

INTERNATIONAL LABOUR OFFICE  
INDIAN BRANCH

Industrial and Labour Development in December 1952.

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

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14: Conventions and Recommendations

India - December 1952

Action to be taken by India on Conventions and Recommendations adopted by 34th I.L. Conference: Statement laid in Parliament.

On 15 December 1952, Mr. Abid Ali, Deputy Labour Minister, placed a statement on the table of the House of People, showing what action the Government of India proposes to take on the Conventions and Recommendations adopted by the 34th session of the International Labour Conference. The following is a summary of the statement:

Convention (No. 99) concerning Minimum Wage Fixing Machinery in Agriculture: India not to ratify Convention at Present.- This Convention requires ratifying countries to create or maintain adequate machinery whereby minimum rates of wages can be fixed for workers employed in agricultural undertakings and related occupations. After referring to the various provisions of the Convention, the statement says that the present position in India is that there is already in force a Minimum Wages Act, 1948, which provides for the necessary machinery for the fixation and revision of minimum rates of wages. The Act applies not only to agriculture but also to related occupations. The Act, however, provides that the appropriate Government may authorise the payment of minimum wages fixed under the Act, either wholly or partially in kind as against the partial payment provided for in the Convention. The Act further provides that the machinery shall consist of persons, to be nominated by the appropriate Government, representing employers and employees in the scheduled employments and independent persons. It is also provided that the employers and workers concerned shall take part in the operation of the machinery on the basis of complete equality. The Act authorises the employee, who has been paid less than the minimum rates of wages, to apply for a direction that payment be made to him of the amount by which he has been underpaid together with such compensation as the Authority, appointed for the purpose, may think fit, not exceeding 10 times the amount by which he has been underpaid. It will thus be seen, the statement adds, that apart from the authorisation of full or partial payment in kind, the other requirements of the Convention are satisfied by the provisions of the Minimum Wages Act, 1948, as originally enacted. However, the Act, as amended in 1951,

empowers the appropriate Governments to fix minimum wage rates in different areas by stages. It is also permissible under that amendment to fix minimum rates of wages only for part of a State within the specified period. If this option is exercised, minimum wages will not be fixed throughout the State unless the Act is further amended. It will, therefore, be some time before the Act is applied to all areas by different State Governments. Phased implementation of the Minimum Wages Act on these lines will not satisfy the requirements of the Convention. The Government of India, therefore, proposes that the Convention should not be ratified at this stage. It is, however, proposed to re-examine the question of ratification of the Convention after the Minimum Wages Act, 1948, has been ~~en~~ enforced throughout the country.

Recommendation (No. 89) concerning Minimum Wage Fixing Machinery in Agriculture: As regards this Recommendation the statement points out that most of its requirements are satisfied by the existing law and practice in India. There are, however, difficulties in regard to maintenance of complete and authentic records of wages paid, etc. by the employers and lack of organisations among agricultural employers and workers. As, however, it is stated in the ~~pre~~ preamble of the Recommendation that it should be implemented "as rapidly as national conditions allow", the Government of India is in a position to say that the Recommendation would be implemented as far as possible in the light of the existing conditions.

Convention (No. 100) concerning Equal Remuneration for Men and Women Workers for Work of Equal Value:-Ratification postponed for present.- The Convention aims at ensuring the application to all workers of the principle of equal remuneration for men and women workers for work of equal value. Its main provisions are:

- (a) that each Member should promote, as well as ensure, the application of the principle of equal remuneration to all workers through national laws or regulations, legally established or recognised machinery for wage determination, collective agreements or a combination of these various means; and
- (b) that measures should be taken to promote objective appraisal of jobs for giving effect to this principle.

The statement points out that the principle of equal pay for equal work has been embodied in Article 39(d) of India's Constitution as one of the directive principles of State policy. It was

accepted by the Central Pay Commission and the Fair Wages Committee and was incorporated in the Fair Wages Bill, 1950. It has also been followed in practice by a number of industrial tribunals and the Central and State Government departments so far as non-manual workers are concerned.

Disparities, however, exist in the wage rates of men and women workers in factories, mines, plantations and agriculture, though the tendency in factories is towards a progressive elimination of such disparities. Differential rates have also been fixed by some industrial tribunals and State Governments under the Minimum Wages Act, 1948. The disparities in rates appear to be primarily due to differences in average performance between men and women. It is, however, not possible to correlate differences in wages with differences in job contents without a proper job evaluation by an appraisal machinery; such machinery does not unfortunately exist in the country. In the absence of an objective study it is not possible to determine to what extent, if any, the existing disparities in wages between men and women workers constitute a violation of the principle of equal remuneration.

The Convention requires the establishment of a job evaluation machinery as an aid to the application of the principle. The question of job evaluation will no doubt arise only where obvious disparities exist between the wages of men and women. It is proposed to examine the extent of the problem of job appraisal in greater detail and to consider whether the requisite machinery can be set up within a reasonable time. The Government of India does not consider it practicable to establish immediately an adequate appraisal machinery in the absence of such an assessment. Job evaluation methods have only rarely been used in this country and persons qualified to undertake such evaluation are few. While the Government of India accepts the principle underlying the Convention, it is not in a position, for want of adequate machinery, to ensure and enforce its immediate application in full to all workers. It was because of these practical difficulties and of the possibility of some delay in the setting up of the requisite machinery that the Indian delegate abstained from voting in favour of the Convention though <sup>they</sup> made ~~it~~ clear that India wholeheartedly accepted the principle of the Convention. It is proposed to postpone ratification of the Convention for the present. The question of ratification will, however, be reviewed after an assessment has been <sup>of</sup> the extent of the appraisal machinery required and available.



Recommendation (No. 90) concerning Equal Remuneration for Men and Women Workers for Work of Equal Value.- The Recommendation lays down the procedure for the progressive application of the principles embodied in the Convention. The statement after explaining the current practice and general position in Government as well as private employment in India, says that in spite of the acceptance of the principle, differences in wages still exist in certain spheres of employment in Central and State Governments. Similar differences also persist in public undertakings and works done under public contracts. Wages have been fixed differently for men and women by wage fixing agencies. The differences in wages are in some cases explained by the differences in performance. The same explanation will be put forward by the private sector also. Conscientious adherence to the principle of equal wages is, however, not possible until a proper job appraisal machinery has been set up. No legislation will be effective without the provision of such a machinery. The Government of India does not, therefore, consider it possible to undertake legislation for the general application of the principle of equal remuneration until the necessary preliminary investigations have been completed.

As has been stated earlier, the Government proposes to examine the extent of the problem of job appraisal in detail in order that the Recommendation may be more fully implemented. As regards employment counselling, the existing facilities are available equally to men and women workers. There are vocational training centres for women also. So far as investigations are concerned, the Government of India will no doubt undertake, from time to time, such investigation as is found necessary for the implementation of the principle. Consideration of the problem of the appraisal machinery is the first of such investigations. The statement adds that the Convention and the Recommendation have been brought to the notice of the State Governments and others for such further action as may be considered appropriate and practicable.

Recommendation (No. 91) concerning Collective Agreement.- This Recommendation suggests that machinery, appropriate to the conditions existing in each country, should be established, either by means of agreement or laws or regulations, to negotiate, conclude, revise and renew collective agreements or to assist the parties in these matters. Collective agreements should be concluded between employers and workers or

their organisations and should be binding on the signatories thereto and those on whose behalf the agreements are concluded. Stipulations in contracts of employment should not be contrary to, or less favourable to workers than, the provisions of a collective agreement. Where appropriate, measures should be taken to extend a collective agreement to all the employers and workers included within the industrial and territorial scope of the agreement. There should be provision for (a) the settlement of disputes arising out of the ~~interpretation~~ interpretation of the agreements, (b) their registration, and (c) the supervision of their application.

The statement says that collective bargaining, which is the recognised procedure in the West for the regulation of labour management relations, has hitherto not received the systematic attention it deserves in India. However, the Government of India has recognised the value of this method of settling industrial disputes and a simple procedure for collective bargaining was included in the Labour Relations Bill, 1950. That Bill has since lapsed, but the Ministry of Labour recently issued a comprehensive questionnaire covering all aspects of industrial relations including collective bargaining. The questionnaire was discussed at the twelfth session of the Indian Labour Conference held in October, 1952. In deference to the views expressed at the Conference, a Sub-Committee has been appointed to examine the questionnaire and evolve an agreed scheme. The proposed legislation would provide for the setting up of machinery to ~~assist~~ encourage and help in the development of collective bargaining. The provisions of the I.L. Recommendation will be taken into account in formulating the new legislation.

Recommendation (No. 92) concerning Voluntary Conciliation and Arbitration.— The Recommendation deals only with voluntary conciliation and arbitration and does not refer to compulsory conciliation or adjudication. It lays down that voluntary conciliation machinery, appropriate to national conditions, should be made available to assist the parties in the prevention and settlement of industrial disputes.

The statement points out that the Industrial Disputes Act, 1947, already provides for

the necessary conciliation and arbitration machinery. There is also provision for the constitution of Works Committees at the plant level, consisting of representatives of employers and workmen. It is the duty of the Works Committees to promote measures for securing and preserving amity and good relations between employers and workmen and to that end, to comment upon matters of common interest or concern and endeavour to compose any material differences of opinion in respect of such matters. It adds that the whole question of industrial relations, as pointed out in connection with the Recommendation No. 91, is under review and it is hoped that further and fuller provision for voluntary conciliation and arbitration will be made in the proposed legislation.

Indian Labour adversely affected by Ceylon's  
Non-Ratification of I.L. Convention: Statement  
in Parliament.

On 10 December 1952, Mr. Abid Ali, Deputy Labour Minister, in reply to a question in Parliament stated that the non-ratification by Ceylon of the International Labour Convention concerning migration for employment had adversely affected 750,000 Indian labourers on the ~~island~~ island. He added that if the Convention had been ratified by the Ceylon Government, it would have been helpful in ensuring that no discrimination was practised between the Indian and Ceylonese labour in regard to social security benefits, wages, holidays with pay, trade union rights, etc. Non-ratification did not ensure this protection for Indian workers.

(The Statesman, 11-12-1952).

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## CHAPTER 2. INTERNATIONAL AND NATIONAL ORGANISATIONS.

INDIA - DECEMBER 1952.

### 21. United Nations and Specialised Agencies.

#### Housing in Tropical Areas: Symposium held at New Delhi.

A symposium on Scientific Principles and their Application to Tropical Housing Design and Construction organised jointly by the UNESCO and the National Institute of Sciences of India, was held at New Delhi from 21 to 25 December 1952. The meeting was inaugurated by Mr. Jawaharlal Nehru, Prime Minister. The symposium was attended by representatives from India, Indonesia, Burma and Ceylon and consultants from the U.K., Holland and Israel and representatives from the Indian States, Dr. S.L. Hora, Director of the Geological Survey of India and ~~Executive~~ President of the National Institute of Sciences of India, presided. Mr. S.P. Saksena and Mr. O'Callaghan represented the ILO.

Mr. Nehru's address. - Mr. Nehru inaugurating the symposium emphasised that house building experts should concentrate initially more in providing certain essential services like water supply, drainage and lighting than building merely houses without these services. Referring to the work of engineers and experts, Mr. Nehru said that he was always a little afraid that their work remained enshrined in books and papers and could not actually translate itself into action. He was not interested in theoretical solutions but houses, built, as rapidly as possible.

Mr. Nehru referred to houses built in India during the last 100 years and said that they were ~~and that they were~~ of a "mongrel" type, neither suitable for India nor for any other country. The climate and local conditions were quite unsuited to the houses built in these years. He hoped that the experts participating in the symposium would pay attention to the climatic conditions prevailing in the country.

There was no use, said Mr. Nehru, producing model houses which were beyond the cost of the country. The type of houses wanted were such that they could be put up by the hundred thousand or by the million. Therefore, one had to think in terms of mass production. It need not necessarily mean prefabricated houses. If, however, building of such houses could lead to new ideas and new experience in the matter of producing houses on a mass scale, this experiment would be worth while. As regards rural houses any housing scheme for these areas should not be isolated from the "village outlook"

Good and cheap houses should be built and built rapidly. Ultimately, these houses should be built by the villagers themselves and not by big engineers. Of course, technical advice and necessary materials could be placed at their disposal.

Recommendations. - The symposium has commended a number of suggestions in regard to the structure and designs of houses, substitute house building materials and building research. The meeting also passed a resolution concerning productivity in the building industry. The resolution urged Governments, research workers, building owners, architects, engineers, contractors, supervisory staffs and building workers to do everything in their power to secure increased productivity in the industry, and suggested that university courses in engineering and architecture should include adequate training in the techniques of job organisation and labour management at site levels. Adequate vocational training schemes should be provided for workers in the building industry, and provision should be made to enable workers to keep abreast of the latest developments in building technique affecting the trades. Long-term building programmes should, wherever possible, be drawn up so as to ensure that workers may become proficient at their jobs and in ~~order~~ order to reduce fluctuations in the use of plant and in employment. Further the resolution invited the ILO to continue its efforts to improve labour-management relations and to increase productivity in the building industry.

(A separate report on the meeting will be submitted by Mr. O'Callaghan and Mr. Saksena).

(The Statesman, 22-12-1952 )

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24. Non-Governmental Organisations  
(International Regional and National)  
other than Employers' and Workers'  
Trade Organisations.

India - December 1952.

Sixth International Conference of Social Work,  
Madras, 14-19 December 1952; Discussion on  
Raising Living Standards in Underdeveloped  
Countries.

The sixth session of the International Conference of Social Work was held at Madras from 14 to 19 December 1952; and was inaugurated by the Governor of Madras.

The conference was attended by over 1,300 delegates, about 1,000 being from India and the rest from 30 other countries. Several international organisations, including the U.N. Division of Social Work, ILO, UNESCO and the UNICEF. Dr. Pillai of this Office and Miss M. Budiner represented the I.L.O.

*were also  
represented by*

The main theme before the conference was the role of social service in raising the standard of living. In accordance with the ~~usual~~ usual practice of the conference, there was no discussion at the plenary sessions, which were addressed by the members of various delegations. Their subjects included (1) basic human needs; (2) standard of living; (3) health and standards of living; (4) significant projects involving the 'team' approach; (5) community organisations in rural and urban areas; (6) education and standards of living; and (7) world co-operation in social work. Besides, there were four commissions and ten Open Discussion Groups on selected subjects. The subjects of discussion for the Commissions were: (1) Training for leadership in social service; (2) The application of social work skills and techniques to the problem of underdeveloped areas; (3) Social implications of technical assistance programmes; and (4) Regional co-operation in social service in South East Asia. The topics discussed at the Discussion Groups were, (1) services to children and youth; (2) services for family life; (3) services for physically handicapped; (4) welfare services in industry; (5) social aspects of population problem; (6) social aspects of housing; (7) agricultural co-operation as means of social progress; (8) social security - principles and plans; (9) welfare problems in migration; and (10) the integration of economic and social planning.

