4	0	
Watchmen -----	1	0	0	or
	30	0	0	P.M.
Filtermen -----	1	4	0	

(Notification No. IS-5263-LW-29-51-29 dated 25 March 1952).

Tanneries and Leather Manufactories.- Different rates of wages have been fixed for the various categories of employees in tanneries. The daily wage ranges from ten annas for helpers, drum boys, setting machine operators, etc. to one rupee for shavers, splitters, and drivers. In addition to this the workers are entitled to a uniform rate of dearness allowance of 18 rupees per mensem for men and 12 rupees for women and children.

(Notification No. IS-5267-LW-29-51-40, dated 25 March 1952).

Plantations

Category Class of employees.	Basic rate of wages			Dearness allowance			All-inclusive rate of wages		
	Rs.	A.	P.	Rs.	A.	P.	Rs.	A.	P.
Men -----	0	10	0	0	6	0	1	0	0
Women -----	0	9	0	0	4	0	0	13	0
Adolescents.....	0	7	0	0	3	0	0	10	0
Children -----	0	6	0	0	3	0	0	9	0

(Notification No. IS-5271-LW-29-51-51 dated 25 March 1952).

Road Construction or Building Operations

Category of Employees.	Minimum all-inclusive daily rates of wages		
	Rs.	A.	P.
Driver (Road Roller and Concrete Mixer, etc.)	2	8	0
Driver - Engine Static -----	2	8	0
Fitter -----	2	8	0
Blacksmith -----	2	0	0
Carpenter -----	2	8	0
Brick-layer -----	2	0	0
Brick Mason -----	2	8	0
Stone Mason -----	2	8	0
Painter (Polisher) -----	2	8	0
Pipe-line Fitter -----	2	0	0
Sawyer -----	2	0	0
Hammermen -----	1	8	0
Operator-Pneumatic tools -----	2	0	0
Coolies- Man -----	1	0	0
Women -----	0	12	0
Children -----	0	10	6

(Notification No. IS-5275-LW-29-51-32 dated 25 March 1952).

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Stone-breaking or Stone-crushing Operations

Category of Employees	Minimum all-inclusive daily rates of wages.		
	RS.	A.	P.
Drivers (Engine Static)-----	5	0	0
Maistries-----	2	0	0
Blasters-----	3	0	0
Blacksmiths-----	2	0	0
Stone-breakers-----	2	0	0
Metal (Jelly) Crusher-(Men or Women)-----	1	4	0
Coolies - Men-----	1	0	0
Women-----	0	12	0
Children-----	0	10	0

(Notification No. LS-5279-LV-29-51-33 dated
25 March 1952).

(The Mysore Gazette, Part IV-Section 2C,
27 March 1952, pages 123-130).

Travancore-Cochin: Minimum Rates of Wages
Fixed for Employment in Bidi-making
Manufactories.

In exercise of the powers conferred under the Minimum Wages Act, 1948, the Government of Travancore-Cochin has fixed the minimum rates of wages payable to employees in bidi-making (indigenous cigarette) manufactories. The minimum wage is one rupee and fourteen annas for making thousand bidis.

(Notification No. L.1-13164-51-DD dated
20 March 1952; Travancore-Cochin Gazette,
Part I, 23 March 1952, page 315).

Uttar Pradesh: Minimum Rates of Wages fixed
for Certain Employments.

Employees in Stone-breaking or Stone-crushing operations.- In exercise of the powers conferred under the Minimum Wages Act, 1948, the Government of the Uttar Pradesh has fixed the minimum rates of wages payable to adult employees in stone-breaking or stone-crushing operations carried on in mines and quarries in the State. The all inclusive rate has been fixed at 26 rupees per mensem where payment is on monthly basis and otherwise at one rupee per day.

(Notification No. 696LL/XVIII(L)-20(LL)-51 dated
27 March 1952; Government Gazette of Uttar Pradesh
Part I, 29 March, 1952, page 279).

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Employment under local authority.- By another notification dated 27 March 1952, the Government has fixed minimum rates of wages in respect of employment under any local authority. Local bodies have been classified into five classes and different rates of wages have been fixed for employees in various local bodies. The all-inclusive minimum rates of full-time employees (i.e., employees working subject to a maximum of 48 hours per week) range from 17 rupees 8 annas to 36 rupees per month, three-quarters time employees (i.e., employees working subject to a maximum of 36 hours per week) from 13 rupees 12 annas to 30 rupees per month, and half time employees (i.e., employees working subject to a maximum of 24 hours per week) from 10 rupees to 22 rupees ~~per~~ 8 annas per month.

(Notification No.849-LL/XVIII(L)-20(LL)51 dated 27 March 1952; Government Gazette of Uttar Pradesh, Part I, 29 March 1952; pages 280-283).

By another notification dated 27 March 1952 the Government of Uttar Pradesh has fixed the minimum rates of wages payable to adult employees in the following employments: (i) employment in any rice mill, flour mill or dal mill; (ii) employment in any tobacco (including bidi making) manufactory; (iii) employment in any plantation, that is to say, any estate which is maintained for the purpose of growing cinchona, rubber, tea or coffee in the Dehra Dun District only; (iv) employment in any oil mill; (v) employment on road construction or in building operations; (vi) employment in stone-breaking or stone-crushing; (vii) employment in any lac manufactory; (viii) employment in public motor transport; and (ix) employment in tanneries and leather manufactory.

The all inclusive minimum rates for these categories is 26 rupees per month of 26 working days where payment is on monthly basis and otherwise at one rupee per day.

(Notification No.850(LL/XVIII(L)-20(LL)-51, dated 27 March 1952; Government Gazette of Uttar Pradesh, Part I, 20 March 1952, page 283).

38. Housing.

India - May 1952.

Construction of Buildings: Experts Committee's
Suggestions: Setting up of National Organisation
Recommended.

The need for the establishment of a national building organisation to collect, collate and disseminate technical information available, both at home and abroad, has been stressed by the Committee of experts for ~~the~~ building works appointed by the Ministry of Works, Production and Supply in its report submitted recently* .

The building costs increased sharply during and after World War II. The expectation that they would come down, as they actually did after World War I, did not materialise owing to the consequences of Partition and several other factors. The Central and State Governments had huge building programmes, but these could not be pushed through because of high cost. There are several factors, such as cost of labour and material, architectural planning, structural design and administrative and executive procedures that go to make up the completion cost of a building. Therefore, to inquire into this highly complicated and technical matter, the Government of India appointed this Committee, ~~consisting~~ consisting of leading engineers from the Ministry of Railways, the ~~Ministry~~ of Military Engineering Service and the Ministry of Works, Production and Supply. They were ~~members~~ Mr. F.C. Badhwar, Chairman of the Railway Board, Maj-Gen. H. Williams, Engineer-in-Chief Army HQ., and Mr. B.S. Puri, Chief Engineer, Central Public Works Department, as members and Mr. C.B. Patel, Superintending Engineer, as Secretary.

Building Costs.- The Committee hold the view that the building costs are directly correlated with the cost of living, because the production cost of materials and the wages of labourers depend upon the living costs at a place. However, some degree of economy could be effected by (a) expert architectural planning and structural designing, and (b) adopting ~~the~~ utility scales of accommodation.

* Ministry of Works, Production and Supply: Report of the Committee of Experts for Building Works appointed by the Ministry of Works, Production and Supply, 1952. pp. 59.

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National building organisation.- In view of the high prices of all materials and of labour, an all-out effort is necessary to achieve economy. It is also necessary to pool all the knowledge and experience on the techniques of building construction ~~available~~ ~~available~~ available in the country in a compact and highly expert organisation. The main problems of building construction are common to all engineering departments and the establishment of a central National Buildings Organisation is according to the Committee, the obvious step to take for advancement and economy in building construction. This is the pattern followed in Europe and America where the science of building has made rapid strides and it will be advantageous to benefit from such modern developments in these countries. The U.N. Mission on tropical housing which recently visited India stressed the necessity for the early formation of an expert unit of this kind and the Planning Commission, in their First Five Year Outline Plan, have also recommended the setting up of a National Buildings Organisation. The Committee previously recommended, in its second interim report, the formation of such an expert body, with certain definite functions, which should carry on the work commenced by this Committee. The new body should be essentially of an expert advisory nature but might in certain respects, follow the model of the Central Roads Organisation. Its functions and organisation may be similar to the well known international building centre in Holland after adaptation to Indian conditions. Details can, however, be decided at an inter-Ministerial meeting, to be sponsored by the Planning Commission, but a tentative list of the subjects that it could usefully deal with, if required to do so, will be the following:

Administrative: 1) to activate housing programmes, 2) to make proposals for obtaining additional revenues for housing, 3) to administer such housing projects and funds as it is specifically requested to handle; 4) to advise on technical matters, including experiments, research, building education and new techniques, 5) to advise on Rationalisation in building legislation, local byelaws, building codes, etc., and 6) to provide an up-to-date information service regarding popular types of buildings to the public;

Technical: 1) directing research into the demands and needs of the Society, 2) increase in functional purposefulness of buildings, saving in management costs of factories, hospitals, schools, saving in housewife's work, more comfort, 3) design based on justifiable architectural, technical and economic principles, saving in maintenance through careful choice of materials, goods finish and construction methods, ~~5) design based on justifiable architectural~~ 4) improvement in production and distribution of ~~various~~ materials, and 5) standardisation;

Co-ordination 1) to promote the science of building construction, 2) to provide a channel for the expression of opinions regarding buildings, and to hold periodical meetings to discuss technical questions regarding buildings,

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3) to publish technical pamphlets and to publicise the art of economical building, 4) to organize building trades, 5) to organise refresher courses for engineers and architects, 6) to provide a museum, or standing exhibition where cheap houses can be displayed and various techniques for economic building explained and demonstrated, and 7) to encourage self-builders, both in the shape of co-operatives and individuals.

Standardisation of materials.-The standards laid down for various locally produced materials by the Indian Standards Institution should be enforced in order to enable the designer to allow the maximum permissible stresses. Similarly imported materials should be subjected to strict inspections and rigid compliance to specifications.

Better out-turn from labour.- The Committee recommends that from the point of view of economic output, the time-honoured method of paying labour by units of work produced should be continued in preference to daily, weekly or monthly wages, which are based more on attendance than on output. At present, building trades of masons, carpenters, blacksmiths, printers, etc., are handed down from father to son. A young man in these trades gets training under his elders on actual works as well as at home. This is good practice, but some theoretical knowledge and better facilities for practical training and incentive methods of payment will go a long way towards increasing the productivity of these skilled workers. Government is already running many vocational training centres. A better liaison in this respect between the training institutions and managers of works is sure to improve the quality of training and make it more realistic, according to the report. The encouragement of the use of modern machinery is also recommended wherever its employment is likely to effect economies in cost and time.

Standards of accommodation.- The Committee has drawn up seven types of residential accommodation suitable for housing Government employees, for example, in different pay ranges. It has endeavoured to examine all aspects of the problems involved before recommending the types of houses, and has in particular, paid attention to the following features: a) requirements of health and sanitation; b) avoidance of discomfort and provision of the normal conveniences and amenities usually associated with the living standards of the different income groups and c) relation between the capital cost of a building and its rent, the rent being as nearly as possible an economic rent, especially in the case of the higher income groups.

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Structural designing.- According to the report, plans should be so developed as to utilise all available space to the fullest advantage. The various components of the structure should be balanced in quality, quantity and cost and so arranged as to give a pleasing appearance and maximum comfort.

Traditional materials and building methods are generally most economical in this country, but traditional specifications should not be followed blindly. The Committee recommends that the functional requirement of each component of a structure should be considered and materials and methods selected to ensure a sound permanent building with the minimum cost. A departure from the old specifications in many instances will result in a saving in cost. Buildings erected from public funds should be durable, temporary buildings are taking the entire period of their life, more expensive, due to heavy maintenance and depreciation costs.