The challenge before social work: Health Minister's welcome address. In the course of her message to the conference, Rajkumari Amrit Kaur, Minister of Health, Government of India, said the emphasis at the conference would not be merely on the question of economic and material necessities, but also on moral, social and spiritual values, which contributed to make the right concept of standard of living. Standards and cultural values, she said, differed among nations and it was impossible to offer a standardised panacea for all social evils. In drawing up concrete programmes of action, therefore, the conference had to bear in mind all such variations without destroying the essential unity that was common to all human endeavour towards self-fulfilment.

After pointing out India's tradition of social service, the Minister said that the people of India had embodied the principle of social justice in their constitution and were anxious to realize this ideal with deference both to their genius and tradition as also to the advance made by the progressive Western nations. It was gradually being realized in this country that in addition to charity, social justice must be the mainspring of all welfare activities, she added.

The philosophy and methods of social work today, she pointed out, faced a challenge, for they had to synthesize the speed of revolution with a democratic regard for the individual. Rapid technological development had created complex relationships and ~~world~~ world economic interdependence. She said: "If social work is to justify its survival as a profession, or, as I would prefer to name it a calling, it must strive towards providing every individual social security measures, adequate material necessities of food, clothing and shelter, health services, opportunity for education and facilities for voluntary cultural association".

Role of social service: Dr. Jivraj Mehta's address. Dr. Jivraj N. Mehta, who presided over the inaugural session, called for a global tackling of the social problems. The population of the world was increasing every year by 25 million. While the peak rate of growth had passed in developed countries, it did not seem to be so in the underdeveloped countries. Food supplies had been hardly keeping pace with the increase in population. Various factors had contributed to widen the gap between the best fed and the worst fed population. As against the steady improvement in North America and Oceania, in the Far East there had been a decline of 10 per cent in the available food supply. Even in the available quantity of food, neither the protein content nor the caloric value was anywhere

near adequate and it was subjecting vast masses of population to deficiency diseases. The most urgent need in most underdeveloped areas, he said, was to stamp out the mass diseases. But with their existing national incomes and developmental capital, the underdeveloped countries could hardly afford the cost of full-fledged health services. Besides, they were called upon to compress into a few years the progress that had taken decades elsewhere and supported by progress in scientific research in consonance with increasing productivity and economic and social development.

The situation in the field of education was hardly better, Dr. Mehta said. Although most countries had accepted responsibility for free and compulsory elementary education, this has not yet been adopted in practice. The problem was further complicated when the birth rate was high, life expectancy was low and the number of school-going children was proportionately large. An incongruous position had arisen in that large masses of illiterate people were being called upon to work elaborate democratic constitutions, to work in highly mechanised large-scale industries and to adopt modern methods of agriculture.

In discussing the theme before the Conference, namely, the role of social services in raising standards of living, Dr. Mehta said there were two aspects as far as Indian conditions were concerned. In computing the standard of living, not only the economic and material factors entered but the cultural element was inextricably linked up with it. But being complex and indeterminate, it eluded statistical measurement. This was best exemplified in the Indian middle classes, whose expenditure on social obligations or prestige was out of proportion to the expenditure on material comforts.

Then there was a religious-cum-philosophical injunction, that multiplicity of wants beyond a certain degree of comfort was detrimental to a wholesome growth of personality or to the development of creative culture. Wrongly understood the principle was apt to glorify poverty. But they were aware that healthy personalities and a rich culture could not be developed on empty stomachs.

Referring to the role of social service in raising standards of living, Dr. Mehta said that social services had assumed such a role in raising standards of living, that they should be added as the fifth to the four classical factors of production, ~~without~~ namely, land, labour, capital and organisation. Without them, one could not have efficient labour and competent organisation. Another role that social services had been playing imperceptibly but surely, Dr. Mehta said, was that of being catalytic agents. They induced and accelerated



the progress towards better standards when the ~~and~~ requisite factors for economic progress were present. "If mere economic factors were brought into operation the progress is arithmetical; add a touch of social services and you get the results in geometrical progression", he said. It was social services alone that could help to prepare the community mentally and physically to consolidate and augment what economic factors might achieve.

A brief account of the proceedings and recommendations of the Commissions and some of the Open Discussion Groups is given below:

Commissions. (i) Leadership in Social Service.

The Commission on "Training of leadership in social service", in its report, stressed the importance of developing leadership in social work through which the requisite supply of qualified workers could be recruited; and expressed the opinion that the leaders should be of at least three types, namely, professional social workers, welfare officers, and community leaders. Preparation of professional social workers could best be done in professional schools. Professional social workers in underdeveloped areas should be "generalists" well equipped with knowledge and skill in work with the groups and communities, and highly skilled in the art of communicating those things to others. There was also need for refresher courses, and seminars. The Commission attached great importance to character, aptitudes and personal attributes of the leaders. The Commission acknowledged the leadership given by the United Nations with respect to training of social workers and urged the various National Committees of the International Conference of Social Work to co-operate, within their respective countries, with those striving to put into effect the constructive recommendations of the United Nations.

ii) Social Work technique in underdeveloped areas. This Commission, expressed the view that the total strategy of social change included the social work principles of respect for people, and starting from where they were, and what they wanted, by working with them, rather than imposing readymade plans upon them.

Social work skills and techniques were needed from the earliest stages in planned endeavour to raise the standard of living in underdeveloped areas. Their most important uses were (1) in asking an extension of health, <sup>and</sup> nutrition ~~and~~ services, particularly by being concerned with the social implications of such services both in the homes of the people and by specific work with women and children; and (2) by deliberately precipitating social change and acting as a catalyst of social change, discovering means to break through the crust of inertia. Social work skills and techniques, were needed at three levels: (a) In determining policy and plan for social development programmes.

(b) On a regional basis for the overall administration and supervision of the actual operation of the services; and (c) Among the rank and file.

There was a noticeable difference in the delegates' reports on what were considered the basic social work activities in underdeveloped areas ~~with~~ which they represented. In some countries effort was concentrated on community centres, in others on case-work for individuals, while elsewhere, on community development.

The fundamental problem which faced the Commission was whether social work skills and techniques, which were developed in the Western countries, were applicable in the vast underdeveloped areas, and, if so, how they could be applied. Delegates from the underdeveloped areas felt that it was only by actual experimentation that they could effectively use and adopt Western methods, to meet the problems of their areas.

The Commission also stressed the importance of the recruitment, training and proper use of volunteers.

(iii) Social services in South East Asia.-

Various steps to promote the best interests of social surveys in the countries of South-East Asia region were suggested in the Report of the Commission on "Regional Co-operation in Social Service in South East Asia". The Commission suggested the establishment of a Regional Office of the International Conference of Social Work, the functions of which would be to exchange ideas and information.

The Commission also suggested that a Bulletin should be published periodically which would assimilate information on social work in the region and serve as a basis for co-operation. The Regional Office might, with advantage, set up study groups on required social subjects. The Commission gave considerable thought to the lack of trained social workers in the region and to the need for training of social workers and expressed the view that each country required institutions for training of social workers of Graduate status.

(iv) Technical Assistance programme.- The report of the Commission on "Social Implications of the technical assistance programmes", among other things, suggested the principles and ideals which should guide international organisations in formulating technical assistance programmes.

The Commission considered the existing relation between the economic and social aspects of technical assistance; and suggested that two main principles ought to be taken as the essential bases of all technical assistance schemes in the social field.

The first one was the principle of self-help to be applied on the national level as well as at the local level. On the national level, technical assistance should never, in any way, act as a substitute for the Government or the organisations of the receiving country. Technical assistance must be mainly concerned with providing advice, education or training, with a view to putting the Government and national institutions in a position to fulfil their function under the best possible conditions. At the local level, technical assistance should, in the same way, stimulate and strengthen the desire of local communities and organisations to solve their own problems.

The second principle was that technical assistance must be adapted to the social, economic and sociological conditions of the country assisted. Any technical assistance programme must respect the customs, traditions and opinions of the communities and make every effort to make the process of evolution and transition smooth. It should be adapted to the existing structure of society without, at the same time, discouraging natural evolutions and necessary changes.

Open Discussion Groups: (i) Services to children and youth.- This Group expressed the view that services to children and youth could not be divided into water-tight compartments. The problem of children, within or outside the home, as well as the problems of youth, needed the co-operation of parents, teachers and social workers at all stages. The new freedom in Asian lands, had brought in its wake serious problems of adjustment where everybody young and old, needed help.

It was realised that discipline would continue to be a perplexing problem so long as there was no religious foundation for the efforts at building the character necessary for the stress and strain of life ahead.

Considering the problems arising in families where both the parents are employed, the Group discussed similar situations in the United States during World War II and the way they were tackled by the establishment of day nurseries, extended school hours for planned recreation and the founding of foster-homes.

(ii) Services in family life.- Discussion in this group centred around the patterns of family life and problems facing the family in different countries. The trend of discussion indicated that the fundamental differences in family life of the East and the West were solely due to the differences in their economy. It was pointed out that industrialisation had been destructive to family life in the West, and all social services were aimed at restoration of the lost values and preservation of family life.

As regards social services which would make for better health in the family, the Group emphasised nutritional needs; the various services adopted in the different countries by which the family was educated with regard to nutrition were considered with a view to finding out their applicability to underdeveloped countries. Services for promoting a better family life through the education of parents on emotional relationships were also discussed.

The Group was of the opinion that education of the parents on the subject of child care and upbringing was very essential and it could be best achieved by forming and promoting family associations and women's clubs and by publishing informative leaflets and pamphlets.

(iii) Services for the physically handicapped. This Group discussed the various categories of physical disabilities. It was brought out that a large number of school children suffered from borderline defects which interrupted their education, stunted their growth and impaired their future economic situation. Health services in schools therefore should pay special attention not only to the obvious defects but the hidden defects which affected the future of these children.

As regards the psychological aspects of physical disabilities, the speakers urged that the position of the handicapped needed to be improved by giving them the fullest opportunity for the development of their personality, through public and social services. Special emphasis was, however, laid on the situation of persons who find their way into criminal life through personal, emotional and mental inadequacies as well as depressed economic circumstances.

(iv) Welfare services in industry. This Group, of which Dr. Pillai was the chairman, discussed the problems of industrial welfare with reference to conditions in underdeveloped regions, particularly of South East Asia.

The Group urged that in framing and implementing plans for economic development, underdeveloped countries should avoid the social miseries that followed the advent of industrialisation in the Western countries, and the State should ensure that the human element in production is protected.

The Group recommended that the more urgent needs of the industrial worker, which should form the basic minimum, should include adequate provisions for industrial safety, hygiene, and welfare; and these should be, as they are in most cases, safeguarded by legislation. Further, the area of statutory compulsion should be extended by the inclusion, of ~~their~~ other welfare needs, and by making the law

applicable to categories of workers not previously covered. To ensure that the legal provisions are strictly enforced, the inspection service should be adequately strengthened.

As regards the range of voluntary welfare services, the Group was of the opinion that there was a wide scope for action by the State in its dual capacity as the custodian of public interests and as an employer, by private employers, by workers through their trade unions or co-operative societies and by other bodies engaged in welfare services.

The Group discussed the two obstacles in the way of expansion and extension of industrial welfare, viz. finance and lack of trained personnel. Many in the Group favoured the idea of the creation of welfare trust funds on a collective basis with contributions from employers and workers for the same locality or the same industry. As regards personnel, the Group recommended the setting up of training institutions for welfare workers by all the interested groups. Another related point was the advisability of taking away from the welfare officer the functions of personnel management and industrial relations, so as to avoid creating the impression that the welfare officer was the creature of the employer.

Reference was made to the lack of interest by the workers in the welfare services provided and the need was emphasised for educating public opinion, including that of the employers and the workers. Workers, specially, should be actively and closely associated with the administration and management of all welfare services. Further the Group urged the setting up of national organisations on the model of the Industrial Welfare Society of U.K. to co-ordinate on a national basis the work of the various agencies engaged in industrial welfare work and to serve as propaganda and advisory bodies.

The Group agreed that the activities of the International Conference of Social Work in the field of industrial welfare should be co-ordinated with those of the I.L.O.

(v) Social aspects of housing.— The Group was of the opinion that housing was an important human need, and that the minimum requirements of a house should be a lavatory, adequate lighting, a kitchen, two rooms and a verandah. The Group also discussed as to how to rouse social consciousness in regard to housing.

(vi) Social Security.— The discussion in this Group mainly centred round the priorities among the risks to be covered under any system of social security for underdeveloped countries. It was generally felt that the risks of sickness and health should be the first priority. The question of providing minimum social security for the rural workers, who constituted about 70 per cent of the

population in almost all underdeveloped countries, was fully debated. It was pointed out that since the agricultural worker was in a continuous state of under-employment and did not enjoy the provision of a minimum wage, the first priority was to provide employment to the rural population and to put agricultural work on a subsistence level, before any scheme of national insurance or assistance could be applied to them. The Group did not think it feasible, at this time, to recommend either a social insurance or a social assistance programme, generally in underdeveloped countries.

For industrial employees in underdeveloped countries it was agreed that social insurance programmes should be set up to cover both industrial accidents and diseases as well as other types of sickness for the insured and his dependants.

The Group, after full discussion, expressed the view that in order to develop an adequate and comprehensive social security programme, there was need to ensure full employment and adequate wages. Guaranteeing the basic essentials of life and thus relieving the people of the fear of want did not kill initiative but rather promoted it; and any social security scheme must be realistic, and related to the cultural, economic, political and social standards of the country.

The Group suggested that since no comprehensive social insurance or social assistance plans were possible in underdeveloped countries at this time in the urban areas, community chests be developed to provide assistance to families suffering from the death of the wage earners or other hazards that might affect the family and that in rural areas there might be collections in kind for distribution to needy families, until such time that a broad public assistance programme could be established.

(vii) Welfare problems in migration. - The Group concluded that the problems of migration was an international one, and the responsibility for services to the migrants should be placed principally upon the governments of the countries concerned, who should, however, be aided by voluntary agencies. The Group agreed that there should be an appropriate international machinery to facilitate understanding of the problem, the elimination of restrictive barriers and orderly and economic movement.