The tendency to design oversafe, and therefore uneconomic, structures must be discouraged, says the report. Engineers must be made more cost-minded. Quality control of works must be instituted and small laboratories set up in the field to test the strength of materials and structures. Contractors should be paid promptly as delay in payment would mean higher tender costs.

The Committee has given an indication of reasonable ceiling costs for various types of buildings which would be a useful guide to engineers and architects. It would also encourage them to explore methods for bringing down the costs of buildings, without sacrificing ~~essentials~~ essentials. In order to ensure good economical planning and execution, the practice of notifying the allotment of funds for capital projects two years in advance is recommended.

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Bombay: Administration of the Industrial
Housing Scheme for the Year 1950-51.

The following information regarding the progress and administration of the industrial housing scheme in Bombay is taken ~~from~~ the annual report on the administration of the scheme for the year 1950-51, published by the Government of Bombay*.

Number of quarters.— There ~~xxxx~~ are 207 quarters under the scheme, located in four different centres, viz., DeLisle Road, Naigaum, Worli and Sewri. The number of tenements and the number of rooms and shops available for occupation at each centre on 31 March 1951 were as shown below:—

Tenements Centres.	No. of tenements	No. of rooms	No. of shops
DeLisle Road -----	32	2,542	18
Naigaum A and B Plots.	42	3,295	49
Worli -----	121	9,475	205
Sewri -----	12	931	29
Total-----	<u>207</u>	<u>16,243</u>	<u>301</u>

Rents.— The rate of rents for single-room tenements at all the four centres remained the same throughout the year, i.e., at DeLisle Road 8 rupees, at Naigaum 7 rupees, at Worli 5 rupees and at ~~xxxx~~ Sewri 7 rupees. Rupee one extra is charged for corner rooms at all the centres. These rates of room rents are a ~~xxxx~~ sort of concessional rates against an economic rate of rent of 14 rupees 8 annas. Prior to September 1950 about 100 ~~xxxx~~ rooms were detected to have been used by the tenants partly for residential and partly for non-residential purposes. In such cases ~~at~~ the economic rent, viz., 14 rupees 8 annas for ordinary rooms and 15 rupees 8 annas for corner rooms were charged with effect from 1 October 1950 in accordance with Government orders.

The total arrears of rent on 31 March 1951 were 8,158 rupees 1 anna and 6 pies as against 7,965 rupees 15 annas and 6 pies on 31 March 1950. The slight increase in the outstanding arrears at the ~~end~~ of the year under report was due to the textiles strike in the city in the middle of the year under report.

* Labour and Housing Department, Bombay State: Annual Report on the Administration of the Industrial Housing Scheme for the Year 1950-51. Obtainable from the Superintendent, Government Printing and Stationery, Bombay. 1952. Price 15 Annas, pp.8.

The establishment charges on revenue establishment (special) including sanitary staff amounted to 333,981 rupees. These charges on the basis of the assessment of 1,274,000 rupees (including assessment of rent-free accommodation to Government servants of Class IV, Police and other Departments) gave a percentage of ~~26.2~~ 26.2 as against 27.4 of the previous year.

Profit and loss account of the scheme.- On the capital investment of 34.5 million rupees, the annual revenue to Government on account of rent of quarters is about 1,274,000 rupees at the prevailing concessional rates of rents. The running charges of the scheme, consisting of establishment charges, maintenance and repairs, payment of municipal taxes, ground rent, etc., came to 1,044,900 rupees. The ~~net~~ net realisation of revenue to the extent of 229,100 rupees per annum yields about .65 per cent interest on the capital investment.

Vital statistics and sanitation.- The following table shows the approximate population, deaths and death rate in the housing areas:-

Centre.	Approximate population	Deaths	Death rate per 1000 approximately.
Naigaum -----	22,680	264	11.6
DeLisle Road -----	20,352	272	13.4
Worli -----	75,746	805	10.9
Sewri -----	5,832	67	11.5
Total -----	<u>122,610</u>	<u>1,408</u>	<u>11.3</u>

The population figures are on the basis of an approximate census taken in the month of October 1948 when the population of typical quarters was counted and the total population of all the quarters deduced from those figures. The specific death rate works out to 11.3 per thousand as against 10.8 in the previous year. The sanitation was satisfactory, although scarcity of water supply ~~it~~ and overcrowding adversely affected it to a certain extent. No epidemics of any kind were prevalent during the year under report.

Amenities.- Charitable institutions such as Bombay Presidency Infant Welfare Society, the Bombay Mothers and Children Welfare Society, provide medical aid to the tenants in the Development Department Quarters through the maternity homes, Bal-Vihar, Croches, etc. The Naigaum Social Service Society is carrying on social and educational activities for the benefit of the people residing in the quarters at Naigaum. Free primary education is provided in the municipal schools located in the quarters at all the centres. The Bombay Municipality is also conducting a free dispensary at Worli for the benefit of the tenants. The high school established by the Bombay Education League in quarters at Worli, continues to

provide education facilities to the children of the tenants at Worli centre at concessional rates. The Blind Relief Association at Worli is conducting an Industrial Home for the Blind. The recreation centres conducted by the Labour Welfare Department provide educational and recreational facilities such as gymnasiums, indoor and outdoor games, reading rooms and library, scouting, visual instructions through magic lantern shows, health advice, etc. The tenants in the quarters take keen interest in all these activities of the centres. The Boy Scouts Association and Hindustan Scouts Association (now merged and formed into the Bharat Scouts and Guides, Bombay State) are also doing useful work in their own way in the matter of training boys to grow into useful citizens.

Room lights were provided in 20 quarters during the year under report.

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

INDIA - MAY 1952.

41. Agriculture.

Zamindari Abolition Acts of U.P., Bihar and
Madhya Pradesh declared Intra Vires of
Constitution: Supreme Court Judgements.

By two judgements delivered on 3 and 5 May 1952 respectively, the Supreme Court has declared the Bihar Land Reforms Act, 1950, the U.P. Zamindari Abolition and Land Reforms Act, 1950, and the Madhya Pradesh Abolition of Proprietary Rights (Estates, Mahals, Alienated Lands) Act, 1950, inter vires of the Constitution.

In the case of the Bihar Act, however, Sections 4B and 23F providing respectively for the reduction of gross incomes to net incomes for the purpose of assessing compensation and the acquisition of the right of collection of arrears due to the landlord were declared bad in law by a majority of three to two. The two sections were held to be severable from the Act.

The Chief Justice, Mr. Patanjali Sastri, in his judgment examining the arguments of the Counsel on the question of legislative competence said it was ~~contended~~ contended that Entry 36¹ of List 2 read with Article 246(3) was obviously intended to authorise a State Legislature to exercise the right of Eminent Domain, i.e., the right of compulsory acquisition of private property. The exercise of such power had been recognised in the jurisprudence of all civilised countries as conditioned by public necessity and payment of compensation. The exercise of a public purpose and an obligation to pay compensation being thus the necessary concomitance of compulsory acquisition of private property, the term 'acquisition' should be construed, as importing by necessary implication the two conditions aforesaid. Further, the words subject to the provisions of Entry 42² of List 3 in Entry 36

1. Entry 36 ~~reads~~ reads as follows: 36. Acquisition or requisitioning of property, except for the purpose of the Union, subject to the provision of Entry 42 of List III.
2. Entry 42 reads as follows: 42. Principles on which compensation for property acquired or requisitioned for the purposes of the Union or of a State or for any other public purpose is to be determined, and the form and manner in which such compensation is to be given.

reinforced the argument as these words should be exercised subject to the condition that such law should also provide for the matters referred to in Entry 42. In other words, a two-fold restriction as to public purpose and payment of compensation was imposed on the exercise of the law making power under Entry 36. In any case, the legislative power conferred under Entry 42 was a power coupled with a duty to exercise it for the benefit of the owners whose properties were compulsorily acquired under a law made under Entry 36. For all these reasons the State Legislatures, it was claimed, had no power to make a law for acquisition of property without fulfilling the two conditions as to public purpose and payment of compensation.

On the basis of these arguments, the Chief Justice observed, Counsel proceeded to examine elaborately various provisions of the impugned Act with a view to show that the compensation which they purported to provide had, by various shifts and contrivances, been reduced to an illusory figure as compared with the market value of the properties acquired. Nor were these statutes enacted for any public purpose; their only purpose and effect was to destroy the class of zamindars and tenure-holders and make the Government a superlandlord.

Dealing with the arguments of Dr. B. R. Ambedkar who was Counsel for the Zamindars, the Chief Justice said that he had maintained that a constitutional prohibition against compulsory acquisition of property without public purpose and payment of compensation was deducible from what he called the spirit of the Constitution which, according to him, was a valid test, for judging the constitutionality of a statute. The Constitution being avowedly one for establishing liberty, justice and equality and a Government of a free people with only limited powers should be held to contain an implied prohibition against taking private property without just compensation and in the absence of a public purpose.

These contentions were in his judgment, the Chief Justice said, devoid of substance and force and he had no hesitation in rejecting them. The fact of the matter was the zamindars lost the battle in the last round when the Court upheld the constitutionality of the Amendment Act which provided inter alia, that no law for the acquisition of property could be questioned on the ground of infringement of fundamental rights and that such laws shall be deemed never to have become void. And it was no disparagement to the learned Counsel to say that what remained of the campaign had been fought with such weak arguments as overtaxed ingenuity could suggest.

The Chief Justice based his decision on the following material provisions of the Constitution:

~~Art. 51(2)~~ "Art. 51(2). ~~For~~ No property movable or immovable..... shall be acquired for public purposes under any law authorizing such acquisition unless the law provides for compensation for the property.... acquired and either fixes the amount of compensation or specifies the principles on which and the manner in which the compensation is to be determined and given.

"(3) No such law as is referred to in Cl(2) made by the Legislature of a State shall have effect unless such law, having been reserved for the consideration of the President has received his assent.

"(4) If any Bill pending at the commencement of this Constitution in the Legislature of a State has, after it has been passed by such Legislature, been reserved for the consideration of the President and has received anything in this Constitution, the law so assented to shall not be called in question in any court on the ground that it contravenes the provisions of Cl(2)".

When not in the standing

His lordship held, therefore, that the consideration of questions of the lack of a public purpose and the failure to provide for payment of just compensation were barred under Article 51(4) of the Constitution.

The decision of the Court, declaring valid the U.P., Madhya Pradesh and Bihar Zamindari Abolition Acts makes the finale a long and protracted litigation fought on behalf of ~~landlords~~ landholders of these States to challenge on legal grounds the implementation of the Zamindari Abolition Laws passed by the respective State legislatures. The amendment of the Constitution in 1951 placing these Acts beyond the range of attack on the ground that they did not fulfil the requirements of the Fundamental Rights chapter, did not altogether protect the Acts from attack on other grounds. The cases were argued in the Supreme Court for nearly three months and during all this time an interim stay granted by the court was in force operating as a bar against the State Governments taking over the estates. The judgments of the court declaring valid these Acts now leaves the way open for the State Governments to proceed with the implementation of these laws.

(The Hindu, 3 and 6 May 1952;
The Statesman, 3 May 1952)

Uttar Pradesh: Zamindaris to be taken over
on 1 July 1952: Draft Uttar Pradesh Zamindari
Abolition and Land Reforms Rules, 1952.

At a press conference held at Lucknow on 14 May 1952, Pandit Pant, Chief Minister, Uttar Pradesh said that on 1 July 1952 all estates would vest in the State under the Zamindari Abolition and Land Reforms Act, 1950 (vide page 35 of the report of this Office for January 1951).

From 1 July nearly two million zamindars in the State would cease to be the owners of their lands. The zamindari rights held by them for over a century covering 37,500,000 acres of land held by tenants, would be abolished with payment of compensation. Payment would be made in cash for those zamindars in whose case the compensation amounted to 50 rupees or below, while the others would be paid non-negotiable bonds bearing 2 1/2 per cent per annum, interest to be redeemed in 40 years. The Chief Minister said every effort would be made to pay the interim compensation within six months instead of nine months as provided by the law.