As regards economic refugees i.e., migrants going to another country to resettle, it was generally agreed that such migration should be properly planned between the Governments with the help of inter-Governmental agencies, instead of allowing large masses of people to move independently. The Group also considered the question of desirability of giving assistance to migrants.

The general opinion of the Group was that assistance should be given to migrants only as loans as it was found that giving assistance as grants often had demoralising effects. It was, however, agreed that the rules for repayment of such loans should be flexible and the period of repayment spread over a reasonably long period.

(viii) Integration of economic and social planning.- The Group recommended that for the proper integration of economic and social planning, it was necessary for the Government concerned to take the initiative, receive expert advice, consider the cultural aspiration of the people, respect the freedom of the people and secure co-operation through voluntary organisations. The Group was of the view that a suitable machinery should be evolved with a view to giving people the opportunity, irrespective of sex, race or religion, to participate in planning and in the execution of the plan so as to bring about the necessary co-ordination and co-operation at all levels.

The Group heard some concrete and practical suggestions resulting from the experiments carried out in local areas. A suggestion was also made for the establishment of a Social Service Ministry to carry out the administrative aspect of the integration. It was emphasised that the co-operation of experts, Government and the people was basic to any planning and that a democratically conceived plan would have to be worked with the people at all levels. There was also a suggestion to evolve a national Planning Commission, ~~xxx~~ which would be an autonomous body in which all the interests would be represented.

Principles of Child Welfare: Recommendations  
of International Study Conference.

An International Study Conference on Child Welfare under the auspices of the International Union for Child Welfare in co-operation with the Indian Council for Child Welfare was held in Bombay from 5 to 12 December 1952. The Conference was attended by delegates from 23 countries, including Burma, Ceylon, India, Malaya, Pakistan, Thailand and Viet-Nam, and from the ILO, FAO, UNICEF, WHO and UNESCO. Miss Mildred Fairchild represented the ILO. The session discussed, mainly, the problems of child welfare in relation to social services and the raising of standards of living.

The Conference adopted a resolution calling upon all countries to take all possible measures to preserve and strengthen family life, since a happy home was essential to the greatest growth and development of every child. Reaffirming its faith in the Geneva Declaration of the Rights of the Child which recognises that "mankind owes the child the best it has to give", the meeting urged upon the participating countries to implement the following principles outlined in the Children's Charter.

(a) Each individual child be given the opportunity to become self-reliant and learn the principles of co-operation, so that, in due course, he will recognise and assume his responsibility as an adult and play his part in the community.

(b) Social agencies and programmes, voluntary and governmental, be increasingly planned not only to fully develop the normal child, but also to rebuild and rehabilitate the socially or physically handicapped.

(c) Free elementary education be provided for all children and made compulsory as soon as possible. The Conference recognised that voluntary agencies may have to supplement governmental effort in this regard until such time as Governments can take over complete responsibility of financing free education for all children. The Conference, however, feels that it was the responsibility primarily of governments to provide education for the children of their countries.

By another resolution, the Conference expressed its conviction that such meetings not only acted as a valuable and effective stimulant both for individuals and for institutions actively interested in child welfare but also promoted the development of true international co-operation. The resolution called for the setting up of a Continuation Committee, the role of which would be: (1) to maintain and develop the contacts already established; (2) to keep a watching brief over the implementation of the



findings of the present conference; (3) to consider how countries can be of assistance to each other through the loan of single workers or teams or other means; (4) to convene from time to time regional study conferences; and (5) to convene in due course a second International Study Conference in another Asian country.

(The Times of India, 14-12-1952 )

World Federation of Planned Parenthood set up:  
Decisions at the International Conference on  
Family Planning.

The decision to set up the International Planned Parenthood Federation was taken at the third International Conference on Planned Parenthood, which met at Bombay from 24 to 29 November 1952. The Conference, which was inaugurated by Dr. S. Radhakrishnan, Vice-President of India, was attended by 400 delegates from 14 countries. Miss Margaret Sanger (U.S.A.) and Mrs. Dhanvanti Rama Rau (India) were elected honorary Presidents of the new organisation.

The international headquarters of the new body will continue to be London, the headquarters of the present institution, the International Committee on Planned Parenthood, which converted itself into a world federation at the Bombay conference.

The Federation will have initially three regional headquarters - in India for South and South-East Asian countries, in London for European nations and in New York for North American countries. Provision has also been made for having more regional offices for the Eastern Mediterranean, West Pacific and Latin American countries at the appropriate moment.

(The Times of India, 1 December 1952)

25: Wage-Earners' Organisations.

India - December 1952

Fifth Annual Session of Indian National Trade Union Congress, Modinagar, 27 and 28 December 1952; Labour's Support to Five Year Plan pledged.

The fifth annual session of the Indian National Trade Union Congress was held at Modinagar on 27 and 28 December 1952. Mr. Khandubhai Desai presided. More than 1,000 delegates from all over the country representing trade unions affiliated to the I.N.T.U.C. ~~representing~~ attended the convention. The ILO was represented by Dr. P.P. Pillai. Messages extending greetings to the convention and wishing ~~of~~ success were received, among others, from: the International Confederation of Free Trade Unions (Brussels); the British Trade Union Congress; the Chinese Federation of Labour; the American Federation of Labour, and the U.S. Congress of Industrial Organisations. Mr. V.V. Giri, Central Labour Minister and several Ministers from the States also sent messages. The convention was addressed, among others, by Mr. Gulzarilal Nanda, Central Minister for Planning, Mr. Abid Ali, Deputy Minister for Labour, Government of India and Mr. Sampurnanand, Labour Minister, Uttar Pradesh.

Adequate guarantees against unemployment from closure of industrial establishments, increased taxation on higher-income groups, reasonable standard of living for workers and suitable legislation for speedy disposal of industrial disputes were some of the demands pressed in a number of resolutions passed by the convention. The main resolution of the convention, on the Five Year Plan, appealed to the working class throughout the country to co-operate fully in the implementation of the Plan by putting in "more efficient and better work". The resolution expressed concern over deterioration during 1952 in the employment situation resulting from closure of a number of industrial concerns and from retrenchment. It ~~was~~ demanded that causes leading to this situation be looked into and proper safeguards provided against such unemployment.

Labour Minister's message.- Mr. V.V. Giri, Central Labour Minister, in ~~his~~ his message, commended the example of the Ahmedabad Labour Association, founded under the inspiration of Mahatma Gandhi and Sardar Patel, and said: "I only wish that trade union organisations in India develop their institutions on the principles laid down by our great Master, and strengthen industrial relations so necessary for the welfare of workers and industry as a whole. The Association has taught us that without the weapon of direct action being threatened in season and out of season, with the sanctions behind workers, reasonable demands can be secured even from unwilling employers." Mr. Giri hoped the I.N.T.U.C. would also take the lead in securing unity amongst the ranks of workers who believed in trade union democracy. He added that the constructive aspect of the trade union movement must be carefully studied by leaders of the movement and an attempt should be made to secure for the well-organised and ill-organised workers fundamental rights, especially the right to work and the right to live, and other social security measures which would guarantee them reasonable happiness throughout their lives.

Mr. Khandubhai Desai's Presidential address: Labour's support to Five Year Plan pledged.— Mr. Khandubhai Desai, in his Presidential address declared that industrial workers were determined to co-operate with the Five Year Plan (vide pages 44-59 of this report) and contribute their proper share in fulfilling it in the same manner in which they have carried out the industrial truce after the country attained independence. The implementation of the Plan required the devotion and loyalty of the administrative setup backed up by popular enthusiasm. The administrative machinery should be properly geared to implement the Plan and the recommendations made to reform the traditional public administration should be immediately taken in hand by the Government. In his view the success of the Plan would be measured by the amount of the prosperity it brought back to the villages, for India lives in 600,000 villages and not in a few cities. If at the end of five years, destitution, poverty and illiteracy of the villagers were removed, to some extent, if every village home kept busy with some home industry to add to their normal agricultural income, if there was enough drinking water in each village, and a good approach road, the villagers would not crowd to the cities. Industries could also flourish only if the purchasing power of the masses in rural areas increased. The emphasis of the Plan on the rural regeneration and agricultural reconstruction was, therefore, the corner-stone on which the future prosperity of the country depended and if this was assured other economic activities would simply follow as corollaries.

Private sector under trial.— Mr. Khandubhai Desai emphasised that this was a time of trial for the private sector which had been permitted to function in the national Plan. Unless it adapted itself to the planned economy in a disciplined way, it would cease to have any national importance. The Plan, he observed, aimed at certain targets of production to be attained in the planning period and unless the Government were alert, the vested interests, in their traditional zeal for making more and more profits, would upset the targets by either indulging in speculations or threatening closure in order to force the hands of the Government to take action which, in the final analysis, would defeat the very object of increased production which the Planning Commission has in view.

The recent cry of depression in the jute and tea industries was a pointer. The private sector engaged in the production of these consumer-goods was only accustomed to the laissez-faire economic principles which the Planning Commission had finally rejected. Industrial workers employed in these main industries had by their sense of responsibility, responded to the call of the nation for increased production and if they were now to be penalized by

threatened closure, involving curtailment of production, they would lose faith in the oft-repeated exhortations to give better production. In the interest of national economy as well as to keep up the morale of the working class ~~and our countrymen at large~~, it was the duty and obligation of the Government to see that, in no circumstances, the level of production once reached was permitted to decline by short-sighted suggestions that might be made by the interested parties.

Food policy.— Mr. Desai agreed with the Planning Commission that ~~so long~~ so long as food sufficiency was not achieved, controls and rationing, particularly in industrial cities, would be maintained to keep the cost of living under check. It will be disastrous, he warned, to play with the food policy as long as the production in the country was not increased through the major and minor irrigation works envisaged in the Plan. He urged the Government to follow henceforth a steady and firm policy with regard to the supply of essential commodities if it desired the Plan to achieve results.

Industrial relations.— Outlining the I.N.T.U.C.'s policy in regard to the adjustment of relations between the working class and industry, Mr. Desai observed: "In the matter of industrial disputes, we believe in taking recourse to all peaceful and constitutional methods which are consistent with truth and non-violence. Mahatma Gandhi laid down the principles of settlement of disputes as early as 1918 when he asked both parties to a dispute to agree to arbitration. If parties cannot settle disputes across the negotiation, they should refer them to a board of arbitration either set up by the parties themselves or by the Government". Some unions in the country, he explained, did not have any faith in voluntary arbitration. Similarly, some employers also did not prefer to refer disputes to arbitration, if left to themselves. What then was to be done? Should the State allow parties to take recourse to direct action and take the consequences? This was a matter on which they should have a very clear mind. It was the considered policy of <sup>the</sup> I.N.T.U.C. that all peaceful methods of settlement must be exhausted before resorting to a strike. There was therefore, nothing wrong in the State providing a machinery for resolving a deadlock when the employer refused to settle either by direct negotiation or through arbitration. In modern times, a strike or lock-out did not merely affect the employees and the employers but reacted on society as well. Any stoppage of production was bound to adversely affect the national economy of the country, particularly a poor country like India which had drawn out a Five-Year Plan of production. Mr. Desai stated that ~~he~~ he would prefer an agreement between employers' association and the union to settling of disputes by conciliation and arbitration, like the agreement recently concluded between the Textile Labour Association of Ahmedabad

*table by mutual  
discussion and*

and the Millowners Association (vide pages 42-43 of the report of this Office for July 1952). He stated "I consider the Ahmedabad Agreement as a milestone in the history of industrial relations in the country since its recognition of the right of the workers to be treated as an equal with the employer".

Dearth of social workers.- ~~xxx~~ Mr. Desai observed that there was a dearth of social workers and referred to the arrangements made by the I.N.T.U.C. for training of workers from different States by means of short-courses at Ahmedabad. A number of trade union workers who received such training last year had now gone back to their field and were doing useful work. He ~~again~~ appealed to the provincial branches to send their field workers to Ahmedabad for training, for the union workers should have thorough grasp not only of the principles of the movement and its ideology, but also of the working of finances of the industry, the Central and State legislation regarding labour and the legal methods of settlements and adjudication of disputes.

Industrial housing.- Drawing the attention of the delegates to the "most acute industrial problem, that of housing", Mr. Desai said ~~xxx~~ he was glad to know that the Government had provided for a sum of 90 million rupees in the Budget for industrial housing. This was an opportunity which trade union workers must seize and establish as many co-operative housing societies as they could to secure the subsidy and the loan and put up working class tenements.

14-Point programme for labour.- Mr. Desai advocated a fourteen-point programme of work for the workers. These were:

- (1) Provision for a machinery for settlement of disputes in private public sector.
- (2) Extension of the Employees State Insurance Scheme in all States and its proper administration.
- (3) Proper and complete implementation of the Minimum Wages Act.
- (4) Proper implementation of the Industries Regulation and Development Act.
- (5) Establishment of Unions and strengthening existing Unions, making them competent to make collective agreements for all the workers in the industry in the area.
- (6) Systematic working of Provincial Branches of the INTUC and the Industrial Federations.
- (7) Promoting co-operative societies for credit and housing.

(8) Recruit and train trade union workers.

(9) Make studies of important problems affecting labour.

(10) Compel the industries to provide proper working conditions and establish standards wherever possible with the ~~the~~ help of technical studies.

(11) ~~Ensure~~ Ensure provision of suitable and necessary amenities ~~and~~ for workers in the factories, work shops and establishments.

(12) Secure necessary amendments in legislation regarding labour both in States and the Centre to remove defects.

(13) Secure by law the right for payment of gratuity on retirement.

(14) Secure by legislation reduction in the remuneration of managing agents and display of balance sheets in a prescribed manner.

Role of I.N.T.U.C. - Mr. Desai said that the organisation which they had all been able to build up during the period of last five years was really a testimony of comparative homogeneity and mutual goodwill among the trade union workers in different parts of the country. He declared that the INTUC membership had now reached the record figure of 1,315,407. They had to concentrate in the next year more on improving the qualities of their unions than on numerical strength. Numerical strength by itself did not strengthen an organisation unless every affiliated union and each member of the union was conscious of his rights and obligations and could properly discriminate between the different ideologies. The INTUC had not yet established close contact with the ranks of middle class servicemen - the bank employees, commercial concerns and shop assistants. A beginning had been made in this direction but much progress had yet to be accomplished. Mr. Desai recalled the strong advocacy of the INTUC for one industrial union instead of several occupational Factory Unions and stated that the task of amalgamating the occupational or factory unions into one industrial union was not yet completed. He appealed to all the INTUC field workers to replace multiple unions by a strong organisation for each centre in each industry. The main industries of the country, i.e., textile, jute, coal, iron and steel, railways, plantations, sugar and cement had by now already affiliated unions.

Mr. Desai said that the INTUC had passed through the initial difficulties that every new central organisation has to encounter. It had now to consolidate its strength and expand its influence. This need not, however, be done at the cost of quality, by affiliating unions which function only

in name. It must be realized that their co-workers' contact with any international organisation would be of value and significance only to the extent they were able to evolve their strength and consolidation in their own country.

INTUC and the ILO. - Mr. Desai said that ~~the~~ Mr. Hariharnath Shastri, General Secretary of the I.N.T.U.C. was a member of the Governing Body of the International Labour Organisation. Workers delegates to the annual session of the International Labour Conference and the various Industrial Committees of the ILO were also nominated from the INTUC. The INTUC has taken advantage of the facilities offered by U.K. and the U.S.A. for study of trade unionism and short courses ~~or~~ by the ILO and the U.N. These fraternal contacts were useful and had given the INTUC an opportunity to learn about the methods, technique and status of trade unions in other countries.

General Secretary's report: Alround progress achieved. - Mr. Hariharnath Shastri, General Secretary, presented the annual report of the Congress. The report recorded an alround progress made by the Organisation in the sphere of winning more amenities and better conditions of work and living for the workers. The most outstanding landmark in the history of labour-management relationship in the country was made by the conclusion of a collective agreement in July last between the Millowners Association and the Textile Labour Association of Ahmedabad.

General economic situation. - Mr. Shastri described the general economic situation in the country during the last one year as a queer mixture of distress and anxiety on the one hand and that of hope and relief on the other. The main factor that had created considerable distress had been a "marked deterioration and apprehension of deterioration" in employment position in the industrial sector. The textile industry had been the worst sufferer in this respect. The reason for this state of affairs was the setting in the slump as manifested in accumulation of stocks. Such a condition, was anomalous and baffling and was incompatible with the whole concept of the Planning Commission to step up alround production. The only explanation of the slump was the low purchasing power of the people. Mr. Shastri stated that the only remedy for such a state of affairs was a steady rise in the standard of living of the people accompanied by a steady decline in the present prices.

On the side of hope and relief, Mr. Shastri characterised the finalisation of the Five Year Plan as the most outstanding factor which would ensure an era of prosperity and progress for the country



and the people. Another significant and hopeful <sup>was</sup> development ~~is~~ the Community Development Projects programme.

Labour legislation.- After reviewing the various activities of the different provincial branches of the INTUC, the report also referred to the labour legislation which was enacted during the year under review, as a result of the efforts put in by the Organisation. The most important among them were the ~~Employees~~ Employees Provident Fund Act, The Plantations Labour Act, The Industrial Disputes Amendment Act, etc.

Industrial disputes.- The report said that during the year ending 31 June 1952, the number of industrial disputes was 1,200. The most important ~~causes~~ causes for such disputes were mainly the questions of bonus, wages and retrenchments. The report referred to the fact that many decisions arrived at between the representatives of labour, industry and the Government were not implemented, and the year under review witnessed a series of disputes arising out of attempts on the part of employers to foist rationalisation in complete negation of the accepted principles. Such a situation still persists. The defects in the existing labour relations machinery and in particular the working of the Appellate Tribunals, have also been responsible for increased industrial unrest.

Trade union unity.- The report referred to one of the most important questions which came to the fore during the period under review, i.e., the question of trade union unity. A proposal emanated from certain quarters that a limited unity on the basis of an agreed minimum programme should be effected between the 4 central organisations of labour in this country, namely the INTUC, HMS, AITUC and the UTUC. There were others who advocated even closer unity, but confined only to those central organisations which believe in the peaceful methods and which base their policies on democratic trade unionism.

Discussing the merits and demerits of such a move, the report said that unity was not an end in itself but was only a means to an end, the end being the speedy betterment of the living and working conditions of labour in this country. Any unity with those organisations which had any doubts on the basic approach of truth and non-violence, would do more harm than good to the cause of the working class.

Resolutions.- The convention adopted a number of resolutions dealing with unemployment, reasonable standard of living for workers, <sup>and</sup> speedy disposal of industrial disputes, ~~etc.~~ The main resolution was on the Five Year Plan, appealing to the working class throughout the country to co-operate fully in the ~~implementation~~ implementation of the Plan by putting in more

among others, /

implementation /

efficient and better work. The resolution expressed concern over deterioration during 1952 in the employment situation resulting from closure of a number of industrial concerns and from retrenchment. It was demanded that causes leading to this situation be looked into and proper safeguards provided against such unemployment. The Congress reaffirmed its faith in the goal of "classless democracy", and, while conceding that private enterprise had a scope in national development, it expressed the view that "effective controls should be exercised over private enterprise in regard to proper management of industry, production, cost and price structure".

Industrial relations.- The resolution on industrial relations urged for "a suitable legislation, applicable to all industries, trades and establishments both in the public and the private sector for settlement of industrial disputes by negotiations, collective bargaining, conciliation, arbitration and adjudication".

Price-wage structure.- The resolution on price-wage structure expressed the I,N,T,U,C, view that the existing basis of wage fixation and payment of dearness allowance was "artificial and economically unsound, that it has resulted in deterioration of the standard of living of wage earners and salaried employees and that it is likely to affect adversely the efficiency and production". The convention urged the Government to set up a commission with a view to determining "a correct wage policy in consonance with the needs of health and efficiency of workers". It also suggested "amalgamation of dearness allowance with the basic wage at the proper level".

Closures and lock-outs.- The resolution on closures and lock-outs referred to "stoppages of work due to mismanagement or alleged depression in the market, over-stocking or other reasons, leading to curtailment of production, adversely affecting the national economy, accompanied by unemployment and hardships to workers", and demanded that "all such unilateral stoppages should be considered as illegal and no employer should be permitted to close down his concern". The convention suggested that since the Industries Regulation and Development Act did not give adequate powers to the Government in this connection, early steps be taken for suitably amending the measure.

Crisis in tea industry.- The resolution on "tea crisis", urged that the findings of the Official Team of the Government of India (vide page 17 of the report of this Office for November 1952) in regard to the ~~xxx~~ suggestions about labour be disregarded and that a tripartite commission be set up to investigate and recommend rationalisation of management and managerial costs, and to study and suggest reorganisation of the tea trade structure.

It also suggested the convening of a conference of tea-producing countries "to stabilize tea prices on a reasonable level so that reasonable wages and working conditions be made available to labour in terms of legislation, present and proposed". The convention urged no action should be taken against labour either by abolishing present benefits or by postponement of the Plantation Labour Act until the report of the proposed commission. It also appealed to the Government to call immediately a meeting of the standing Tripartite Committee on Plantations to consider ways and means of continuing the production and employment in tea gardens as before.

Employees State Insurance Scheme.- The resolution on improvements in Employees' State Insurance Scheme requested the Government to decentralize administration of the scheme.

Provident Fund scheme.- The resolution on provident fund scheme expressed the I.N.T.U.C's satisfaction over the enforcement by the Government of the scheme and urged that the scope of the Act be extended to cover other industries including seasonal factories and workers employed through contractors. It further urged that "the defects in the scheme be removed". The convention suggested that the share of the employers' contribution should progressively increase, and that it should be ~~fixed~~ ~~full~~ not later than 10 years.

Dismissal of women workers in Assam.- The resolution on discharge of women workers urged the Government to take immediate steps to set aside the decision of a tribunal in Assam which had held that women workers were mere adjuncts of husbands and as such they could be discharged after the discharge of their husbands. This decision, the resolution pointed out, ran against the spirit of the Constitution.

Industrial housing.- The resolution on industrial housing appreciated Governmental efforts in some States in providing better and greater housing facilities for industrial workers. It congratulated the Government of India for setting apart 90 million rupees to subsidize housing and give loans for this purpose and urged upon the Government the necessity of "continuing the grant on increased scales every year until the shortage was removed".

Workers' amenities.- By another resolution the Congress urged employers "to provide not merely the minimum amenities under the law but to maintain a high standard of amenities and working conditions for workers". It urged the Government "to prescribe satisfactory standards for different industries both in the public and the private sector and to see that these standards are properly enforced".

Co-operative movement.- The resolution on co-operative movement asked the affiliated trade unions to make effective steps to form co-operative societies among workers and thus to strengthen the trade union movement.

The convention decided to construct a building for the I.N.T.U.C. in Delhi at a cost of 500,000 rupees and appealed to all members of the affiliated trade unions to raise a fund for the building by paying four annas each.

Office bearers.- Mr. Michael John was elected President and Mr. Hariharnath Shastri General Secretary for the next year. Mr. S.R. Vasavada, Mr. Kamakshya Prasad Tripathi, Mr. Kashinath Pandey and Mr. G. Ramanujam were elected vice-presidents, and Mr. B.D. Ambekar treasurer.

(The Indian Worker, 27-12-1952;  
The Hindustan Times, 28 and  
29-12-1952 )

Membership of Central Trade Union Organisations:  
1,548,568 workers affiliated with I.N.T.U.C.

According to a statement placed on the table of the Council of State on 16 December 1952 by Mr. Abid Ali, Deputy Minister of Labour, 1,232 trade unions with a total membership of 1,548,568 workers were affiliated to the Indian National Trade Union Congress. The Hind Mazdoor Sabha had 517 unions with 804,337 workers, the United Trade Union Congress 332 unions with 384,962 members, and the All-India Trade Union Congress 736 unions with 758,314 members.

(The Statesman, 17-11-1952).

Travancore-Cochin Trade Unions Regulation, 1952.

The draft Travancore-Cochin Trade Unions Regulation, 1952 (vide page 4 of the report of this Office for January 1952) have been approved and gazetted on 25 November 1952. The Regulations prescribe, inter alia, the manner in which trade unions shall be registered and the fees payable on registration, the procedure for the transfer of registration in the case of any registered trade union which has changed its head office from one place to another, the procedure for alteration of rules of trade unions, the manner in which, and the qualifications of persons by whom, the accounts of registered trade unions shall be audited, and the procedure for inspection of registers and documents.

(Travancore-Cochin Gazette No. 47 25 November 1952)

28. Employers' Organisations.

India 6 December 1952.

Annual General Meeting of the Associated  
Chambers of Commerce, Calcutta, 15 December  
1952: Commerce Minister reiterates  
Government's Policy: Unlimited Field for  
Foreign Capital not to be allowed.

Addressing the annual general meeting of the Associated Chambers of Commerce at Calcutta on 15 December 1952, Mr. T.T. Krishnamachari, Commerce Minister, Government of India, announced that there had been no change in the policy of the Government regarding foreign capital, but the Government did not propose to allow an unlimited field for foreign capital in the ~~int~~ trading section. He added that the Government hoped and expected that the non-Indian firms would go ahead with the Indianisation of their superior staff both technical and administrative. Mr. A.C. Innes presided. The meeting, among others, adopted a resolution calling for a "thorough reexamination and reformulation" of the Government's policy towards the coal industry.

Mr. A.C. Innes' presidential address: need to save India's markets stressed. - Mr. A.C. Innes, in his presidential address stressed the need for considering measures to help India maintain her industry and commerce in a buyers market and in a world grown once again ~~competitive~~ competitive. He welcomed the Five Year Plan, "since, to know the programme of the Government over a fixed period will be of the greatest assistance to us in ordering our own affairs". Mr. Innes said that private enterprise had suffered during the past few years from the feeling that it did not know where it was. There seemed to be an impression that it ought not to be there. Now it had recognition and its allotted place under the Plan and it would be up to them to frame their policies accordingly, secure in the knowledge that they might thus look for the support and co-operation of the Government in their difficulties,

which would become increasingly serious, particularly so far as the country's export trade was concerned, if, as appeared likely, the period of the Plan coincided with a period of increasing world competition and falling prices.

Buyer's market and not increased production needed.- Referring to the serious fall in commodity prices at the beginning of the year Mr. Innes said a certain amount of consumer resistance ~~is~~ developing within India itself, which was affecting internal trade, and ~~that~~ their export trade was undoubtedly facing increasing competition and, in the case of some commodities, was losing ground. There seemed to be a very prevalent idea that what India needed was increased production throughout all her industries and that such an increase would solve her economic problems. He thought that this was a dangerous theory. Increased production admittedly generally resulted in reduced costs, but if the price of an article was then still too high, the increase in production made the situation rapidly worse instead of better. Too much attention was being paid to the easy slogan of more production and too little to the real problem, ~~and~~ which to his mind was that in a buyers' market considerations of price and quality were paramount. To illustrate his point he instanced the case of the tea industry which, from the point of view of exports, was India's second most valuable industry, and for the sake of India's balance of trade the prosperity of the industry was of vital importance. During the years of its prosperity, ~~however~~ however, when one of its greatest competitors was overrun by the enemy and was therefore no longer a competitor, it was saddled with burden after burden. Those years of prosperity were now over, competition from other countries had made itself felt, the supply of tea apparently exceeded the world's demand, the industry could no longer carry those burdens and many gardens were being forced to close. The remedy here was not increased production; in fact, it might be necessary to reduce production to improve quality. The remedy was to reduce costs, and since all industry throughout India was now operating in a planned economy and was no longer so free an agent as it used to be, costs were largely beyond their control and it was necessary for them to take their troubles to Government and to point out where help was needed.

Wages of workers.- Indicating the methods of assistance which the Government should consider, such as relief in export duties, reduction of those levies which were beyond the ordinary burden of taxation on industries which were thought to be able to carry them, like the heavy cesses on ~~the~~ coal, and the subsidizing of rationed foodstuffs both for their labour and its dependants by the tea and coal industries. Mr. Innes emphasised that in the context of world competition, the wage of any worker could only

~~the~~ be determined not by what a Government thought he ought to receive, but by what his work was actually worth on a comparison of relative values of work and wages in other countries. Employers recognised the necessity for paying fair wages in the interest of raising the standard of living in the country. It was not his object to suggest that wages in India were too high but he did feel that the industrial worker and tea garden labourer were at present well paid by the standards of living now prevalent, and were certainly comparatively ~~xxxxxx~~ better off than the middle-class; and it did seem that the recent decision to burden tea companies at a time of falling prices for tea with a greatly increased wage bill as well as with rationed food has had serious consequences in that it was resulting in a number of companies going out of business and their workers being thrown out of employment.