Pandit Pant said the Government had not yet arrived at any decision regarding the agency for the collection of land revenue after the zamindaris are abolished. The collections would, however, be made through the Gaon panchayats or some representatives in the village communities like the lumberdars or by the Government's own staff such as the patwaris.

Referring to the question of redistribution of land, he said it would not bring any relief to the landless. In fact if the Government were engaged in any such operation it would take years and instead of abolishing zamindaris the Government would be involved in many difficulties without any relief to the small landholders.

The Government of Uttar Pradesh published on 14 May 1952 the draft Uttar Pradesh Zamindari Abolition and Land Reforms Rules, 1952, proposed to be made under the Uttar Pradesh Zamindari Abolition and Land Reforms Act, 1950 (U.P. Act 1 of 1951). The rules will be taken into consideration after ~~the~~ 31 May 1952.

The rules, inter alia, lay down the manner of payment of compensation ~~or payment~~ which will be paid in non-negotiable 40-year bonds described as the zamindari abolition compensation bonds. Bearing interest at the rate of 2.5 per cent per annum from the date of vesting, interest due on the bonds as well as the principal will be paid in equated half-yearly instalments during the 40-year period. In the

case of interim compensation and in certain other specified circumstances, payment ~~is~~ will be in cash.

The patwari is the revenue collection agency; under the Act the revenue collection work is ultimately to be that of the panchayats. Gaon panchayats will help in the realization of dues from defaulters when their list is put up by the patwari.

(The Hindustan Times, 16 May 1952;
Government Gazette of the Uttar Pradesh,
Extraordinary, 14 May 1952, pages 1-220).

CHAPTER 5. WORKING CONDITIONS AND LIVING STANDARDS.

INDIA - MAY 1952.

50. General.

Labour Conditions in Sugar Factories in India.

The following information on labour conditions of sugar factories in India is taken from an article appearing in Indian Labour Gazette, Vol.IX, No.9, March 1952.

General.- India is one of the important sugar producing countries of the world. Although the industry existed in India since early times it was only after 1932 that the expansion of the industry began when it was granted protection. At that time there were 31 factories employing 33,000 workers whereas in 1949 there were 165 factories employing 98,057 workers.

Due to the proximity to the source of raw material the industry started and developed mainly in the States of U.P. and Bihar. However, in recent years a large number of factories have sprung up in various other States as well. The following tabular statement shows the regional distribution of factories in 1949*.

State	No.of factories	No.of workers employed
Ajmer -----	1	135
Bihar -----	37	24,755
Bombay-----	14	8,185
Punjab -----	1	778
Madras -----	12	4,309
Orissa-----	1	179
U.P. -----	77	49,312
West Bengal-----	1	643
Hyderabad-----	4	1,052
Madhya Bharat-----	8	3,701
Mysore -----	2	1,957
PEPSU -----	2	1,300
Rajasthan-----	3	1,000
Travancore-Cochin-----	1	213
Bhopal -----	1	538
Total -----	165	98,057

* Based on Statistics of Factories.

Although from time to time various enquiries were conducted into conditions of labour in sugar factories by committees, etc., appointed by State Governments no enquiry on ~~an~~ all India basis was made till 1944. In that year an intensive enquiry into labour conditions in sugar factories in various States was made by the Labour Investigation Committee appointed by the Government of India. The Committee published its report* in 1946. With a view to bringing the data contained in this report up-to-date a questionnaire was issued by the Labour Bureau in October 1950 to all the known sugar factories located in various States. Replies were received from 86 units. Out of these, 13 did not work during the season 1949-50. This article, therefore, is generally based on the information supplied by 73 units - 36 in U.P., 12 in Bihar, 9 in Madras, 8 in Bombay and one each in Bhopal, Madhya Bharat, Mysore, Hyderabad, West Bengal, Ajmer, Travancore-Cochin and Orissa. The information mostly relates to the season 1949-50.

Employment.- In view of the dependence of sugar factories on the supply of sugar cane, most of the factories work only during the period the sugar cane crop is ready i.e., from November to March. During 1949-50 the duration of the crushing season of different factories varied from 91 to 154 days in Bihar, 56 to 130 days in U.P., 93 to 173 days in Bombay and 46 to 170 days in Madras. In most of the other States the duration varied from 84 to 101 days. In view of the seasonal character of the industry the employment of workers lasts only for the crushing season. At the end of the season the services of almost all the employees except a few technical and clerks are terminated. Only a small number of workers are retained for overhauling work, etc. Some of the factories which have their own farms provide alternative employment to discharged workers in farms.

Fifty-seven out of 73 units which have sent their replies manufacture sugar only. Of the remaining units 6 manufacture confectionery goods, 3 spirits and confectionery, 4 power alcohol, 1 alcohol and confectionery and 2 units spirits and confectionery goods also.

The bulk of the factories employ between 500 and 1,000 workers. The smallest unit which sent the replies employed 70 workers and the largest unit employed 2,582 workers. The former manufactured only confectionery while the latter manufactured power alcohol. The following table shows the frequency distribution of factories according to the number of workers employed:-

* Report on Labour Conditions in Sugar Factories by Ahmad Mukhtar.

Number of Workers employed	No. of units
Below 500 -----	16
500 but less than 1,000 -----	33
1,000 but less than 1,500 -----	22
Over 1,500 -----	2
	Total- 73

Information regarding employment in various States is given in the following table:-

State	No. of units	No. of workers employed			
		Men	Women	Children	Total
Bihar -----	12	12,378	-	-	12,378
Bombay -----	8	3,830	-	-	3,830
U.P. -----	36	30,894	-	1	30,895
Bhopal -----	1	470	-	-	470
Madhya Bharat -----	1	680	-	-	680
Madras -----	9	5,404	25	-	5,429
Mysore -----	1	1,346	58	27	1,429
Hyderabad -----	1	2,582	-	-	2,582
West Bengal -----	1	587	-	-	587
Ajmer -----	1	246	-	-	246
Travancore-Cochin -----	1	495	-	-	495
Orissa -----	1	330	-	-	330
Total -----	73	59,242	81	28	59,351

It will be noticed from the above table that the labour force in the industry consists mainly of men. Only 6 units in Madras and 1 unit in Mysore employ women. Children are employed by only one unit each in U.P. and Mysore.

In addition to labour directly employed some of the units employ workers through contractors, to do unskilled work. This labour constitutes only a small fraction of the total labour force employed in these units.

Recruitment.- Sugar factories are mostly located in the country-side and hence most of the workers come from the adjoining villages. Workers are usually recruited direct by the management at the factory gate. Only 7 units - one each in Bihar, Bombay, Madras and Orissa and 3 in U.P. have stated that they utilise the services of employment exchanges for recruiting new workers. The general practice is to employ old workers at the commencement of the season. From the replies furnished by the units it would appear that in most of the units over 90 per cent of the former workers are re-employed. In the case of technical persons some of the factories advertise the posts and select persons by interview. In U.P. recruitment of seasonal workers during the 1950-51 season was regulated by certain rules framed by the U.P. Government under the U.P. Industrial Disputes Act in November 1950. Under these rules it became obligatory on the part of the employers to re-employ all those workers who had worked or who, but for illness or any other unavoidable cause, would

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have worked in the factory concerned during the whole of the second half of the last preceding season. The rules also laid down that as far as possible workers will be ~~just~~ put on their old jobs and that in case of vacancies caused by dismissal, death, etc., old employees shall be preferred.

All the units have classified their employees into various categories, e.g., permanent, temporary, seasonal, probationer and apprentice. However, it is only in U.P. that a uniform classification has been adopted by all the factories. This is due to the fact that the Government of U.P. have framed uniform Standing Orders for all sugar factories in the State. Permanent employees in all the units in India enjoy better privileges in the shape of security of service and leave. They also enjoy the benefit of ~~the~~ becoming members of provident funds wherever they exist. Under the Standing Orders framed by the U.P. Government it is obligatory on the part of the employers to give 15 days' notice to their permanent or seasonal employees for terminating the services on any ground except misconduct.

Apprenticeship and training.- Thirty three units 20 in U.P., 5 in Bihar, 4 in Madras and one each in Bombay, Bhopal, Mysore and Orissa - have stated that apprentices are trained in their factories. However, very few have any regular scheme. Many units pay monthly allowances to apprentices.

Standing Orders.- In U.P. uniform standing orders were framed by the State Government for all vacuum pan sugar factories in the State and were enforced from 1 October 1948. Among the units in U.P. which have sent their replies there is only one unit which has stated that it has not framed standing orders. This unit is only a technological institute. With the exception of 4 units in Bihar and one in Hyderabad all other units in other States have also framed standing orders. The standing orders of these remaining five units were pending certification by the certifying officer at the time ~~of~~ replies were received.

Hours of work and shifts.- Due to continuous process involved in the manufacture of ~~the~~ sugar all the factories work day and night during the season and employ three shifts of 8 hours ~~XXXXX~~ each. Shift workers work for 8 hours a day and 48 hours a week. With the exception of two units in U.P. all other units have adopted the system of changeover of shifts. Most of the factories have adopted the system of transferring workers from one shift to another once a week. The general practice seems to be to give half an hour's rest to shift workers. However, there are some factories which have stated in their replies that they do not give any rest interval to shift workers. ~~XXXXXX~~ General shift workers get 1 to 2 1/2 hours' rest in the middle of the day. In some of the units general shift workers work for 8 1/2 hours on five days in the week

and 5 hours on Saturdays.

With the exception of 7 units - 4 in Madras and one each in U.P., Mysore and Hyderabad - none of the units pays any allowance or provides any special amenity to night shift workers. In Madras 3 of the units give free tea to night shift workers while another unit pays night shift allowance calculated at the rate of 25 per cent of the pay to those employees whose working hours extend beyond midnight. The maximum allowance payable to such employees is 12 annas per shift. The Mysore unit pays annas 2 as tea allowance to workers working in the night shift.

Leave and holidays with pay.- The quantum of leave granted to employees varies not only from unit to unit but also among the various categories of employees in the same unit. Generally, supervisory staff, clerks and permanent employees enjoy better leave privileges than other categories of employees. In some of the units leave privileges depend on the wage group to which an employee belongs.

Wages and earnings.- Since a number of years the Government of U.P. and Bihar have been following a uniform policy in matters of wages of sugar factory workers in the two States. As a result of recommendations of the various committees appointed by the two Governments to enquire into the conditions of labour in sugar factories the wage level of workers has been gradually going up. In August 1945 the average wages of workers were about 20 rupees per month. It rose to approximately 37 rupees per month in January 1947. During that year, as a result of the recommendations of the Sugar Factories Labour Wages Inquiry Committee, the Governments of U.P. and Bihar fixed the minimum basic wage of workers in the States at 36 rupees per month. The minimum wage was increased to 45 rupees per month in 1948 and at present the minimum consolidated wage of workers in the two States is 55 rupees per month.

In Bombay State the minimum basic wage varies from 9 rupees 12 annas to 27 rupees per month. In Madras it varies from 8 rupees to 32 rupees 8 annas per month. One unit each from Bhopal, Madhya Bharat, Mysore, Hyderabad, Orissa, Travancore-Cochin and Ajmer have sent their replies to the questionnaire. In these units the minimum basic wage per month is as follows: Bhopal - 25 rupees; Madhya Bharat - 26 rupees; Mysore - Men: 16 rupees and 4 annas and women: 13 rupees; Hyderabad - 20 rupees; Orissa - 11 rupees 13 annas; West Bengal - 20 rupees; Travancore-Cochin - 16 rupees 4 annas; and Ajmer - 30 rupees.