Retrenchment.- Mr. Innes said that many industries were at present carrying surplus labour because of the difficulties of effecting retrenchment. Retrenchment, with its consequent unemployment was a thing which all of them much disliked and they realized that it presented a major problem to the Government, but the fact was that when their export industries had again to meet severe competition in their markets overseas it would not be possible for them to pay two men to do a job which could be done by one. They would have to keep their costs down, and labour nowadays was a very important item in costs. This situation would one day have to be faced, and they hoped that a realistic view of it would then be taken, if it was not the problem of unemployment would ultimately be made worse, not better. Mr. Innes said that they were glad to note that efforts were being made to expand the steel industry of India. Expansion of such a basic heavy industry had repercussions not only on its ancillary industries but also on the whole industrial development of the country, and this should in time help considerably towards the problem of unemployment.  
~~xxxxxxxxxxxxxxxxxxxxxxxxxxxxxxxx~~

Abolition of controls.- Mr. Innes said that they appreciated the fact that the tendency of the Government during the past few months seemed to have been towards the abolition of controls, which, in the Government's opinion, were no longer necessary, and they hoped that this policy will continue. In this connection he ~~xxxx~~ drew particular attention to the control on coal exports, under which exporters were forced to ship a large proportion of inferior quality coal to foreign countries. This policy was endangering a valuable export business since the overseas buyers naturally resented being forced to take poor quality coal from India and would place their business elsewhere once they were able to obtain coal of better value from another country.

Commerce Minister's address.— Mr. T.T. Krishnamachari in his address referred to the Five Year Plan and said that planning under a democratic system of government was not an easy matter. There was much that could be planned, determined and carried out with speed and ruthless efficiency under totalitarian planning which was well nigh impossible in a democratic system; and it was this fact that made all such plans sometimes look inadequate, unsatisfying and even mild. All that he would claim for the Five Year Plan was that the element of compulsion envisaged in it was only to that degree which would be permitted under a democratic system of government. A beginning had been made. The Government was impatient of delay ~~to~~ the achievement of its aims. It was desperately anxious that the people of this country should have a better standard of living, in fact some additional element in their lives that made life worth living. It therefore welcomed all the criticism that the members of the public and those interested in commerce and industry were inclined to offer on this Plan because, this was the first Plan and no ~~maximum~~ plan could be improved upon in the second stage without the full force of public opinion being focused on the initial attempt.

Fall in prices.— Referring to the fall in prices Mr. Krishnamachari said that from the peak of about 460 in the middle of April 1951, the index number of wholesale prices declined to 428 by the end of January 1952 and thereafter there was a further sharp drop to 365 in the next six weeks. This fall in prices led to various fears and apprehensions in certain quarters which subsequent events have proved to be exaggerated and unjustified. Since then, prices had reached more or less a stable level not far from the level of the pre-Korean prices. Although it was hardly possible to prognosticate about the future, the possibility of any depression such as occurred in the 'thirties of the century could be ruled out, if for nothing else, because of the knowledge of which Government had since gained about the technique of dealing with depression. The Government was conscious that the economic situation had changed and it was no longer the position that the aggregate demand exceeded the supply in practically ~~in~~ all lines of business as it was up to the beginning of 1951. The Government was alive to the need for safeguarding the level of employment and production and had been taking various measures including the relaxation of a number of industrial controls as also control over exports and imports; and the increased production in the country notwithstanding all these problems bore testimony to the health and strength of its economy. At the same time it had to be remembered that a plan involving an outlay of 20,000 million rupees was currently in operation. The resources in sight to finance it ~~was~~ far short of requirements and the Government had therefore to be



on its guard against the upsurge of inflationary pressures. It was determined to hold the price line firmly and for that reason it had decided to maintain control over food and food prices which formed the most strategic sector of the economy.

Production and prices.- Mr. Krishnamachari was glad that the President had suggested that too much emphasis had been laid on increasing production and ~~the~~ little on prices and perhaps on quality. But he pointed out that in general the situation could not be met by curtailment of productive activity. It might be that they were right up to a point in regard to a commodity like ~~the~~ tea. As a general proposition, however, it had to be admitted that there were no lack in this country of potential consumers for goods that could be produced. An analysis of the present state of lack of demand was easy and everybody would see that it was due to the lack of purchasing power. But in plain language the root of the trouble was really the poverty of the people.

Export duties.- Mr. Krishnamachari pointed out that the Government had been paying special attention to the export industries during the last six months, in particular ~~to~~ jute and tea. It would not be fair to judge the extent of the Government's interest in this matter by the results achieved. For, after all, the dependence of export industries on conditions obtaining elsewhere in the world was a limiting factor to the success of its efforts. Reduction of either excise or export duties did not always lead to increase in the offtake, nor did the price to the ultimate buyer or consumer get reduced to the same extent as the reduction made. To ~~take~~ ~~the~~ take the instance of tea to which the President had referred, it was well known that retail prices in India bore no relation to the prices obtained by the primary producer.

Wages.- Dealing with <sup>the</sup> complaint that the Government had a tendency to impose further burdens on industry beyond the ordinary burden of taxation, Mr. Krishnamachari said that the Government was always willing to consider with care all representations made to them in respect of the ~~hardship~~ hardship ~~caused~~ caused to the business community by any particular tax or cess. As regards wages, it was true that in the readjustment of incomes that had followed changes which took place in the war, the lower middle classes ~~was~~ were the most badly affected. But a comparison in the matter of earnings of an industrial worker with the salaried only indicated that the position of the salaried should be improved. ~~It~~ It did not mean that better wages and the promise of better standard of living obtained by the industrial worker should be curtailed or denied to him. ~~He~~ He agreed that in the process nothing should be done to injure the industry which was the means of providing the industrial worker with higher wages. But that and

that only should be the consideration in the matter of determining the wages of the workers.

Foreign capital. Mr. Krishnamachari stated that there had been no change in the policy of the Government regarding foreign capital. He added that during the time he had been in office he had interviewed innumerable people who had come to see him with a desire to help in the industrialization of this country, in many cases in participation with Indian interests. The Government felt that all this was evidence of the fact that the world felt that India would treat fairly all who seek investment in the country and India was a reasonably safe country for such investment. While it welcomed fresh foreign capital generally and encouraged the existing concerns who were financed with foreign capital to continue their operations, the Government did not propose to allow an unlimited field for foreign capital in the trading section. Speaking for himself, he was rather alarmed at the increasing tendency on the part of existing concerns to build up integrated organisations which did both ~~the~~ manufacturing and trading. There was a time when trading was largely left in the hands of Indian interests and this new feature was naturally very disconcerting to them. In the trading field, capital required was not so great, nor was technical ability of a high order needed. The Government would naturally felt that under these circumstances they ought to be left to indigenous enterprise and initiative. The Government was getting requests now and again from countries which had formerly trading organisations in India to permit them to reopen these operations. While the Government was loath to exercise its veto on such requests, he would like to point out that the Government proposed to see a contraction rather than an expansion of non-Indian concerns engaged in trading pure and simple.

He emphasised that non-Indian concerns in this country which received national treatment ~~xx~~ must inevitably accept national obligations. He therefore, hoped and expected that non-Indian firms would go ahead with the Indianization of their superior staff both technical and administrative. He also expected them to encourage Indian firms engaged in insurance, shipping and in the manufacture of ancillary products which could be used by the industries they controlled. It was only fair to suggest that every big non-Indian concern in this country should make it a point to see that at least 50 per cent of their insurance business and a large percentage of their shipping business went to Indian concerns. They would be strengthened <sup>and</sup> their position in this country by such acts far more than any number of assurance that might be given by the Government to them in the matter of fair and impartial treatment.

Resolutions. The Chamber in a resolution ~~today~~ called for a "thorough reexamination ~~of~~ and reformulation" of the Government's policy towards the coal industry. This, it said, should be carried out in the "closest possible consultation" with the industry itself. The Chambers urged that ~~the~~ an endeavour ~~should~~ should be made to remove all unnecessary controls over ~~the~~ industry and where controls could not be abandoned, the industry's representatives should be permitted to participate fully in the Boards and Committees responsible for the exercise of the controls.

By a resolution on the cotton mill industry, the Chambers deplored the constant changes in Government policy in regard to the cotton mills industry and viewed with alarm the steady increase in the taxes and levies imposed on the industry, in addition to restrictive regulations on production.

The Chamber in another resolution emphasised the need for overhauling and improving the appellate procedure under the Indian Income-Tax Act.

The Chamber suggested clarification of the constitutional position with regard to the interpretation of Article 286 of the Constitution by means of a reference by the President to the Supreme Court. It added that the conflicting decisions of the Courts and differing provisions of sales tax legislation by the various States had created confusion and uncertainty which was adversely affecting both the internal and foreign trade of the country. (Article 286 deals with restriction on State Governments as to imposition of tax on the sale or purchase of goods outside the State or import into and export out of India).

The Chamber adopted a resolution emphasising the need to develop India's transport system, including ancillary services to be so planned as to anticipate, not to follow the country's programme of industrial expansion as envisaged in the Five Year Plan.

Other resolutions adopted dealt with the electricity industry, Indian Customs tariff and the Indian Companies Act.

(The Statesman, 16 and 17-12-1952).

## 29. International Co-operation.

India - December 1952.

### ILO Experts' Team Welcomed: Programme discussed at Inter-Ministry Meeting.

An inter-Ministry meeting to discuss the programme of the team of ILO experts on payment by results and productivity, was held at New Delhi on 10 December 1952; Mr. V.V. Giri, Union Labour Minister presided. The mission consists of Prof. T.V. Matthew (leader), Mr. H.F. Ross, Mr. G.L. Peace, Mr. K.J. Shone, Mr. Shearer and Mr. A.W. Baker. The meeting was convened to enable the expert mission to have the views of other Ministries concerned with the subject, namely, Commerce and Industry, Production, Communications, Education, Works, Housing and Supply and the Planning Commission.

The purpose of the mission is to show how productivity and the earnings of the workers in Indian industries can be raised by the application of in selected plants of modern techniques of work-study and plant organisation and, where appropriate, by the introduction of suitable systems of payment by results.

Addressing the meeting, ~~the~~ Mr. Giri said that increase in productivity was essential for better consumers' services and higher earnings. A better standard of living could be achieved on a permanent basis only through higher productivity and fuller employment of resources. The Minister announced that the Government hoped to prepare a five year programme of productivity studies as recommended by the Planning Commission.

Methods of operation. - Prof. T.V. Matthew, leader of the mission, outlined the methods of operation proposed by the team to raise the standard of living in India by the production of better goods at lower prices. This could be achieved, he pointed out, by developing new processes of production and improving existing ones and by standardizing and improving the designs of products. While these questions might be of a long-term nature requiring capital expenditure and technical research, it would undoubtedly result in increased productivity and improved product-quality while reducing unit costs and increasing labour earnings. What was required by the team was an opportunity to visit a number of individual companies and Prof. Matthew was confident that with the co-operation of employers it could be demonstrated how productivity studies would yield better results.

Regarding short-term methods requiring relatively little capital expenditure, he suggested the need for improvement in the utilisation of the existing plants and auxiliary equipment, raising the standard of work and more efficient utilisation of labour. The initial tasks of the mission would be to establish a working relationship with employers' and workers' organisations in the Ahmedabad, Bombay and Calcutta areas so that the objects of the mission could be clearly understood by all concerned. It was important that the mission as a whole and the teams in Ahmedabad, Bombay and Calcutta should work in such a way that the results of their work would wherever possible, be authenticated by the employers' and workers' representatives or be publicised by the organisations in such terms as to stress the value of the methods used in obtaining the results.

(The Statesman, 12-12-1952).

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## CHAPTER 3. ECONOMIC QUESTIONS.

INDIA - DECEMBER 1952.

### 31. General Economic Situation.

#### Collection of Statistics: Bill introduced in Parliament.

Mr. T.T. Krishnamachari, Minister for Commerce and Industry, Government of India, introduced on 19 December 1952 in the House of the People a Bill to facilitate collection by the Government of statistics relating to industries, trade and commerce.

The Collection of Statistics Bill seeks power to compel all concerns, including managing agency firms engaged in trade and commerce with foreign countries and inter-State trade and commerce, trading firms or corporations, incorporated, registered or otherwise permitted in India, including banking, insurance and other financial corporations and stock exchanges to furnish statistical information to the Government.

Matters on which information may be sought under the Bill are: (1) Any matter relating to any industry or class of industries; (2) any matter relating to any commercial or industrial concern or class of commercial or industrial concerns, and in particular any matter relating to factories; and (3) any matter so far as it relates to the welfare of labour and conditions of labour.

According to the statement of objects and reasons of the Bill the Government has at present very limited legal powers to collect statistics for the various subjects which are the concern of the Centre, particularly in the industrial and commercial fields. The existing arrangements for getting trade statistics through the Customs authorities and statistical data in respect of specific commodities under the relevant Acts, are also not very comprehensive. Thus, the Government has largely to depend on the voluntary co-operation of the interests concerned in regard to collection of statistical data from industrial concerns and business houses.

Recently in order to assess the extent to which foreign-owned and foreign-controlled firms engaged Indians and foreign nationals, a notification calling upon all undertakings to furnish the statistics was issued in all important English daily newspapers all over India. The response to the notification has not been satisfactory.

Though the Government can exert pressure to make certain firms submit returns, they considered expedient that they should be armed with powers to compel all concerns to do so.

(The Hindustan Times, 20 December 1952;  
The Gazette of India, Part II, Section 2,  
27 December 1952, pages 625-629 )

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### 33. Full Employment Policy.

India - December 1952.

#### Financing of Tea Gardens: Centre to give Limited Guarantee to Banks.

Reference was made at page 17 of the report of this Office for November 1952 to the closure of various tea gardens in Assam and West Bengal due to lack of finances. The Ministry of Finance announced on 11 December 1952 that the Government of India has decided to give a limited guarantee to banks in respect of their loans to tea estates to finance the tea crop of the coming season. Under the guarantee, the Government will reimburse to scheduled and apex co-operative banks, to a certain extent the deficits, if any, in the 1953 crop accounts of both sterling and rupee tea gardens, which have been directly financed by them in 1952. It is estimated that the tea estates will seek loans from banks of approximately 20 million rupees. The guarantee will not extend to gardens financed direct by agency houses, whether or not the agency houses in their turn borrow from banks. The guarantee will be limited in the case of gardens situated in areas other than Cachar, Tripura and the Dooars to 10 per cent and in the case of gardens in these areas to 15 per cent of the repayment actually made by the gardens to the bank against the 1952 hypothecation account.

The limited objective of this scheme is to induce banks to make available, in respect of the 1953 season, to such marginal or sound tea gardens as are now in difficulty, a higher level of finance than the banks are at present prepared to provide. It is ~~and~~ not intended that the guarantee should be used to bolster up gardens which are clearly uneconomic. It will not cover any outstanding loans granted by banks in the past. Banks participating in the scheme will be required to obtain mortgage over the tea estates and the latter will be prohibited from declaring dividends until the loans obtained by them under the scheme are fully discharged.

The announcement adds that the Government is considering urgently measures to bring about a reduction in the cost of production and to stabilise prices, but in the meantime it has become immediately necessary to ensure that production in 1953 is not impeded for lack of normal bank finance. The present scheme is stated to be ~~the~~ "the most practical way" in which the Government can assist in easing the emergency, and it was drawn up "after consultation with all the interests concerned".

(The Statesman, 13-12-1952 ).



34. Economic Planning, Control and Development.

India - December 1952.

India's First Five Year Plan: 20,600 Million Rupees Blueprint for increasing National Wealth.

Mr. Jawaharlal Nehru, Prime Minister, presented in the Parliament on 8 December 1952, India's first five-year plan, providing for a total outlay of 20,687.8 million rupees during the period  
\*  
1951-1956 .

The plan, which represents the second phase of the Planning Commission's work since its appointment in March 1950, is a comprehensive blueprint embodying not only the Five-Year Plan as such but an objective analysis of the state of economy, assessment of resources, the financial, economic and social policies to be followed during the period of the Plan and suggestions for strengthening and improving the public administration to meet the obligations of a Welfare State.

The present report is divided into three parts. The first part contains an analysis of the process of development in an under-developed economy and indicates the long-term goals towards which national

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\* Government of India. Planning Commission. The First Five Year Plan. Vol. I and II. (Roneoad).

effort is to be directed. At the end of the first part is given a summary statement of the Five-Year Plan and of what is sought to be achieved through it. The second part of the report is concerned with administration and public co-operation. In the third part of its report are outlined the various programmes of development. These are grouped under three broad heads, namely, agriculture, irrigation and community development; industry and communications; and social services and employment. Each aspect of development is taken up in turn, needs and resources assessed and the Commission's own proposals for policy and action are presented. In a separate volume details are given concerning the principal development schemes included in the Five-Year Plan.

The broad allocation of resources among the main heads of development in the Plan is indicated below:-

	Outlay during 1951-1956 (Rs. <del>million</del> <sup>crores</sup> )	Percentage of total outlay
Agriculture and community deve- lopment.....	360.43	17.4
Irrigation and Power.....	561.41	27.2
Transport and Commu- nications.....	497.10	24.0
Industry.....	173.04	8.4
Social Services...	339.81	16.4
Rehabilitation....	85.00	4.1
Miscellaneous.....	51.99	2.5
	<u>2,068.78</u> CRORES	<u>100.0</u>

Financing the Plan.- In assessing the resources for financing the Five-Year Plan, the

1 CRORE = 10 million

Commission has drawn attention of one fundamental fact, namely, that although in the Five-year Plan expenditure of the order of 20,690 million rupees has been estimated, conditions must be created whereby the necessary developments in the private sector are not impeded. There is one single pool of investible resource, from which both the private and public sectors have to draw. The problem, therefore, is not only to find resources for the public sector but to enlarge progressively the size of the common pool and to see that the total thus available is allocated between the two sectors in terms of agreed priorities.

During the Plan period, it is estimated that public savings, i.e., the savings out of current revenues, will finance about 7,380 million rupees of the expenditure visualised. Private savings likely to be available to the public sector through loans, small savings, deposits and funds, and other miscellaneous channels have been estimated at 5,200 million rupees. The two sources which together provide the normal budgetary resources of the Central and State Governments will thus meet about 12,580 million rupees of the planned outlay of 20,690 million rupees. In addition to the normal budgetary resources thus estimated at 12,580 million rupees, credit can be taken for external assistance already received from the International Bank, the United States, Canada, Australia, New Zealand, etc., amounting to date to 1,560 million rupees. There is still left a gap of 6,550 million rupees. This gap has to be met from further external resources or, in the absence of it, by additional measures of internal taxation and borrowing and from deficit financing which is visualised to the extent of 2,900 million rupees.

Effect on National Income and employment.— In the present Five-year Plan, capital formation is estimated to rise by about 20 per cent of the additional national income each year. The internal resources thus available will, to some extent be supplemented by external resources. By 1955-56, national income will have gone up to about 100,000 million rupees, i.e., by about 11 per cent. If, from 1956-57 onwards, investment is stepped up by each year by about 50 per cent of the additional output, it would be possible to double per capita income in about 27 years from now, i.e., by 1977.

A substantial increase in the volume of employment is a major consideration in planning in India. A programme of full employment at rising real wages can be effective only as capital formation in the country goes up. The Five-year Plan envisages progress in this direction through expansion of irrigation, power, basic industries, transport and other services. But aggregate investment will have to be stepped up continually in the

succeeding periods if employment opportunities in the economy are to expand rapidly.

While the elimination of unemployment in an under-developed economy is, by its very nature, a somewhat long-term problem, the immediate problems raised by unemployment have to be approached from a broad social point of view. In this connection, the Commission makes several suggestions. For example, proper safeguards must be made against excessive unemployment arising out of a process of technological change. Again, in determining the distribution of capital in new lines, their capacity to absorb labour should be given special attention, and the need to increase employment opportunities should be constantly kept in view. A quantitative assessment of the effect of the Plan on the employment situation as a whole is not easy, the Report says, because a large mass of statistical data would be necessary concerning the estimates of available population for gainful occupation, expected volume of employment, volume of unemployment and the manpower requirements, etc. An attempt has, however, been made to work out such estimates which, the Commission points out, are very rough approximations and maybe much wide of the mark. Subject to this remark, the additional employment opportunities which will be created in some selected sectors are as follows:

	Additional employment	
Industry, including small-scale industries.....	400,000	annually.
Major irrigation and power projects.....	750,000	annually.
Agriculture: Due to additional area irrigated	1400,000	annually.
Due to repairs to tanks.....	150,000	annually.
Due to land reclamation scheme.....	750,000	annually.
Building and construction.	100,000	annually.
Roads.....	200,000	annually.
Cottage industries.	2,000,000	annually plus
	3,600,000	will be provided with fuller employment.
Tertiary sector and local works.....	There will be more employment here but it is not possible to estimate it.	

Appraisal of the programme.— The statement below gives the results of the development programme in terms of certain select targets and indices:—

## I Agriculture:

Foodgrains (million tons)....	52.7	61.6
Cotton (lakh bales) .....	29.7	42.2
Jute (lakh bales).....	33.0	53.9
Sugarcane (million tons).....	5.6	6.3
Oilseeds (million tons).....	5.1	5.5

## II Irrigation and Power:

Major irrigation (million acres))	50.0	8.5
Minor irrigation (million acres))		(net addition)
Electrical energy (installed capacity in million KWS).....	2.3	11.2
		(net addition)
		3.5

## III Industry:

Iron and Steel (lakh tons) <del>xxxxxx</del>	3.5	6.6
Pig iron available for foundries./		
Finished steel.....	9.8	13.7
Cement (lakh tons).....	26.9	48.0
Aluminium (thousand tons).....	3.7	12.0
Fertilisers (thousand tons)		
Ammonium sulphate.....	46.3	450.0
Superphosphate.....	55.1	180.0
Locomotives (Nos.).....	=	170
Machine tools (Nos. in thousand)...	1.1	4.6
Petroleum refining		
Liquid petroleum (million gallons). N.A.		403.0
Bitumen (thousand tons)..... N.A.		37.5
Cotton manufacture		
Yarn (million lbs.).....	1179	1640
Mill cloth (million yards).....	3718	4700
Handloom (million yards).....	810	1700
Jute manufacture (thousand tons)...	892	1200
Agricultural machinery		
(a) Pumps power-driven (thousands)...	34.3	85.0
(b) Diesel engines (thousand).....	5.5	50.0
Bicycles (thousands).....	101.0	530.0
Power alcohol (million gallons)...	4.7	18.0

## IV Transport:

Shipping (tonnage)		
Coastal (GRT thousands).....	211.0	315.0
Overseas (GRT thousands).....	173.5	283.0
Roads		
National Highways (thousand miles)	11.9	12.5
State Roads (thousand miles).....	17.6	20.6

## V Education:

Pupils in		
Primary schools (lakhs).....	151.1	187.9
Junior basic schools (lakhs).....	29.0	52.8
Secondary schools (lakhs).....	43.9	57.8
Industrial schools (thousands)....	14.8	21.8
Other technical and vocational training schools (thousands)...	26.7	43.6

## VI Health:

Hospitals (beds in thousands).....	106.5	117.2
Dispensaries (numbers)		
Urban .....	1358	1615
Rural .....	5229	5840

## VII Development institutions:

Panchayats (thousands).....	55.1	69.1
Co-operative societies		
Credit (thousands).....	87.8	112.5
Sale and marketing (thousands)....	14.7	20.7
Multipurpose (thousands).....	31.5	40.5
Lift irrigation (Nos.).....	192.0	514.0
Co-operative farming (Nos.).....	352.0	975.0
Others (thousands).....	27.3	35.8
Total (thousands).....	161.9	221.1

Agriculture and Community development.— Agriculture and community development is a comprehensive description for several items of reconstruction which include, besides agricultural production, livestock improvement and dairying, forests and soil conservation, co-operation and village panchayats. The plan makes a total provision of about 3,610 million rupees of which 1,840 million rupees is for agriculture, a little over 1,000 million rupees for community projects and rural development, 220 million rupees for animal husbandry and dairying, 150 million rupees for stimulating local development through the agency of local authorities, another 150 million rupees for development programmes in scarcity-affected areas, and 120 million rupees for forests and soil conservation.

The programme for increasing agricultural production covers foodgrains as well as cotton, jute, sugar-cane, and oilseeds. In foodgrains, the target for 1955-56 represents an increase of about 14 per cent over the level in 1949-50. In the case of cotton and jute, production is expected to go up by over 44 per cent and 63 per cent respectively above the level in 1950-51, while the increases in sugar-cane and oilseeds are estimated at about 13 per cent and 8 per cent respectively.

Irrigation and power programmes.— The programme for irrigation and power is based primarily on projects initiated in the period prior to the Plan. The total cost of the projects thus taken over into the Plan has been estimated at 7,650 million rupees, of which an expenditure of 1,530 million rupees had already been incurred up to the end of 1950-51. The provision for these projects in the period of the Plan is 5,180 million rupees, leaving only a little under 1,000 million rupees to be spent in the subsequent years. The progress made on these projects will help, within the period of the Plan, to bring an additional area of 8.5 million acres under irrigation and to generate 1.1 million KWS of additional power. On the completion and full development of these projects, the total addition to the area irrigated will be 16.9 million acres and to power 1.4 million KWS.

The irrigation and power benefits from the major projects in the period of the Plan will be supplemented by the results of the minor irrigation programme and by the extension schemes of private electricity undertakings. The minor irrigation programme in the Plan, involving an expenditure of 770 million rupees, is as follows:—

	Area benefited (million acres)
Dams and Channels.....	4.4
New Wells.....	1.1
Repairs and derelict wells Tubewells.	0.5
Tubewells (other than those included in the major irrigation programme)....	0.7
Tanks.....	0.8
Pumping installations.....	0.7
Schemes in respect of the additional provision for minor irrigation.....	3.0
	<u>11.2</u>

As regards power, the extension projects of private electricity undertakings will add 166,000 kws. of installed capacity in the period of the Plan.

Industrial development.— The expenditure on Industry, as shown in the development programmes of the public sector, is 1,730 million rupees; this covers 1,400 million rupees to be spent on large-scale industries, and ancillary transport expansion, 270 million rupees on cottage and small-scale industries, and about 60 million rupees on mineral development and scientific and industrial research. Some of the industrial schemes in the public sector are, however, shown under other heads. For instance, the Chittaranjan locomotive factory and the all-steel coach factory are part of the development plan for railways. The net investment in manufacturing

industries figuring in the public development programme taken as a whole, but excluding a lump-sum provision of 500 million rupees for basic industries and transport, is 940 million rupees over the five years. Investment in the private sector on expansion of industries and on modernisation and replacement is likely to be of the order of 3,830 million ~~rupees~~ rupees. The total investment on industrial development in this period can thus be placed at 4,770 million rupees.

The development programme in the public sector provides for a new iron and steel project estimated to cost 800 million rupees over a period of six years from the date of commencement; the expenditure in the period of the Plan, estimated at 300 million rupees, is to be financed partly by Government and partly by private enterprise. Most of the industrial projects in hand in the public sector will be completed by 1953-54. The Sindri fertiliser factory has commenced production and it is expected that it will shortly reach a monthly rate of ~~an~~ output of 1,000 tons of ammonium sulphate. With the production of 120 locomotives a year in the Chittaranjan locomotive factory by 1955 and the estimated output of 50 locomotives at the Tata Locomotive and Engineering Company, the railways will be able to secure their normal annual replacement requirements of locomotives almost entirely ~~for~~ from domestic production. The production of high precision machine-tools, telephone equipment, dry core cables, and newsprint envisaged in the Plan will also strengthen the industrial structure.

Working plans in the private sector, drawn up in consultation with the representatives of the industries concerned, aim at expanding the installed capacity of several capital and producer goods industries and, in the case of consumer goods industries, primarily at fuller utilisation of existing capacity. Over the five-year period, the production of heavy chemicals is expected to go up by 156,000 tons, of fertilisers by 528,600 tons, and of pig iron by 310,000 tons, of ~~raw~~ steel by 394,000 tons, and of cement by 2.1 million tons. The output of consumer goods industries is also estimated to increase considerably; the production of cloth is scheduled to go up by 1,872 million yards, of sugar by 340,000 tons, of salt by 429,000 tons and of vegetable oils by 182,000 tons. The output of a number of light engineering industries is also expected to register substantial improvement. It will be the objective of Government policy to assist the private sector to the extent possible in the creation and maintenance of conditions favourable to the attainment of the targets proposed.



The Plan also contains an extensive programme for village industries, designed to increase rural employment.