Workers in U.P. and Bihar used to get dearness allowances till 1947. Now they get only consolidated wages. In Bombay, most of the units pay a fixed sum

as dearness allowance to workers. With the exception of one unit all other units have fixed different rates for workers in different income groups. In some of the units the dearness allowance is composed of two elements - dearness allowance proper and interim relief or special allowance. The total amount paid to the lowest paid worker in different units varies from 16 rupees 4 annas to 35 rupees. In Madras all the units except one pay dearness allowance. In five of the units dearness allowance is linked to the cost of living index. Workers in these units get the allowance at the rate of annas 2 per point of rise over either 100 or 112 in the cost of living index of certain cities like Madras or Visakhapatnam. The actual amount of dearness allowance paid to the lowest paid workers in these units during the season 1949-50 varied from 30 rupees 4 annas to 43 rupees per month.

In West Bengal and Mysore workers are paid dearness allowance at a flat rate. They are paid a minimum of 20 rupees per month in West Bengal. In Mysore workers with 26 days' attendance in a month get 21 rupees while others are paid at the rate of 11 annas per day. No dearness allowance is being paid to workers in the Ajmer unit. In all other States a fixed sum varying according to income groups is being paid.

Most of the units in U.P., Bihar and Bombay supply fuel, kerosene oil or electricity free of charge to workers. Some of the units which do not supply these perquisites pay an allowance. In Hyderabad, Ajmer and West Bengal also the units provide fuel, etc., free of charge. None of the units in Bhopal, Madras, Mysore and Travancore-Cochin provide these amenities or pay any allowances for them.

Most of the sugar factories pay a bonus to their employees. In U.P. and Bihar the rate of bonus has usually been fixed either by Government Orders or by awards of Industrial Tribunals. For the crushing season 1949-50, the Industrial Tribunal appointed by the U.P. Government had directed payment of bonus to sugar factory workers in U.P. at the following scale:-

Quantity of sugar produced (Maunds)	Rate of bonus per maund of sugar produced Annas
Up to 100,000 -----	Nil
Over 100,000 and up to 200,000 -----	2
Over 200,000 and up to 350,000 -----	4
Over 350,000 and up to 500,000 -----	6
Over 500,000 -----	8

In Bihar the following scale was prescribed by an Industrial Tribunal for the crushing season 1948-49:-

Amount of cane crushed during the 1948-49 season.	Rate of bonus per maund of sugar produced
---	---

Annas

Up to 1,100,000 Maunds -----	Nil
Over 1,100,000 up to 1,800,000 maunds -----	6
Over 1,800,000 up to 2,000,000 maunds -----	8
Over 2,000,000 up to 3,500,000 maunds -----	10

With the exception of one unit each in Ajmer, Travancore-Cochin and Bombay and four Units in Madras all others have stated in their replies that they pay bonus to their employees if there is a profit. These units paid bonus for 1948-49 or 1949-50 at the rate of varying from 1 month's to 4 1/2 months' basic wages. In most of these units a minimum period of attendance was prescribed as a qualifying condition.

In addition to these allowances, skilled, semi-skilled employees and clerks in some of the States also get an allowance called the retaining allowance during the off-season. In Bihar, under an award made by an Industrial Tribunal in October 1950, the allowance is payable at the following rates: skilled employee and clerks - 50 per cent of wages; semi-skilled employees - 25 per cent of the wages. In July 1950 the Government of U.P. issued an order directing sugar factories to pay retaining allowance to skilled employees and clerks at the rate of 50 per cent of their consolidated wages. In Madras only two of the units pay retaining allowance. In one of these units plan staff is paid 33 1/3 to 50 per cent of pay as retaining allowance. The other unit pays 50 per cent of pay to a few selected technicians as retaining allowance. Five units in Bombay and one unit each in Bhopal and West Bengal pay 50 per cent of pay as retaining allowance to technical staff and/or staff employed in the manufacturing department. In Hyderabad, those workers who are retained during the off season, get their normal pay. No such allowance is being paid by the units in Mysore, Travancore-Cochin and Ajmer. In Orissa only the head panman is paid a retaining allowance. The Unit in Madhya Bharat pays 20 to 50 per cent of pay as retaining allowance to laboratory staff, panmen, chemists, mates, godown clerks, and to persons employed in accounts and cane departments.

Most of the units also pay travelling allowance to their employees when they join the factory in the beginning of the season. However, this benefit is generally given to a few categories of employees, e.g., technicians and clerks.

Housing. - With the exception of one unit all other units in U.P. have provided housing accommodation to their employees. The percentage of workers housed by different units varies from 9 to 100. The quarters provided are ~~in~~ pucca built and contain 1 to 3 rooms.

only 3 of the units have stated that they charge rent varying from 2 to 5 per cent of the wages.

In Bihar all the units have built houses for their employees. The percentage of workers provided with accommodation varies from 14 to 100. Usually pucca built quarters have been provided to employees. Some of the units have, however, provided ~~pucca~~ pucca as well as kutcha quarters. Only two of the units charge rent from the employees.

All the units in Bombay have built quarters for their employees. The percentage of workers provided with accommodation varies from 50 to 100 per cent. None of the units charges rent for the quarters provided. One unit has built kutcha quarters while others have built kutcha as well as pucca quarters.

Six out of 9 units in Madras have provided housing accommodation to their employees. Two of the units have built 12 quarters while one has built 32 quarters. Rest of the units have provided accommodation to 10 to 50 per cent of their employees. Only two units charge rent. One unit charge 1 rupee 8 annas to 2 rupees 4 annas per annum as rent to cover ~~their~~ repair costs and taxes while the other charges rent varying from 1 rupee to 2 rupees per month.

Information regarding housing accommodation provided by units in other States is summarised in the following tabular statement:-

State.	Percentage of workers provided with accommodation.	Type of quarters	Rent charged
Bhopal -----	51	Pucca	Nil
Madhya Bharat-----	90	Pucca	Nil
Mysore -----	35	Pucca	Rs.1/2/-to 15/-P.M. according to the type of the quarter.
Hyderabad-----	100	50 per cent pucca rest huts.	Nil
Oriassa-----	84.5	50 per cent pucca Pucca as well as Kutcha	Rent (for pucca quarter) varying from 12 annas to Rs.2/8/-P.M.
West Bengal-----	41	Pucca for permanent employees, Kutcha for others.	10 per cent of basic pay.
Ajmer-----	50	Pucca	Nil
Travancore-Cochin-----	5.9	Pucca and Kutcha.	Rs.2 per month.

Most of the units in all the States have provided taps for water supply. Some have however built tube wells or ordinary wells. For sanitation generally sweepers are employed. Few of the units have a

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separate sanitation or health department which looks after the sanitation of the quarters.

Medical facilities.- All the units in Bihar provide medical facilities to their employees. Seven of the units employ full-time doctors while others employ only part-time doctors. In seven units arrangement has been made for indoor patients. They have made arrangements for 2 to 50 beds. Some of these units have well staffed hospitals. Three of the units have made arrangements with local hospitals whom they give grants in-aid.

In Bombay only one unit employs a part-time doctor. All others have engaged full-time doctors. Hospital arrangements exist in 4 units. In one unit the hospital building was under construction at the time ~~of~~ replies were received.

Medical facilities have been provided by all the units in U.P. Three of the units employ part-time doctors while the rest have employed full-time doctors. Some of the units have employed full-time as well as part-time doctors. Most of the units provide facilities for ~~dent~~ treatment. Arrangements for indoor treatment exist in only 14 units.

In Madras two units employ full-time doctors. Of the remaining units only 5 employ part-time doctors. No arrangement for the medical attendance of workers has been made by one unit. Hospital arrangements exist in two of the units. Three units have stated that they have made arrangements with local hospitals for treatment of their employees.

The Bhopal unit employs only a part-time doctor. The unit in Ajmer keeps only first aid boxes in the factory but has made arrangement for the treatment of its employees in the hospital attached to another mill managed by the same company. Units in the remaining States employ full-time doctors and provide hospital facilities as well.

Canteens.- Canteens exist in 34 out of 75 units which have sent their replies. Of these, 15 are in U.P., 6 in Madras, 5 in Bombay, 4 in Bihar and one each in Bhopal, Madhya Bharat, Hyderabad and Travancore-Cochin. In 17 units canteens are run by the management, in 2 by workers themselves and in the rest by contractors. Fifty per cent of the canteens supply meals to workers. One supplies only tea and the rest supply only refreshments.

Labour Officers.- Labour Officers have been appointed by 40 factories - 26 in U.P., 4 in Bihar, 3 in Madras, 2 in Bombay and one each in Madhya Bharat, Mysore, Hyderabad, West Bengal and Travancore-Cochin. In most of the units it is their duty to enquire into the grievances of the workers and to act as a liaison officer between workers and management. They are also

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in charge of welfare activities. In some of the units these officers are responsible for the recruitment of workers, maintenance of attendance registers, payment of wages, etc.

Educational facilities.- Forty seven units - 27 in U.P., 8 in Bihar, 6 in Bombay, 2 in Madras and one each in other States except Bhopal, Travancore-Cochin and West Bengal have provided educational facilities. Twenty six units have opened primary schools, 5 middle schools, 2 High schools and 14 units are running primary as well as middle or high schools. Six units do not run schools but give grants-in-aid to private schools. Out of these, 3 units are in U.P. and one each in Bihar, Madras and West Bengal. Night schools or evening classes for adult education have been started in 10 units - 4 in U.P., 2 each in Bihar and Bombay and one each in Mysore and Hyderabad.

Grainshops and Co-operative societies.- Twenty-three units - 7 in U.P., 5 each in Bombay and Bihar, 5 in Madras and one each in Madhya Bharat, Mysore and Hyderabad are running grain shops for the benefit of their employees. Nine out of these supply commodities at controlled prices, 5 at concession rates and the remaining either at cost price or market price. Co-operative stores or societies exist in 28 units - 10 in U.P., 4 each in Bihar and Bombay, 3 in Madras and one each in Madhya Bharat, Mysore, Hyderabad, Orissa, West Bengal, Ajmer and Travancore-Cochin.

Facilities for recreation.- With the exception of 3 units in U.P., 1 in Bombay and 5 in Madras all other units have stated in their replies that they provide recreational facilities to their employees.

Works Committees.- In U.P. certain rules were framed by the State Government in February 1949 regulating the constitution and functions of Works Committees in all factories in the State employing 200 or more workers. The sugar factories were also covered by these rules. However, as a result of inter-union disputes regarding the representative character of different federations of trade unions it became difficult to secure nomination of representatives of workers on the works committees. The Government of U.P., therefore, felt it desirable to wind up the works committees all over the State and consequently it issued an Order in October 1950 dissolving all works committees with effect from 1 November 1950.

Among the units in other States only 16 have constituted works committees, joint committees or arbitration committees. Of these, 9 are in Bihar, 2 each in Bombay and Madras and one each in Orissa, West Bengal and Bhopal. Works committees in these units consist of an equal number of representatives of workers and employers. Only 8 units have commented upon the working of the committees. All of them have stated that the committees have proved useful or that they are working well.

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Provision for the future.- Provident fund schemes are in force in 47 units (21 in U.P., 8 in Bombay, 5 in Bihar, 6 in Madras, and one each in Hyderabad, Mysore, Travancore-Cochin, Orissa, West Bengal, Madhya Bharat and Bhopal). Generally the membership is open to either permanent employees or employees getting more than a certain specified sum as wages in a month. Only in a few units no restriction has been placed on membership. In 11 of the units membership is compulsory for certain categories of employees, e.g., permanent or monthly paid employees, or those getting more than a certain specified sum as monthly wages.

Some of the units have furnished information regarding the number of employees who are members of the funds. In 28.3 per cent of ~~these~~ these units less than 35 per cent of the employees were members of the funds. In 34 per cent of the units less than 15 per cent of the employees had joined the funds. Only in two units the percentage of employees who had joined the funds was as high as 87.26 and 55.67. One of these units was in Mysore and the other was in Bombay State.