Transport and communications.- In the programme for Transport and communications, a little more than half of the total outlay is on railways. This outlay is designed to meet the arrears in replacement accumulated over a long period (particularly during the War) and to equip the railways with the minimum equipment and installations necessary to carry the additional load which will be placed on it as a result of development in other sectors of the economy. At the beginning of 1951-52, about 12 per cent of the locomotives, 28 per cent of the coaches and over 10 per cent of the wagons in use were due for renewal. Considerable lengths of the track were also in need of repair and rehabilitation. The Plan provides for an expenditure of 500 million rupees per annum on railways in addition to 300 million rupees per annum estimated as required for meeting the current depreciation of railway installations and equipment. This will enable a few of the more urgent extensions to be undertaken, but the total provision for new lines over the five years is only about 200 million rupees and so the programme for railways must be regarded primarily as one of rehabilitation.

The total provision for road development in the centre and the States together amounts to over 1,000 million rupees, ~~and this~~ Of this, about a quarter will be on the development of national highways, and the rest mainly on State roads. With the projects for local and intensive development visualised in the Plan, it is estimated that approximately 16,000 to 17,000 miles of village roads could be constructed through community effort ~~in~~ within this period.

As regards ports, the Plan provides for 120 million rupees for the construction of a new port at Kandla, 50 million rupees for the creation of port facilities for oil refineries, and another 120 million rupees as loans to port authorities for carrying out a programme of rehabilitation and modernisation.

The Plan also visualises development in certain relatively new lines of transport, of which shipping is the most important. The programme for the development of shipping is designed primarily to enable the coastal trade of the country to be reserved for Indian vessels and to ensure their fuller participation in overseas trade. With these in view, the Plan makes provision for construction of additional berths in the Visakhapatnam shipyard, which will not only make available about 100,000 G.R.T. for coastal shipping during this period, but also help to reduce the costs of

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construction. In addition, there is provision in the Plan for loans to shipping companies for acquiring additional tonnage for overseas trade.

The Plan also provides for 95 million rupees for purchase of new aircraft and for payments of compensation, consequent on nationalisation of civil aviation.

Social services and rehabilitation.— The Plan provides for a total expenditure of 3,400 million rupees on social services of which 1,560 million rupees are for education, about 1,000 million rupees for medical and public health services, 490 million rupees for housing, 290 million rupees for backward classes (including scheduled castes and tribes), and nearly 70 million rupees for labour and labour welfare.

The ~~allotment~~ allotment for education includes a sum of 40 million rupees for assistance to voluntary social welfare organisations so that their work can be expanded and devetailed into the national development programme. In the States, the Plan contemplated only a limited measure of expansion in social services. At the Centre there is a provision of 200 million rupees for further development in the field of primary and secondary education. The average annual expenditure proposed under education represents an increase of nearly 40 per cent over the development expenditure, in 1949-50. This would lead to a certain amount of ~~expansion~~ expansion of educational facilities in the States' sector. The number of pupils attending primary, junior basis, secondary and technical and vocational (other than industrial) schools is expected to increase by 28, 31, 31 and 41 per cent respectively as compared to 1950-51.

In the sphere of health, the Centre has a programme for malaria control which will be co-ordinated with the programmes of the States; the programme is intended to protect about 200 million people in rural areas through insecticidal spraying measures. The Plan provides also for the construction of ~~two~~ two D.D.T. plants in order to ensure sufficient supply of D.D.T. at reduced costs to meet the needs of the country. The State Plans provide ~~this~~ expenditure on public health of 390 million rupees; this expenditure, which will be mainly on provision of water supply and drainage, will involve a doubling of the existing rate of expenditure under this head.

With the introduction of the scheme of provident fund for industrial workers in six industries, it has been possible to frame a programme for the construction of about 150,000 houses for industrial workers at a cost of about

385 million rupees. In addition, some States have their own housing schemes for low income groups; the total cost of the housing programme is about 490 million rupees.

The Plan has also a programme of amelioration for backward classes. In addition to the provision of 290 million rupees shown in the Plan, the Central Government is estimated to provide in the form of statutory grants a further sum of about 90 million rupees for the development of scheduled tribes.

The programme for the rehabilitation of displaced persons, for which a provision of 850 million rupees has been made in the Plan, covers a period of three years ending 1953-54.

A brief description of the programmes outlined in the Plan under the heads of labour, and housing, is given below:

Labour.— The Plan states that labour problems should be approached from two angles: the welfare of the working class and the country's economic stability and progress. The basic needs of the worker for food, clothing and shelter must be satisfied. He should also enjoy improved health services, wider provision of social security, better educational opportunities and increased recreational and cultural facilities. The conditions of work should be such as to safeguard his health and protect him against occupational and other hazards. He should be treated with consideration by the management and he should have access to impartial machinery, if he fails to get a fair deal. Finally, he should have freedom to organize and adopt lawful means to promote his rights and interests.

Most of these rights have been recognised and have found a place in the Constitution. The Central and State Governments are alive to them. Some of the laws relating to factories, trade unions and compensation for injury and death have existed for a long time; but the pace of progress has quickened since the achievement of Independence and many measures for the welfare of workers have been introduced. Mention may be made of Coal Mines Provident Fund and Bonus Scheme Act, the Minimum Wages Act, the Employees' State Insurance Act of 1948, the Plantation Labour Act, 1951, the Mines Act and the Provident Fund Act of 1952. In addition to the funds allotted to housing and to the resettlement schemes for landless agricultural workers, over ~~₹ 67.40 million~~ 67.4 million rupees are intended to be spent on labour welfare during the period of the Plan, both by the Central and State Governments.

The recommendations made in regard to labour fall under the following heads:

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(A) Industrial relations.— The targets of the Plan in the industrial sector require harmonious relations between capital and labour. Economic progress, in other words, is bound up with industrial peace. Industrial relations must be so developed as to enable the worker to take a greater share in the working of the industry. The worker's right to association, organisation and collective bargaining should also be accepted as fundamental to the mutual relations of labour and capital. Trade unions should, therefore, be welcomed and helped as part and parcel of the industrial system. When differences arise, they should be settled in a spirit of reasonable compromise, keeping the good of industry and the welfare of the community in view. As a last measure, differences should be resolved by impartial investigations and arbitration. There should be no appeal from decisions of an industrial court or tribunal barring the very exceptional case of a decision which may be found to ~~be~~ perverse or against the principles of natural justice.

In order to avoid disputes, the duties and responsibilities of employers and workers should be laid down in specific terms. Every industrial undertaking should, therefore, have a manual of instructions for different classes of operatives. A procedure should be laid down to enable workers to approach the authorities at different levels for the redress of their grievances. They should also be kept in touch with the state of the industry and the affairs of the establishment in which they work. Similarly, they should be informed of any change that may affect their interests. The employees must also be able to indicate their desire for a change in the conditions of work. This will prevent precipitate action. Direct action on either side, which violates this obligation, should be punishable by law.

Work committees should be set up for settlement of differences on the spot, while joint committees should function for a centre and for the industry as a whole to tackle questions of wider import.

Collective bargaining can be successful only if the workers have organised strength and the employers a genuine desire for settlement. Should a dispute continue, the State must step in with an offer of conciliation. In major issues, ~~if~~ it may be necessary to appoint ad hoc or standing conciliation boards. Panels may be formed of non-official conciliators also.

For the successful execution of the Plan, the co-operation of the trade unions and employers is indispensable. Such co-operation can take several forms. For instance, by discussing the Plan with the unions and employers, enthusiasm for the Plan can be created among them. Again, the unions can help in the maintenance of industrial peace, and in avoiding interruption of work and in increasing production while the Plan is being executed. The employers can also consult the workers on the employment of new machinery, methods of production and reduction in the costs of production.

(B) Wages and social security. In recent years prices have risen rapidly. Industrial profits have also increased considerably and organised labour has obtained substantial increases in wages. To check inflation, however, profits and wages will need to be controlled to some extent during the period of the Plan.

Concerning the wage policy which should guide the wage boards or tribunals, the principle should be to reduce disparities of income. The worker must have his due share in the national income; and the standardisation of wages should be accelerated and extended. The differences in wages between various jobs should be ironed out as far as possible, except when they are justified by differences in skill, training and experience, mental and physical requirements, attendant hazards, etc. Furthermore, a scientific assessment should be attempted of the relative work-load in different ~~occupations~~ occupations and industries. Full and effective implementation of the minimum wage legislation is to be secured during the five-year period. Depressed areas are to receive prior attention. In view of paucity of data and administrative difficulties a limited beginning should be made with regard to the fixation of minimum wages for the agricultural workers and the scope extended as the experience is gained. At the same time, the question of profit sharing and bonuses should be studied with the help of experts from foreign countries and organisations. The payment of bonuses in cash should be restricted and the balance should go towards the workers' savings.

Finally, the constitution of permanent wage boards on a tripartite basis is visualised at the Centre and in the States to deal with wage problems, collect data and review the position from time to time for purposes of wage adjustments.

Efforts should be made, during the Plan period, to the proper implementation of the Employees' State Insurance Act, and a programme for extending the Provident Funds Act, 1952, to all industries employing 50 or more persons should be drawn up.

(C) Working conditions.— The working conditions in factories require to be improved considerably. On the legislative side the Factories Act, 1948, the Plantation Labour Act, 1951, and the proposed legislation to regulate work in shops and establishments, and motor transport services are sufficient for the purpose.

(D) Employment and training.— The proper utilisation of manpower is a question of utmost national importance, because production depends upon a steady flow of labour of requisite skill in required quantities. Although some progress has been made in this direction by the organisation of an employment service and provision of more facilities for training of workers, still much remains to be done. Recruiting arrangements need to be improved, an enquiry should be conducted in regard to the exchange organisation in order to put the system on a sounder footing; a beginning should be made in conducting manpower surveys; and better co-ordination of the ~~existing~~ training facilities should be brought about and proper tests and standards for technical training should be laid down.

In order to reduce costs of production, rationalisation in industries where labour is surplus to requirements should be carried out subject to certain safeguards in the interests of workers. The main safeguards necessary are: musters should be standardised and work-loads should be fixed on a scientific basis; surplus workers should be given employment in other departments; gratuity should be offered as an inducement to retire voluntarily; the workers should be offered facilities for retraining for other occupations, the Government bearing the cost of training and the management undertaking responsibility for the workers' maintenance. As far as possible, surplus labour should be utilised in the various Government projects. The gains of rationalisation should be shared between workers and employers.

(E) Productivity.— The commission has suggested productivity studies in Indian industries and has endorsed the ILO technical assistance project, in the fields of payment by results and productivity, ~~the~~ and the T.W.I. projects conducted in India. It suggests certain steps to ensure that the effort is continued after departure of the ILO experts; these include inviting experts on T.W.I. under the technical assistance programme to impart training in these methods; training of staff of

the Ministry of Labour, and the officials of employers' organisations and trade unions in the methods of productivity, payment by results and T.W.I.; organisation of productivity and T.W.I. schools; regular conferences of managers, technicians and trade union officials on all the aspects of these methods; and drawing up a regular programme of extension of productivity and studies and T.W.I. schemes for the next few years.

Agricultural workers.— For the large number of agricultural workers who are either labourers or attached workers, the Commission has made certain specific recommendations. These include: (1) grant of occupancy rights in house sites in existing villages and in village extensions, an effort being also made wherever possible, to provide small allotments for kitchen gardens; (2) the movement for gifts of land should be supported through special assistance for landless workers selected for the allotment of gifted land; (3) labour co-operatives should be organised to the maximum extent possible and they should be the agency for the construction of local irrigation and other works; (4) blocks of newly reclaimed land as well as culturable waste land should be set apart, wherever possible, for the settlement on co-operative lines of groups of landless agricultural workers and of holders of small, uneconomic plots of land; (5) financial assistance should be afforded to co-operative groups of landless workers for such purposes as house building, purchase of bullocks and implements and for ancillary industries for which they receive training; and (6) special assistance by way of educational stipends and for vocational and technical training should ~~maximize~~ also be given, as is ~~for which the~~ already being done in most of the States.

In addition, the Commission ~~says~~ says that programmes relating to agricultural production, ~~and~~ land reform, reorganisation of the village on co-operative lines; development of village industries and construction of new works will undoubtedly assist agricultural workers to find fuller employment. The substantial provision made in the Plan for the welfare of backward classes will also help them. The Central Government's Plan sets aside a sum of 20 million rupees separately for the resettlement scheme and landless agricultural workers.

Housing.— The Commission has made certain special recommendations on the housing problem covering housing policy, housing standards and estimates of cost, slum clearance, town and country planning, rural housing, housing research and such legislations ~~as~~ as have to be undertaken for the implementation of the Commission's recommendations.

A total provision of 486.9 million rupees has been made by the Commission for housing in the Five-Year Plan. Of this, the Central expenditure will amount to 385 million rupees and of States 101.9 million rupees.

In housebuilding, the Commission's first priority is for the building of houses in industrial centres where congestion and shortage are very acute. In this sphere the Central Government would assist while the State Governments should concentrate their attention in the rural areas.

In addition to the subsidy and loan to the State Governments, the Central Government ~~should~~ should also accommodate employers of labour and co-operative housing societies of industrial workers. In these cases, the extent of subsidy may be 25 per cent of the total cost of construction including land. In addition, loans upto 37 1/2 per cent of the actual cost of construction may be allowed at a reasonable rate of interest. The repayment of these loans will be over a period of 15 years. The basis of the payment of loans and subsidies in all cases is the estimated cost of construction of single-storeyed tenements which is 2,700 rupees and of units of multi-storeyed tenements which is ~~Rs~~ 4,500 rupees.

The Commission suggests the establishment of a National Building Organisation for co-ordinating the results of all researches in building technique and their implementation by all building agencies. It also suggests the constitution of a Central Housing ~~and~~ Board together with Regional Housing Boards for implementing housing programmes. These boards should be statutory autonomous bodies with independent sources of income in addition to the grants of subsidies which may be available from the Central and State ~~and~~ exchequers from time to time.

In the sphere of legislation the Commission has suggested legislation for national, town and country planning. It has also suggested that suitable modifications should be made in the Land Acquisition Act of 1894 with a view to permitting the acquisition of slum areas and virgin lands required for construction of new houses.

The Plan was approved by the House of People on 19 December 1952 and by Council of States on 18 December 1952.



Cotton Textile Industry Enquiry Committee  
appointed.