All the schemes are of a contributory character and employers pay a sum equal to the contribution of the employees. The rate of contribution varies from 6 1/4 per cent to 10 per cent. The rate of contribution is 6 1/4 per cent in 51 units, 7 1/2 per cent in 4 units, 8 1/3 per cent in 6 units and 10 per cent in 5 units. In two of the units different rates of contribution have been fixed for persons in different income groups.

In addition to provident funds, workers in ^{eight} ~~2~~ units of the units enjoy the benefit of gratuity or pension. One unit in U.P. pays pension to its employees at the rate of 25 per cent of the salary drawn at the time of retirement. The qualifying period of service fixed by this unit is 25 years in normal cases and 20 years in cases of retirement on grounds of ill-health. Persons with more than 25 years' service are eligible for an extra ² per cent of ~~the~~ their salary for each year of service in excess of 25 years. One unit in Hyderabad and 5 units in Bihar, have stated in their replies that they pay gratuity to their old employees. No rate has been fixed. The rate is decided by the management on the merit of ~~the~~ each case. Three of the units in Madras pay gratuity to these employees who were in service prior to the introduction of the provident fund scheme in these units (i.e., 1 October 1946). Gratuity is payable after 15 years' service or earlier in case of superannuation or death. The employees get ~~at~~ 10 per cent of the yearly basic wage for each year of service put in as a non-provident fund member.

52. Workers' Welfare and Recreation.

India - May 1952.

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

The Government of Punjab gazetted on 2 May 1952 the Punjab Welfare Officers (Recruitment and Conditions of Service) Rules, 1952, made in exercise of the powers conferred by the Factories Act, 1948. The Rules prescribe the duties, qualifications and conditions of service of Labour Welfare Officers.

(Punjab Government Gazette, Part ¹/₁,
2 May 1952, pp. 814-816).

55. Protection of Minors.

India - May 1952.

Punjab: Punjab Employment of Children in Workshops (Scheduled Processes) Rules, 1952.

The draft Punjab Employment of Children in Workshops (Scheduled Processes) Rules, 1952 (vide page 49 of the report of this Office for March 1952) have been approved and gazotted on 25 April 1952. The Rules regulate the procedure of inspectors, makes provision for the grant of certificates of age in respect of young persons in employment or seeking employment, and prescribe the form of such certificate and the changes which may be made there^{on}.

(Punjab Government Gazette, Part I, 25 April 1952, page 782).

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

India - May 1952.

Payment of Wages (Railways) Rules, 1937, Central
Provinces Payment of Wages (Non-Federal Railways)
Rules, 1939 and Berar Payment of Wages (Non-Federal
Railways) Rules, 1939, rescinded.

In exercise of the powers conferred by the Payment of Wages Act, 1936, and a notification dated 4 March 1952, the Central Government has rescinded the following rules passed under the Act: (1) the Payment of Wages (Railways) Rules, 1937, (2) the Central Provinces Payment of Wages (Non-Federal Railways) Rules, 1939, and (3) the Berar Payment of Wages (Non-Federal Railways) Rules, 1939.

(Notifications Nos. SRO 428 and 430 dated 4 March 1952; the Gazette of India, Part III, Section 3, dated 3 March 1952, pages 387-388).

Mysore: The Payment of Wages (Mysore Amendment)
Act, 1952 (No. XV of 1952): Provision made for
Deductions to recover Provident Fund or Gratuity
paid to Persons on Re-employment.

The Payment of Wages (Mysore Amendment) Bill, 1951 (vide page 35 of the report of this Office for November 1951) as passed by the Mysore Legislature received the assent of the President on 15 April 1952 and has been gazetted as Mysore Act XV of 1952. The Act adds certain provisions to the Central Act for making certain deductions and reductions from wages. These are: deductions to recover the amount of provident fund or gratuity paid to a person on his re-employment, deductions specially authorised by the Government for a purpose beneficial to employed persons, and stoppage of increment and reduction in the wage incremental scale for disciplinary reasons. Furthermore, provision has also been made to make it clear that a diminution of wages by reason of requirement to perform work involving a standard of skill or responsibility lower than that in the previous work is not a 'deduction'.

(The Mysore Gazette, Part IV-Section 2B,
dated 1 May 1952, pages 101-102).

Mysore: Payment of Wages Act extended to
Plantations.

In exercise of the powers conferred by the Payment of Wages Act, 1956, and by a notification dated 7 April 1952 the Government of Mysore has extended all the provisions of the said Act to the payment of wages to all classes of persons employed in plantations in the State.

(Notification No. LS.92-LW.71-51-17 dated 7 April 1952; the Mysore Gazette, Part IV, Section 2C, 10 April 1952, page 162).

66. Strike and Lockout Rights.

India - May 1952.

Bombay: Air Transport Industry declared a Public Utility Service.

In exercise of the powers conferred by the Industrial Disputes Act, 1947, the Government of Bombay has, by a notification dated 8 May 1952, declared the transport industry for the carriage of passengers or goods by air to be a public utility service for the purposes of the Act for a period of six months from 18 May 1952.

(Notification No. 127/48 dated 6 May 1952; the Bombay Government Gazette, Part I-L, dated 15 May 1952, page 2086).

Mysore: Iron and Steel Industry declared a Public Utility Service.

In exercise of the powers conferred by the Industrial Disputes Act, 1947, the Government of Mysore has by a notification dated 3 May 1952 declared the iron and steel industry in the State to be a public utility service for the purposes of the Act for a period of six months from 15 May 1952.

(Notification No. IS 503 LW-513-51-4 dated 3 May 1952; the Mysore Gazette, Part IV-Section 1C, 8 May 1952, page 276).

Madras: Electric Tramway Services, Motor Transport Services and Cotton Textile Industry declared ~~as~~ Public Utility Services .

In exercise of the powers conferred by the Industrial Disputes Act, 1947, ~~the~~ and by a notification dated 15 April 1952, the Government of Madras has declared the electric tramway services, motor transport services and cotton textiles industry in the State of Madras to be public utility services for the purposes of the ~~Act~~ Act for a further period of six months from 5 April 1952.

(G.O.Ms.No.1619 Development dated 15 April 1952; the Fort St. George Gazette, Part I, dated 30 April 1952, pages 620-621).

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68. Labour Courts.

India - May 1952.

Dismissal of Employees: Jurisdiction of Labour
Appellate Tribunal: Madras High Court's Judgment.

The Labour Appellate Tribunal in its decision in Buckingham and Carnatic Co. Ltd. Vs. Its Workmen (vide pages 63-65 of the report of this Office for October 1951) enunciated certain principles and limitations as to when an industrial tribunal should interfere with the discretion exercised by a management in dismissing its employees. The Madras High Court in an action for a ~~prohibitory writ~~ writ to quash the proceedings of the Appellate Tribunal has, in its judgment dated 12 February 1952, held that the Appellate Tribunal was not correct in laying down the limitations on the powers of the industrial tribunals.

In the case before the High Court, the industrial tribunal had held that the action of the management in dismissing certain employees was not warranted and ordered their reinstatement. On appeal to the Labour Appellate Tribunal it was held that the appeal involved a substantial question of law affecting the industries in general, namely, the grounds on which a tribunal would be justified in interfering with the decision of the management and it was decided that the tribunal was not justified in interfering with the decision of the management to dismiss the employees. The Appellate Tribunal further held that in the absence of any violation of principles of natural justice or victimisation or unfair labour practice on the part of the management the industrial tribunal could not ~~interfere~~ ^{interfere} with the discretion exercised by the management in dismissing the employees unless it was apparent that the punishment inflicted was unduly excessive and it was apparent that the requirements of discipline and good conduct would not be prejudiced if a lesser punishment was ~~awarded~~ awarded. The excessive character of the punishment should be judged not only from the subjective standpoint of the employer and employee but also from the objective standpoint namely whether the punishment was necessary in the interests of discipline and good management. In ~~other~~ other words the position of the management was equated to that of a domestic tribunal and the jurisdiction of the tribunal was confined only to matters extraneous to the merits of the punishment except when it was unduly harsh and disproportionate.

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The Madras High Court held that the Appellate Tribunal in this case had no jurisdiction to entertain the appeal as it did not involve any substantial ~~legal~~ question of law. In regard to the ~~principle~~ principles laid down by the Appellate Tribunal as to when an industrial tribunal should interfere with the discretion exercised by a management in dismissing its employees the High Court has held that the Industrial Disputes Act substitutes for free bargaining between the parties a binding award by an impartial tribunal. The tribunal is not bound by contractual terms between the parties but could make a suitable award for bringing ~~out~~ about harmonious relation between the employers and the workers. When an impartial tribunal working in the realm of arbitration and unfettered by contractual terms entered into between the parties is empowered to settle disputes between the parties it would appear incongruous that one of the parties to the dispute could sit in judgment over the other and bind the hands of the tribunal empowered to decide impartially the dispute between them. It would obstruct the work of the tribunal and prevent it from discharging its difficult task of bringing about harmonious relations between the parties. Therefore the industrial tribunal ~~is~~ is not fettered by any such limitation on its ~~power~~ power. The only limitation on its power is to bring about harmonious relationship between the employers and the workmen. Having regard to all the circumstances the tribunal can direct reinstatement if it thinks that it is necessary to the interests of industrial peace.

(The Indian Factories Journal, Vol. IV,
Part III, May 1952, pages 77-93).

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

India - May 1952.

Madras: Conference of Non-Gazetted Government Officers: Revision of Salaries urged.

The 30th Provincial Conference of the Madras Government Non-Gazetted Officers Association was held on 24 and 25 May 1952 at Kurnool (Madras). Mr. R. Muthuswami Aiyar, presided. The Conference was inaugurated by Mr. P.V. Madhava Rao, District Collector of Kurnool.

Inaugural Address.- Mr. Madhava Rao who opened the Conference said the Government were doing their best to improve the lot of Non-gazetted Officers as much as possible. It was universally recognised, that the N.G.Os constituted the pillars of the administration and the successful working of the governmental machine was to a very great extent dependant on their labours. ~~Not~~ No doubt, their pay-scales did not compare favourably with those of the employees of the Central Government and they needed better facilities in regard to the dearness allowance, housing accommodation, etc. Government were quite aware of their difficulties and were ~~were~~ trying to improve the condition of N.G.Os as much as possible, consistent with ~~the~~ financial resources. A measure of the solicitude of the Government towards them was indicated in the recent announcement of educational and medical concessions to all N.G.Os. Mr. Madhava Rao expressed the hope that Government would before long see their way to offer them more and more concessions, to make them a happy and contented body.

President's Address.- Mr. R. Muthuswami Aiyar, who presided over the conference, in his address referred to the high prices in the face of which N.G.Os found it very difficult to make a living. Despite repeated requests the Government had not heeded their appeal for better conditions. It was unfortunate that N.G.Os who were acknowledged to be an important factor in administration, were in such a sad plight. It was high time the Government realised the gravity of the situation.

Mr. Muthuswami Aiyar acknowledged with gratitude the introduction by Government of the Compulsory Provident Fund cum Insurance Scheme, amendment to the Civil Service Regulations, grant of educational concessions to N.G.Os children and grant of medical relief ~~and grants~~ for the N.G.Os and their family.

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As regards the Provident Fund scheme, ~~there was~~ there was a big lacuna. It did not benefit those with more than 10 years' service. If a man who had served for 30 years ~~happened~~ happened to die in harness, his family got nothing. It was hoped the Government would permit all officers, irrespective of their length of service to share the benefits of the scheme. A simple arithmetical formula could be evolved in consultation with their Association so that a lump sum appropriate to the years of service and the salary drawn by the individual could be credited to the accounts of those who wished to participate in the scheme at the time of their joining the Fund.

Among the outstanding demands of N.G.Os, was the adoption of Central pay scales, allowances, concessions and other conditions of service for the employees of the State. The urgent need for implementing the above had been explained on many occasions. Government should also take immediate steps to provide all their employees especially poor N.G.Os with quarters. Pending this, they should sanction adequate house rent allowances taking into consideration the rate of rent prevalent in the respective localities.

The Government Servants' Conduct Rules needed revision immediately to suit the dignity of service in free India. The revision of the Madras Leave Rules 1933, had been one of N.G.Os longstanding requests and he hoped the present Government would take up the question. He also hoped the Government would remove the period of probation, except at the time of the first appointment, or at least reduce the period from two years to one year as was done in respect of Secretariat Services. He appealed to Government to abolish the system of maintaining personal files.

Resolutions.- The Conference adopted a resolution urging the Government to implement immediately the scales of pay formulated by the Central Pay Commission besides other demands already made in the joint memorandum presented by the N.G.Os' Association and the Secretariat Association to the Chief Minister on 21 April.

Office-bearers.- The following office-bearers were elected for the ensuing year: Mr. K. Kannan Kutti Menon, President; Mr. D. Sitaraman, Vice-President; Mr. S.S.A. Nayagam, General Secretary and Mr. T. Krishna Aiyar, Treasurer.

The next annual conference was invited to be held at Tiruchirapalli.

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CHAPTER 8. MANPOWER PROBLEMS.

INDIA - MAY 1952.

81. Employment Situation.

Alternative Employment during Off Season
for Sugar Mill Workers in East U.P. :
Employment Exchange Committee's Recommendations.

Measures to provide alternative employment to workers in the sugar industry in East Uttar Pradesh during the off-season have been recommended by a Sub-Committee of the Sub-Regional Employment Advisory Committee, Gorakhpur. The Sub-Committee, which was set up in October 1950 with Mr. Surendra Singh Majithia as Chairman, to study the ~~prospects~~ prospects of employment of seasonal workers of sugar factories during the off-season, collected data from the sugar factories, from sugar industry personnel and trade union representatives. Out of 30 sugar factories in the area, 24 answered a questionnaire issued by the Committee; more than 1,750 seasonal workers, 72 factory officials and 36 trade union representatives were interviewed.

The Committee found that the sugar factories in East Uttar Pradesh employed nearly 8,500 men on a permanent basis and 19,000 others as seasonal workers. The sugarcane crushing season in this part of the State lasts usually three months. In 1948-49 ~~for 85~~ ~~approximately~~ the factories worked for 89 days, and in 1949-50 for 93 days. Formerly, there was no guarantee that the seasonal workers employed in one factory during a particular crushing season would be re-employed by the industry during the next season. During the last few years, however, under a special order of the State Government, such reemployment has been made obligatory on the part of the mills.

From the material available, the Committee has drawn the following two main conclusions: the lot of the seasonal workers can be improved either by an extension of the crushing season or through the provision of suitable alternative employment during the off season. As the former remedy is not feasible now, the only solution to the problem is to provide alternative employment.

As regards the work now being done by these men during the off season, the Committee found that 40 per cent of the seasonal workers interviewed depended entirely upon the cultivation of their own meagre holdings during the off season. Seventeen per cent own no land at all, and 41 per cent engage themselves

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in manual labour. Eight per cent of the seasonal workers earn a living from occupations such as barber, leather work, blacksmith, ~~water~~ bhishti (water carrier), etc.

The men have their own preferences regarding the type of alternative employment they would take up for the off season. The Sub-Committee interviewed a large number of workers and ascertained their inclinations. Seventyseven per cent of them preferred work in the sugar industry itself, 57 per cent were willing to take up work in sugar factories in other localities nearby, 26 per cent were prepared to engage themselves in building and road construction work, 25 per cent on farms, 17 per cent on earth work and 5 per cent in collieries.

The Committee found that employment in sundry jobs was available in the sugar factories even during the off season. During the off season of 1950 a factory employed on an average 120 workers a day for 131 ~~days~~ days.

Decasualisation scheme suggested.- On the basis of the material collected, the Committee has recommended that a central pool of seasonal workers be created at Gorakhpur and index cards maintained for them factory-wise and trade-wise. Under a decasualisation arrangement, these workers should be submitted against vacancies during the off season in the order of seniority. An agreement should be brought about between the workers, Government and employers so that the employers might notify all vacancies to the employment exchanges and absorb suitable applicants submitted.

Suggesting long-term remedies, the Committee recommends that the sugarcane season be prolonged and subsidiary and small-scale industries promoted for the benefit of seasonal workers.

(Employment News, Vol. VII, No. 4,
April 1952, page 5).

Employment Exchanges Working during March 1952.

According to the report of the Directorate of Employment Exchanges for March 1952, although the total number of vacancies notified to employment exchanges during March was higher than the number of vacancies notified in February, the monthly reports from the various Regions indicated that certain major industries were in a partial state of depression and some unemployment was occurring as a result of closures or curtailment of production. The total number of registered unemployed rose by over 15,000 during the month.

A shortage of compounders, trained nurses, overseers and tractor drivers continued to be felt in many exchange areas. ~~While~~ Many exchanges reported a surplus of semi-skilled technicians, motor drivers, carpenters and graduates with no experience.

Registrations and Placings.- The following table shows registrations for employment and placements during March 1952 and February 1952.

	March 1952	February 1952
Registrations -----	114,678	106,180
Placements -----	31,806	31,967

Of those registered 9,780 were displaced persons, 7,259 ex-Service personnel and 2,505 discharged Government employees. Registrations during the month recorded an overall increase of 8,498 as compared to the previous month. All the regions except Bihar and West Bengal showed a rise in registrations during this month. Increase in registration was heavy in Uttar Pradesh (3,125), Bombay (2,931), Madhya Pradesh (1,817), Punjab (871) and Madras (627). Bihar and West Bengal showed a decline of 1,248 and 729 respectively. In Uttar Pradesh marked increase in registrations was recorded in Agra (595), Gonda (581), Lucknow (407) and Shahjahanpur (330). Unemployment caused by the closing of some factories contributed to the rise of registration at Agra.

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For those placed 1,677 were displaced persons, 1,159 were ex-Service personnel and 667 discharged Government employees. 18,362 were placed with private employers and 13,444 in Central and State Government establishments. Placings during the month showed a slight fall of 161 as compared to the previous month. Decrease in placings was comparatively large in Punjab (1,188), West Bengal (825), Delhi, Ajmer and Rajasthan (305) and Bihar (224). Employment exchanges in Bombay and Uttar Pradesh, on the other hand, showed an increase of 1,882 and 372 respectively during the month.

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

<u>Wage Groups.</u>	<u>Number placed</u>
101 rupees and above -----	2,075
61 rupees to 100 rupees -----	9,040
30 rupees to 60 rupees -----	19,353
Below 30 rupees -----	1,338

Vacancies notified and submissions.- The number of vacancies notified by employers during March 1952 was 39,830 as compared to ~~the~~ 36,706 during February 1952, that is, a rise of 3,124. Of the vacancies notified 17,669 were by Central and State Government establishments and 22,161 by private employers. There was an increase of 2,666 and 458 respectively in the Government and private sectors ~~xxxxxx~~ as compared to the previous month. The increase in vacancies notified was marked in the regions of Bombay (1,683), Uttar Pradesh (926), Orissa (752), Madras (543), Madhya Pradesh (485) and Bihar (436). On the other hand there was a fall in vacancies notified in the regions of Punjab (1,337) and Delhi, Ajmer and Rajasthan (517). The number of persons submitted to employers during March was 65,650 as compared to 73,934 during the previous month.

Employment of highly qualified applicants.- 729 candidates of the Appointments Branch Standard (persons possessing high technical, scientific or professional qualifications and experience of supervisory or administrative work) were registered during the month under review and 102 placed in employment. The Region of Delhi, Ajmer and Rajasthan obtained the largest placings (24) in any Region and Bombay came second with 20 placings.

Placement of Scheduled Caste and Tribal applicants.- The number of Scheduled Caste applicants registered by the Employment Exchanges during March 1952 was 10,977 as against 10,729 in February 1952. 3,541 such applicants were ~~xxx~~ placed in employment during the month under report. Among those placed, 1,048 were in Central Government vacancies, 499 in State Government vacancies and 1,994 in other vacancies. The number of Scheduled Caste applicants submitted to employers during the month was 7,685. 319 vacancies reserved specifically for Scheduled Caste applicants were notified to Employment Exchanges during March. At the end of the month, 28,785 Scheduled Caste applicants remained on the Live Registers of Exchanges, of whom 1,382 were women.

The number of applicants belonging to Scheduled Tribes registered by the Employment Exchanges during

March 1952 was 1,356 as against 1,276 in February 1952. 450 such applicants were placed in employment during March 1952. The Employment Exchanges in Bihar ~~in~~ region registered 798 such applicants and placed 396 in employment during the month under report. 39 vacancies reserved specifically for Scheduled Tribes were notified to Exchanges. 2,022 Scheduled Tribe applicants were on the Live Registers of the Exchanges at the end of March 1952.

Placings of women.- Registrations and placings of women which had shown a steady increase during the months of January and February recorded a slight fall during the month under review. 6,046 women were registered and 3,076 placed in employment against 6,285 registrations and 3,951 placings during the month of February.

Vacancy and labour clearing.- During the month under report the Vacancy Clearing Machinery was utilised to fill 394 local vacancies by obtaining applicants from other Exchange areas. Delhi, Visakhapatnam, Calcutta, Sambalpur and Saifabad filled 53, 34, 24, 23 and 20 such vacancies while Calcutta, Ferozepore, Vellore, Sholapur, Howrah and Kidderpore supplied ~~in~~ 44, 37, 30, 29, 27 and 26 applicants respectively against vacancies in other areas.

234 fresh vacancies (as compared to 208 in the last month) were received through the Regional Employment Co-ordination Offices and Employment Exchanges and were circulated on an all India basis. The total number of such vacancies under circulation on 31-3-1952 was 1,507 as compared to 1,427 at the end of February 1952. Against these vacancies particulars of 489 applicants were submitted. In addition 43 vacancies in different trades in the Central Water and Power Commission, 38 vacancies of Senior Draftsmen and Junior Draftsmen in the C.P.W.D., 10 Assistant Civil Surgeons Grade I for Delhi State Employees' Insurance Scheme and 16 miscellaneous vacancies requiring all India or limited circulation were dealt with at the Central Employment Co-ordination Office.

Mobile exchanges.- The Mobile Sections of employment exchanges were more active during the month under report than during the previous month. They registered 9,409 persons and placed 8,212 as against 8,611 registrations and 7,618 placings effected during the previous month.

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Number of unemployed at the end of March 1952.-
The number of persons seeking employment assistance through the Exchanges on the last day of March 1952 was 341,420, which was 15,794 more than the figure for February. Of these 38,195 were displaced persons, 27,408 were ex-service personnel and 9,577 were discharged Government employees. Among the discharged Government employees, 6,737 were ex-Central Government and 2,840 ex-State Government employees.

Re-employment of surplus and discharged Government employees.- There was an increase in registrations of discharged Government employees during the month. The number registered during March was 2,505 as against 1,873 during the ~~next~~ previous month. Of those registered, 1,900 were discharged Central Government employees and 605 discharged State Government employees. 667 discharged Government employees were re-employed during the month as against 838 during February, of whom 503 were discharged central Government and 164 discharged State Government employees.

(A Report on the work done by the Directorate of Employment Exchanges during the Month of March 1952 issued by the Ministry of Labour, Government of India).

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CHAPTER 9. INCOME SECURITY.

INDIA - MAY 1952.

91. Pro-Legislation Measures.

Medical Aid for Central Government Employees:
Details of Scheme.

Reference was made at pages 112-113 of the report of this Office for April 1952 to the Central Government contributory health insurance scheme for employees of the Central Government and the State Government at Delhi. The following are the details of the scheme.

Scope.- The concessions will be applicable to all Government servants and their families irrespective of the class to which they belong and irrespective of their ability to pay for the services rendered to them.

Medical staff.- A full-time medical staff of adequate strength to look after the health needs of the Government servants and their families will be employed. Necessary women doctors will be employed in order to serve the needs of women and children. Specialists for the diseases of the eye and of the ear, nose, throat and also dental care will be provided; for the present the medical staff including specialists will consist of 6 Staff Surgeons (4 men and 2 women), 3 Junior Staff Surgeons (all men), 2 E.N.T. Specialists, 2 Dental Surgeons, 16 Assistant Surgeons, Grade I (12 men and 4 women), and 15 Assistant Surgeons Grade II (all men).

The medical officers employed under the scheme will not be allowed any kind of private practice, nor will they receive any fees for medical attendance or treatment in or outside hospitals from Government servants and their families. As compensation for the loss of private practice, these officers will be granted a non-practising allowance equal to 30 per cent of their pay subject to a maximum of 400 rupees per month, except that the limit will not apply to the present incumbent of the post of Staff Surgeon and Medical Superintendent of the Willingdon Hospital and Nursing Home, New Delhi, who was recruited under different terms. In addition, the Assistant Surgeons, Grade II, will be granted a conveyance allowance of 50 rupees per month, Assistant Surgeons, Grade I, a conveyance allowance of 100 rupees per month and the Staff Surgeons and the Junior Staff Surgeons a conveyance allowance of 150 rupees per month.

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Nature of aid.- The families of Government servants will receive free medical treatment in the hospitals maintained by Government in the same manner as Government servants. The families will also be entitled to treatment at residence subject to the same conditions as are applicable to Government servants.

Special medicines not ordinarily available in hospitals will be stocked and will be supplied to Government servants and their families, free of cost, on the prescription of the authorised medical ~~attendants~~ attendants.

Government servants will not be entitled to any re-imbusement in respect of medical attendance and treatment received by them or their families except for hospital charges paid by them to the Willington Nursing Home and Hospital, the Lady Hardinge Medical College and Hospital, the St. Stephen's Hospital and Mrs. Girdhari Lal Maternity Hospital which are not Government-owned institutions. Refund in respect of such charges will be allowed to the extent admissible under the relevant rules and orders when treatment is received as an in-patient.

Contributions.- For the improved service a compulsory monthly contribution on a graded scale will be levied on all classes of Government servants as indicated below: Government servants getting a pay of 2,000 rupees and above, a month, Monthly contribution, 6 rupees; 1,500 rupees to 1,999 rupees 5 rupees; 1,000 rupees to 1,499 rupees 4 rupees; 750 rupees 999 rupees 3 rupees; 500 rupees to 749 rupees 2 rupees; 250 rupees to 499 rupees 1 rupee & 8 annas; 151 rupees to 249 rupees 1 rupee; 76 rupees to 150 rupees 12 annas; and up to 75 rupees 8 annas.

(The Hindu, dated 24-5-1952).

92. Legislation.

India - May 1952.

Assam: The Assam Maternity Benefit (Amendment) Act, 1952 (No. V of 1952): Certain Lacunae removed.

The Assam Maternity Benefit (Amendment) Bill, 1952 (vide page 71 of the report of this Office for March 1952) as passed by the Assam Legislature received the assent of the Governor of Assam on 15 April 1952 and has been gazetted as Assam Act V of 1952. The Act removes certain lacunae from the Assam Maternity Benefit (Amendment) Act, 1951 (vide page 60 of the report of this Office for August 1951).

(The Assam Gazette, Part IV, 23 April 1952, pp. 7-8).

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94. Application.

India - May 1952.

Progress of Health Insurance Scheme:
120,000 Workers Insured in Delhi and
Kanpur.

In reply to a question by Mr. R. Velayudhan in the House of the People on 21 May 1952, regarding the progress of the Health Insurance Scheme launched recently. Mr. Jagjivan Ram, on behalf of the Labour Minister, laid the following statement on the table of the House.

The Employees' State Insurance Act was implemented in whole in Delhi and Kanpur with effect from 24 February 1952. From the same date, it was applicable in parts to the whole of the country as well, particularly in so far as the employers' special contribution under Chapter 5A of the Employees' State Insurance Act, 1948, was payable by employers throughout the country. The progress of the scheme so far is summarised below:

Organisation.- Apart from the headquarters office arrangements were completed for setting up five regional offices in the country, viz., at Bombay, Calcutta, Madras, Kanpur and Delhi. While the regional offices at Delhi and Kanpur were engaged in implementing the Act in full, the regional offices at Calcutta, Bombay and Madras were set up to collect the special contributions from employers under the Act, and also to take all preliminary steps to implement the whole Act, according to the approved plan of implementation. In addition to these regional offices, 11 local offices at Kanpur and five local offices at Delhi were set up to administer cash benefits to the insured persons. For administration of the medical benefit, State Governments have set up eight State insurance dispensaries, three part-time dispensaries and one mobile State insurance dispensary at Delhi and 13 State insurance dispensaries at Kanpur. Arrangements are also in hand for ~~for~~ setting up two mobile dispensaries at Kanpur for outlying areas. Thirty-nine whole-time insurance medical officers at Kanpur, and 16 full-time and two part-time doctors at Delhi are working under the Scheme.

Coverage.- The number of insurable employees throughout the country when the scheme is applied in full is likely to be 2.5 million. The number of insured persons in Delhi and Kanpur, ~~whether~~ the Act has been applied as a whole, is 40,000 and 80,000 respectively. The number of employers covered under the Scheme throughout the country is about 12,000 while the number covered in Delhi and Kanpur is 450 and 250 respectively.

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Registration.- Out of the above numbers, declaration forms were completed in respect of 42,656 and 78,496 insured persons at Delhi and Kanpur respectively, and the same number of identity cards were distributed to them. Individual insurance records were set up in respect of 118,296 insured persons.

Medical Care.- The following are the figures for Delhi and Kanpur for the period ending April 1952:

Number of cases.	Delhi	Kanpur	Total
Number of cases attended to at dispensaries .-----	37262	54039	91351
Number of accident cases attended to -----	248	386	634
Domiciliary visits -----	192	798	990
Number of cases admitted in Hospitals -----	25	213	238
Number of cases referred for pathological investigations.	421	352	773
Number of Medical Certificates issued -----	12294	11591	24885

Cash Benefits.- The number of claims in respect of disablement and dependents' benefits admitted, since the beginning of the Scheme, are given below: no benefits for sickness and maternity are payable till the first corresponding benefit periods set in:-

	Delhi	Kanpur	Total
Number of disablement claims.	29	117	146
Number of dependent benefit claims.....	1	-	1

Medical boards to assess extent of permanent disablement have been set up in Delhi and Kanpur.

Collection of employers' special contribution.- Forms Sc-1 and Sc-2 were issued to all the employers in the country for the purpose of collecting special contributions. So far, the Corporation has received advice of payment of 734,000 rupees collected from employers all over the country, towards payment of first quarter ending ~~March~~ 31 March 1952, and by sale of contribution stamps for the purpose of realizing employees' contributions.

Employees' Insurance Courts.- An employees' insurance court has been set up at Delhi to hear disputes with regard to the administration of the Employees' State Insurance Act in Delhi State. A similar court is being set up at Kanpur. ~~Some~~ Special tribunals have been set up in most of the States to hear disputes with regard to collection of special contribution.

Regional Boards.- In order to associate the representatives of employers and employees with the administration of the Scheme, a regional board was set up in Kanpur and ~~the~~ its first meeting was held on 24 April 1952. The regional board for Delhi is being set up and steps have also been initiated to constitute regional boards in other regions.

Medical examination.- To further questions by Mr. Velayudhan as to what facilities were arranged for the medical examination of employees, the Minister said that all employees working in factories to whom the Scheme applies are accepted as insured persons without medical inspection or examination and, therefore, the question of levying fees does not arise. For medical treatment and attendance of such insured persons, the following arrangements have been made:-

Delhi.- Eight State insurance dispensaries and one mobile State insurance dispensary for outlying places have been set up. In addition, arrangements have also been made at three existing Government dispensaries for treatment of employees during ~~specified~~ specified hours each day.

One panel medical practitioner has been appointed for Delhi Cantonment.

Kanpur.- Thirteen State insurance dispensaries have been established. Two mobile State insurance dispensaries for outlying areas are also being provided.

At these dispensaries insured persons receive out-patient treatment and medicines, injections and dressings. Doctors also visit insured persons at their homes when necessary. Indoor hospital treatment is provided in serious and emergency cases. No fees whatsoever are charged for medical treatment admissible under the Scheme to the insured persons.

Only insurance medical officers appointed under the Scheme are entitled to grant medical certificates, and since they are allopaths under the present arrangements, only the certificates issued by them are recognised. The Minister added that if a substantial number of workers demand treatment by the Indian systems of medicines and the State Governments have recognized the qualifications in such systems, treatment facilities will be provided under those systems

as well. as The certificates issued by duly appointed medical practitioners under those systems, in respect of persons treated by them, will also then be recognized.

(The Hindustan Times, 23-5-1952).

Working of the Workmen's Compensation Act,
1923, during the Year 1949.

Annual reports on the working of the Workmen's Compensation Act, 1923, are received from 9 Part A States, 3 Part C States, namely Delhi, Ajmer and Coorg and the Part D States of Andaman and Nicobar Islands. Returns showing the number of cases in which compensation was paid during the year and the amount paid are also received from the Railway Board, and the Department of Posts and Telegraphs. Information contained in these returns and reports for the year 1949 is summarised in this review.

The data relating to the number of cases in which compensation was paid and the amount paid contained in these reports suffer from the limitation of incomplete coverage. Compensation is payable under the Act to workers employed in scheduled occupations for accidents or occupational diseases resulting in death or disablement for more than seven days provided that the injury is not caused by the fault of the worker himself. Till 1946 the provisions of the Act applied to workmen drawing a monthly pay of less than 300 rupees. The upper wage limit has, however, since been raised to 400 rupees.

Number and amount of compensation paid.- The following table shows the number of cases in which compensation was paid and the amount of compensation paid under the Act in selected years since the enactment of the law.

Please see table on the next page.

1	No. of cases in which compensation was paid.				Amount of compensation paid			9
	2	3	4	5	6	7	8	
	Death	Perma- nent Disable- ment	Tempo- rary Disable- ment	Total	Death	Perma- nent Disable- ment	Tempo- rary Disable- ment	
					Rs.	Rs.	Rs.	Rs.
1925.....	590	633	10148	11371	346195	152794	145151	644120
1930.....	871	1424	21279	23574	560402	425294	261068	1246764
1935.....	696	1279	21024	22999	522531	361341	277595	1161465
1940.....	870	2266	37879	41015	940500	562062	435914	1938476
1941.....	830	2301	35914	39045	597978	570535	432391	1600904
1942.....	952	2256	41235	44443	786553	602408	480398	1869359
1943*.....	1123	2436	41267	44826	972286	801493	510212	2283991
1944**.....	871	1576	29334	31581	791926	492150	412418	1696494
1945.....	1253	3943	62194	67390	1330644	2030576	864119	4225339
1946.....	1132	3508	47246	51886	1336621	1292618	899558	3528797
1947§.....	1011	2228	49335	53574	1179087	1209974	937434	3326495
1948§.....	1032	3850	61894	66776	1580450	1615390	1024228	4220068
1949§.....	1063	3972	55441	60476	1870568	2025227	1319617	5215412

* Excluding Bombay.

** Excluding Bombay and Madras.

§ Statistics relate to Indian Union. Figures for previous year relate to British India.

Compensation paid per case.— The amount of compensation paid per case declined from 59 rupees in 1925 to 55 rupees in 1930, 50 rupees in 1935 and 47 rupees in 1940. It increased thereafter to 63 rupees in 1945 and 68 rupees in 1946. The statistics for the last three years which relate to the Indian Union also show an increase in the amount of compensation paid per case from 62 rupees in 1947 to 63 rupees in 1948 and to 86 rupees in 1949. These figures depend on the proportion of deaths, permanent disablements and temporary disablements and the wage level of the workers involved. The table below shows the average amount of compensation paid for death, permanent disablement and temporary disablement for the year 1947-49.

	Death	Permanent disablement	Temporary disablement
	Rs.	Rs.	Rs.
1947.....	1,166	375	17
1948.....	1,531	420	17
1949.....	1,760	510	24

Number and amount of compensation paid according to occupation groups.— Railways continued to account for over a fourth of the total number of cases reported. The proportion, however, was somewhat higher in the case of deaths. Bombay and West Bengal accounted for

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about two-thirds of the rest of the cases. The other States thus accounted for only a fourth of the total number, of which a majority were registered in Madras, U.P. and Bihar. The following table gives details of statistics relating to the number of cases and amount of compensation in 1949:-

		No. of cases in which compensation was paid			
		Death	Permanent disablement	Temporary disablement	Total
Railways	A	300	316	15,271	15,887
	M	-	-	11	11
Posts and Telegraphs	A	34	8	36	78
Factories, Mines, etc.-					
Ajmer-Merwara	A	-	8	381	389
Assam	A	22	51	1,378	1,451
	M	-	-	3	3
Bihar	A	169	295	1,611	2,075
Bombay	A	79	1,064	13,928	15,071
	M	-	1	1	2
Delhi	A	11	90	449	550
Madhya Pradesh	A	29	118	1,699	1,846
Madras	A	59	134	2,991	3,184
Orissa	A	9	38	61	108
Punjab	A	33	69	179	281
	M	-	1	-	1
U.P.	A	131	372	2,465	2,968
West Bengal	A	187	1,407	14,943	16,537
	M	-	-	34	34
Total		1,063	3,972	55,441	60,476

		Amount of compensation paid			
		Death	Permanent disablement	Temporary disablement	Total
		Rs.	Rs.	Rs.	Rs.
Railways	A	585,775	262,455	325,432	1,173,642
	M	-	-	136	136
Posts and Telegraphs	A	72,680	9,442	1,928	84,050
Factories, Mines, etc.-					
Ajmer-Merwara	A	-	5,422	3,937	9,359
Assam	A	26,692	12,232	20,724	59,648
	M	-	74	70	70
Bihar	A	253,477	143,838	102,130	499,445
Bombay	A	184,140	516,804	336,316	1,037,260
	M	-	94	30	124
Delhi	A	25,000	55,696	11,310	92,006
Madhya Pradesh	A	43,444	51,098	26,357	120,899
Madras	A	79,894	57,024	59,399	196,317
Orissa	A	9,200	14,721	2,573	26,494
Punjab	A	62,670	42,535	11,105	116,310
	M	-	350	-	350
U.P.	A	237,460	150,527	38,027	426,014
West Bengal	A	290,136	703,009	330,102	1,373,247
	M	-	-	41	41
Total		1,870,568	2,025,227	1,319,617	5,215,412
A - Adults; M - Minors.					

Distribution according to wage groups.- The amount of compensation paid depends partly on the normal income of the workmen involved and partly on the degree of disability. The distribution of workers by income classes is available only in respect of the cases which come before the Commissioners for Workmen's Compensation, and is shown in the following table:-

Monthly wages of the workmen injured.	Number of workmen								Grand Total	
	Temporary disablement		Permanent disablement		Deaths		Total			
	Men	Women	Men	Women	Men	Women	Men	Women		
1	2	3	4	5	6	7	8	9	10	
More than Rs. 0	But not more than Rs. 10	40	5	6	-	10	1	56	6	62
10	15	20	7	7	4	10	3	37	14	51
15	18	25	6	11	1	22	3	53	10	63
18	21	14	6	28	6	20	4	62	16	78
21	24	10	4	43	6	52	6	105	16	121
24	27	8	11	52	4	37	4	97	19	116
27	30	14	1	57	5	62	1	133	7	140
30	35	30	2	70	3	67	1	167	6	173
35	40	34	5	92	6	100	-	226	11	237
40	45	20	-	110	4	116	1	246	5	251
45	50	25	2	115	1	122	-	262	3	265
50	60	25	1	195	3	206	-	426	4	430
60	70	24	6	161	-	146	1	331	7	338
70	80	15	4	142	4	84	1	241	9	250
80	100	23	-	200	2	131	-	354	2	356
100	200	14	-	181	1	119	-	314	1	315
200	300	2	1	24	-	20	-	46	1	47
300		-	-	5	-	3	-	8	-	8
Total...		343	61	1,499	50	1,327	26	3,169	137	3,306

Note:- This table is compiled from the records of the Commissioners for Workmen's Compensation.

Of the 3,306 cases for which information relating to monthly income is available, 535 related to workers having a monthly wage of less than 30 rupees, 1,356 related to workers getting 30 rupees to 60 rupees and 1,314 to the higher wage groups. During the last three years there has been a gradual upward shift in the wage distribution of the workmen receiving payments under the Workmen's Compensation Act as will be seen from the summary figures given below:-

Monthly wages	Number of Workmen		
	1949	1948	1947
Up to 30 rupees -----	535	753	1,082
30 rupees to 60 rupees -----	1,356	1,222	1,137
Above 60 rupees -----	1,314	1,022	738
Total.....	3,205	3,002	2,957

Proceedings before the Commissioners.- According to the statements furnished by the State Commissioners for Workmen's Compensation, they had before them at the beginning of the year under review 907 cases relating to award of compensation, 895 cases relating to deposits and 61 cases relating to commutation, review, recovery of compensation, etc. During the year, 3,149 fresh cases including 1,961 cases relating to award of compensation and 2,078 cases relating to deposits were filed. A total of 1,874 cases relating to award of compensation comprising of 447 cases relating to fatal accidents, 1,160 cases relating to permanent disablement and 267 cases relating to temporary disablement, were disposed of during the year. Of these, 84 cases were disposed of without notice to the other party and 329 cases were not contested. Of the 1,461 cases which were contested, 276 were allowed in full, 833 were allowed in part and 352 were dismissed. As many as 1,996 cases relating to deposits and 105 other cases were also ~~disposed~~ disposed of during the year.

Information relating to amounts deposited and disbursed is available in respect of a few major States only. The available information is shown in the following table:-

	Opening balance	Deposits during the year	Disbursement during the year	Closing balance
	Rs.	Rs.	Rs.	Rs.
Bombay-----	477,483	1,049,901	1,031,209	496,175
Madhya Pradesh-----	41,163	163,573	149,853	54,883
Madras -----	107,293	428,141	443,817	151,617
West Bengal-----	526,940	1,232,668	1,219,305	540,303

Under Section 8(7) of the Act, the Commissioners may invest any sum payable to a woman or a person under legal disability in a Post Office Savings Bank or elsewhere for the benefit of the person concerned. In Bombay, the year opened with 1,837 Post Office Savings Bank accounts with a total balance of 1,293,030 rupees. During the year 362 new accounts with a total deposit of 529,793 rupees were opened. The total withdrawals made during the year amounted to 312,764 rupees. The year closed with 1,973 ~~expenses~~ accounts with a balance of 1,510,109 rupees. Most of the payments were made to applicants to meet their maintenance expenses and in a few ~~cases~~ cases for buying lands. In Madhya Pradesh 76,102 rupees were invested in Post Office Savings Bank and 3,287 rupees in Post Office Cash Certificates. In Madras the number of Post Office Savings Bank accounts increased from 490 at the beginning of the year to 522 at the end of the year. The securities held by the court in respect of such accounts increased correspondingly from 351,894 rupees to 467,891 rupees. The hundred and six new accounts were opened during the year and 174 were closed. Of the latter, 78 were closed for investment of the amounts in immovable properties. The total amount so invested was 102,560 rupees.

In West Bengal the Post Office Savings Bank deposits amounted to 831,941 rupees at the end of the year as against 550,215 rupees at the beginning. The year opened with 1,476 accounts to which were added during the year 394 new accounts with deposits amounting to 592,412 rupees. Withdrawals during the year including those relating to 278 accounts which were closed, amounted to 310,684 rupees. Investments in cash certificates and Government Promissory Notes amounted to 11,670 rupees at the beginning of the year. An additional sum of 6,200 rupees was invested during the year in National Savings Certificates.

Seven hundred and ten applications for the registration of agreements were pending before the Commissioners at the beginning of the year. New applications numbering 4,307 were filed during the year. The agreements were registered in 3,266 cases without modification and in 250 cases after modification. As many as 849 agreements were not registered for various reasons. The total number of applications thus disposed of during the year was 4,365 of which 3,513 related to payment of compensation for permanent disablements, 851 to payment of compensation for temporary disablements and 1 to commutation of half-monthly payment.

Fifty-five appeals were filed during the year in the High Courts of Bombay, Madhya Pradesh, Madras, Uttar Pradesh and West Bengal from the decisions of the Workmen's Compensation Commissioners. In addition, 16 cases relating to the previous year were also pending. Twenty-two of these cases were disposed of during the year leaving 49 pending at the end of the year. In Bombay, of the 10 cases disposed of 9 were dismissed and 1 was withdrawn. In U.P. 1 was allowed and another dismissed. Of the 6 cases disposed of in West Bengal, 1 was allowed; 4 dismissed and 1 sent back for retrial.

(Indian Labour Gazette, Vol. IX, No. 9, March 1952, pp. 744-749).

Bhopal: Bhopal Employees' State Insurance
(Medical Benefit) Rules, 1951.

The Chief Commissioner, Bhopal, published on 1 March 1952 the Bhopal Employees' State Insurance (Medical Benefit) Rules, 1951, made in exercise of the powers conferred under the Employees' State Insurance Act, 1948. The rules prescribe inter alia, the establishment of hospitals, dispensaries, etc., the allotment of insured persons to any such hospital, the scale of medical benefit which shall be provided at the hospitals and dispensaries, the conditions of service of full-time insurance medical officers, maintenance of medical and surgical equipment, the keeping of medical records and the furnishing of statistical returns.

(Supplementary Gazette of Bhopal, Part I, Section 1, dated 1 March 1952, pages 71-75).

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

INDIA - MAY 1952.

Chapter 6. General Rights of Workers

Payment of Wages (Mysore Amendment) Act, 1952
(XV of 1952), (the Mysore Gazette, Part IV,
Section 2B, 1 May 1952, pages 101-102).

Chapter 9. Income Security

The Assam Maternity Benefit (Amendment) Act, 1952
(No. V of 1952), (the Assam Gazette, Part IV,
23 April 1952, pages 7-8).

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- * The Employers' Association of Northern India. Speech of Mr. H. Hill, Chairman, delivered at the 15th Annual General Meeting held on Thursday the 24th April 1952, pp.15.

Economic questions

- * Supplementary Explanatory Memorandum on the Railway Budget of the Government of India, ~~1952-53~~ 1952-53, pp.37.
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Working Conditions and Living Standards (Continued)

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- * Ceylon: Administration Report of the Commissioner of Labour for 1951. To be purchased at the Government Publications Bureau, Colombo. Price Rs.1.95. pp.97.
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General Rights of Workers

The Law Relating to Service in India, Volume I, Law of Master and Servant: By N. Barewell and S.S. Kar. Orient Longmans, 36-A, Mount Road, Madras 2, Price Rs.30.

~~Chapter 2x~~
Manpower Problems

- * Training in Industrial Administration and Business Management. Report of the Joint Committee on Industrial Administration and Business Management of the All-India Boards of Technical Studies. October 1950. pp.27.

* Publications received in this office.