The Government of India by a Resolution dated 25 November 1952 has appointed a Committee to conduct a comprehensive enquiry into the various sectors of the cotton textile industry, namely the mills, powerlooms and the handlooms, with a view to determining the place of each in the national economy and their inter-relationship. The Committee consists of 11 persons with Mr. Nityananda Kanungo, Member of Parliament as chairman.

The Committee has been requested to undertake: (1) an examination of the structure and organisation of the various sectors of the cotton textile industry; (2) a study of the nature and volume of the demand for cotton textiles internally as well as in the export market; (3) an assessment, if possible, of the extent to which each of the three sectors may be utilised for the production of ~~the~~ cotton textiles, having in view the following factors: (a) providing supplies of cotton textiles, at reasonable prices for internal consumption; (b) ensuring maximum earning of foreign exchange; (c) utilisation of ~~our~~ resources both in men and material in the direction that is socially most desirable; and (d) the size, organisation, and the lines of development of each sector including reservation, if necessary, of particular fields of production to one or more sectors; and (4) ~~the~~ an inquiry into all other matters incidental and ancillary; and make suitable recommendations to Government.

(The Government of India, Extraordinary,  
Part I, Section 1, 25 November 1952,  
pages 2479-2480 ).

The Tea Bill, 1952: Measure for the Control  
of the Tea Industry.

Mr. T.T. Krishnamachari, Minister for Commerce and Industry, Government of India, introduced in the House of the People on 17 December 1952, the Tea Bill, 1952, which seeks to provide for the control by the Union of the tea industry.

The Statement of Objects and Reasons appended to the Bill states that the Indian Tea Control Act, 1903, and the Central Tea Board Act, 1949, are the existing enactments relating to the tea industry. The object of the former Act is "the control of the export of tea and control of the extension of the cultivation of tea", while that of the latter is "the development of the tea industry under Central control". Since these objects are inter-related,

the former being in a sense only ancillary to the latter, it is proposed that there should be a single Act combining the provisions of the two existing enactments, with a view to achieving simplicity and administrative convenience. The Bill seeks to achieve this object.

The Bill provides for the constitution of a statutory Board called the Tea Board, to which will be entrusted, besides the functions now assigned to the Indian Tea Licensing Committees and the Central Tea Board under the existing Acts, additional functions such as the regulation and control of tea sold by auction or otherwise, the registration and licensing of brokers and blenders and quality control.

The manner in which various bodies are given representation on the Central Tea Board, under the existing Act, has created difficulties in its implementation, and it is, therefore, proposed to make the composition of the Board more flexible by providing that the Central Government shall appoint members to the Board from among persons ~~xx~~ capable in their opinion of representing the various interests concerned, such as growers, exporters, labour, Central and State Governments, principal Chambers of Commerce and Industry, an economist and a scientist.

It is also proposed to take power for the Central Government to fix the wholesale and retail prices at which tea may be ~~now~~ sold and also to issue directions to the Tea Board so that it may function as an effective instrument of governmental policies.

(The Gazette of India, Part II, Section 2,  
27 December 1952, pages 609-624).

Reserve Bank of India (Amendment) and  
Miscellaneous Provisions) Bill, 1952.

Mr. G.D. Deshmukh, Finance Minister, Government of India, introduced in the House of the People on 21 November 1952 a Bill to amend the Reserve Bank of India Act, 1934, seeking, inter alia, to make special provisions in regard to issuing certain high denomination bank notes, and to enable the Reserve Bank to participate more effectively in financing the requirements of rural areas.

The Statement of Objects and Reasons appended to the Bill declares that for some time past there has been a persistent demand for extending the facilities provided by the Reserve Bank of India to meet the needs of rural credit. As a result of the examination of the various proposals in this behalf it is considered necessary to amend the

Reserve Bank of India Act, 1934, for enlarging its scope with a view to enabling it to participate more effectively in financing the requirements of rural areas. The principal amendments to the Bill are intended to:-

(1) widen the scope of the terms 'crops', 'agricultural operations' and 'marketing of crops' used in section 17(2) (b) of the Act, so that finance may also be made available for production and marketing of commodities such as gur, milk, cream, butter, ghee, etc., and also for processing of goods where such processing is a necessary preliminary to marketing, e.g., hulling of rice, ginning and pressing of cotton, etc.; (2) provide accommodation to the State Co-operative Banks and State Financial Corporations for financing the production and marketing activities of cottage and small-scale industries, where the repayment of the principal and payment of interest is guaranteed by the State Government; and (3) enable the Bank to dispense medium-term credit for agricultural purposes for periods ranging more than 15 months but not exceeding 5 years.

As proposed in this Industrial Finance Corporation (Amendment) Bill, 1952, provision is also being made to enable the Bank to give short-term credit facilities to the Corporation. The Bill incorporates certain minor amendments found necessary as a result of the experience gained in the working of the Bank.

(The Gazette of India, Part II, Section 2,  
20 December 1952, pages 583-587 )

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36. Wages.

India - December 1952.

Travancore-Cochin: Part I of the Schedule to the Minimum Wages Act, 1948, amended.

By a notification dated 26 September 1951 (vide page 36 of the report of this Office for October 1951) the Government of Travancore-Cochin added to Part I of the schedule of the Minimum Wages Act, 1948, employment in coir industry and cashewnut industry. The Government has now by ~~an~~ a notification dated 18 December 1952 substituted "employment in the manufacture of coir" for the addition made in 1951. As a result of this amendment the provisions of the Act will be applicable only to employment in coir industry.

(Notification No.L-6-7857/52 DD, dated 18 December 1952; Travancore-Cochin Gazette, Part I, 23 December 1952, page 1414 ).

Uttar Pradesh: Increased Wages for Workers in Vacuum-pan Sugar Factories fixed.

In exercise of the powers conferred under the U.P. Industrial Disputes Act, 1947 the Government of Uttar Pradesh has ordered the employers of vacuum-pan sugar factories in the State to give to their workmen the following increases in their wages prevailing during the crushing season 1945-46.

Wages levels of 1945-46 (per month)	Increase to be given	Rs. a. p.		
		Rs.	a.	p.
(1) 22 rupees 8 annas.. 4.....		32	8	0
(2) 23 rupees to 30 rupees. An increase 7		32	8	0
(3) 31 rupees to 40 rupees. Ditto		28	14	0
(4) 41 rupees to 50 rupees. Ditto		26	8	0
(5) 51 rupees to 100 rupees. Ditto		24	0	0
(6) 101 rupees to 200 rupees. Ditto	24 per cent of wages.			
(7) 201 rupees to 300 rupees. Ditto	18 per cent of wages.			

The above increases shall be given with effect from the date actual crushing ~~started~~ started (or starts) in a particular factory during the current (1952-53) ~~season~~ season.

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Every vacuum-pan sugar factory in the Uttar Pradesh shall observe the following conditions in giving increase in wages to its workmen: (i) no workman shall get less than 55 rupees per month as his wage; (ii) increments earned by a workman in the usual course during the period from 1945-46 season to 1951-52 season or increments allowed by the employers in response to the appeal of the Minister for Labour, Uttar Pradesh, in Sugar Industry Tripartite Conference held on November 19, 1952, shall be in addition to the increments sanctioned in this order; and (iii) every ~~vac~~ vacuum-pan sugar factory in the Uttar Pradesh shall continue to give all the existing facilities, allowances and concessions to its workmen in addition to the wages sanctioned in this order.

The order will be binding on all vacuum-pan sugar factories in the State and ~~will~~ will remain in force till the commencement of the next crushing season.

(Notification No. 8157 (ST)/XVIII dated 10 December 1952; Government gazette of Uttar Pradesh, Part IA, 13 December 1952, pp. 828-829 ).

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Punjab: Minimum Wages Act, 1948, extended  
to Textile Industry.

In exercise of the powers conferred under the Minimum Wages Act, 1948, the Government of the Punjab has added the following employment to Part I of the Schedule to the Act "(13) Employment in textile industry".

(Part I of the schedule to the Act relates to those establishments for which minimum wages are to be fixed before 31 March 1952 and in cases of subsequent inclusion in the schedule under section 27 of the Act, from such date as may be specified in this behalf.)

(Notification No. 11531-LP-52/19940 dated 24 November 1952; Punjab Government Gazette, Part I, 5 December 1952, page 1582 ).

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38. Housing.

India - December 1952.

Industrial Housing Scheme: Central ~~xxxxxx~~  
Grants to Hyderabad and Madhya Bharat States.

The Government of India has sanctioned, under the subsidized industrial housing scheme, a sum of 3.7 million rupees, divided equally as subsidy and loan, for the construction of 1,480 tenements in Hyderabad State. The State Government would also ~~to~~ build another 240 tenements at a cost of 600,000 rupees which is the unspent balance of the grant made under the scheme sanctioned by the Ministry of Labour last year. The total number of tenements constructed during the year will thus be 1,720.

The Central Government has also sanctioned under <sup>the</sup> scheme, 2.6 million rupees as subsidy and loan to the Madhyabharat Government. Plans and specifications with certain modifications have been approved for the construction of 912 single-storey one-room tenements. One half of the grant has been given as loan and the other half as subsidy.

(The Hindustan Times, 27 November 1952  
and 4 December 1952 )

Bombay Housing Board (Amendment) Act, 1952:  
Housing Board vested with more powers.

The Bombay Housing Board (Amendment) Bill (vide page 28 of the report of this Office for July 1952) as passed by the Bombay Legislature received the assent of the President on 29 November 1952 and has been gazetted as Bombay Act No. XXXII of 1952. The Act enables the Government to appoint an eminent person from business life possessing wide experience, as chairman of the Housing Board and arms the Board with effective powers to recover arrears of rents.

(The Bombay Government Gazette, Part IV,  
6 December 1952, pages 142-145 )

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

INDIA - DECEMBER 1952.

41. Agriculture.

Food Supply to Plantation Workers in Cachar:  
Conversion into Cash Allowances recommended  
by Enquiry Committee.

A payment of seven annas per day in lieu of foodstuff concessions to plantation workers in the Cachar area in Assam has been recommended by the Cachar Plantation Enquiry Committee\*, set up by the Central Government in April 1950 to enquire into the conditions of uneconomic tea gardens in Cachar. The Committee has also suggested suitable measures to ensure that sufficient supplies of rice are made available for purchase by managements at controlled wholesale rates to enable them to sell to their workers at controlled retail rates. These measures include formation of co-operative societies of workers and firm control over food procurement and prices.

The Committee has also made a number of technical recommendations dealing with the general improvement of yield and soil in the Cachar gardens.

The technical recommendations have been commended to the Planters' Associations and the Government of Assam for their consideration and necessary action. The employers and workers have also since come to an agreed decision as regards conversion of food concessions into cash in uneconomic gardens. So far as other gardens are concerned, the matter has been further considered at more than one tripartite conference but no agreement could be reached between employers and workers. The Official Team on the Tea Industry has inter alia recommended that food concessions should be converted into cash benefits. This and other recommendations of the Team concerning labour

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\*  
Report of the Cachar Plantation Enquiry Committee. Government of India. Ministry of Labour. Manager of Publications, Delhi, 1952. Price Rs.4/-, pp. iv x 164.



were discussed at the fourth Session of the Industrial Committee on Plantations held at Calcutta on 19 and 20 December (vide pp. of this report).

(Press Note dated 18 December 1962, issued by the Government of India).

Tripartite Conference on Plantations in Travancore-Cochin, Trivandrum, 12 and 13 December 1952: State Industrial Relations Committee for Plantations to be constituted.

A tripartite conference on Plantations in Travancore-Cochin was held at Trivandrum on 12 and 13 December 1952. Mr. M.K. Devassy, Labour Commissioner, Government of Travancore-Cochin State presided. In the absence of Mr. Panampilli Govinda Menon, Minister for Labour, owing to indisposition, his speech inaugurating the conference, was read by Mr. K. Narayana Menon, Additional Secretary to the Government.

Inaugural address.— Mr. Govinda Menon in his inaugural address said that the plantation industry, which covered an area of over 240,000 acres, was by far the most important industry in the State. Taking India as a whole, 80 per cent of the total acreage of rubber plantations, 10.5 per cent of tea and 2.5 per cent of coffee plantations are in Travancore-Cochin. Employers in plantation industry in this State have an organisation of comparatively long standing which had been handling problems affecting the industry as a whole. Though the trade union movement in plantations was of recent origin there were as many as 30 trade unions effectively functioning in the industry. Initial stages of trade union movement in any industry were likely to be characterised by constant frictions between employers and trade unionists. It would certainly take time for the trade unions to achieve that perfection in spheres of organisation and negotiation that made them both potent and agreeable at the same time. Employers too would take time to recover from the first impacts of trade union activities and react favourably to collective bargaining.

The speech emphasised that the Government was doing its best to improve the working conditions of plantation labour. The Payment of Wages Act and the Maternity Benefit Act had already been extended to plantations. Rules under these statutes would soon be finalised. Enhanced rates covered by the Maternity Benefit Act recently passed by the Legislature would also come into force as soon as the rules were finalised. ~~XXXXXXXXXX~~

Implementation of the Plantations Labour Act would secure uniformity in the standards of amenities in plantations. The fixation of minimum wages had gone a long way in improving wage rates in several estates where wages were comparatively low. To facilitate the settlement of disputes in plantation areas, the Government had already appointed a separate Assistant Labour Commissioner for plantations. The formation of ~~an~~ a special Inspectorate for Plantations to secure the implementation of the Plantations Labour Act had already been sanctioned.

Mr. Govinda Menon said that ~~the~~ it was a solemn duty of employers to appreciate the contribution made by the employees towards the success of their industry. It was equally the duty of the trade unions to realise that the prosperity of the industry alone could secure better living conditions for the labour. This could hardly be achieved unless labour made their best contribution to production in the industry. If healthy trade unionism was to thrive in any industry it was essential that the trade union movement should be run along sound lines and the employers also recognise the value of healthy trade unionism. Direct action should be the last resort both for trade unions as well as for employers. All possibilities of settlement should be explored before direct action was launched. ~~It~~ He had always appealed to the employers and trade unions to discuss their problems mutually and try to evolve a solution between themselves before they approached the Government.

Presidential address.— Mr. M.K. Devassy, Labour Commissioner, in his presidential ~~remarks~~ remarks, said that the first item on the agenda related to the constitution of Industrial Relations Committees. In the last conference it was suggested that an Industrial Relations Committee might be constituted for the plantation industry. It was then decided that this question might be taken up on a later occasion in view of the growing importance of voluntary negotiations and mutual discussion between managements and representatives of labour in solving industrial disputes. He hoped, this meeting would give its anxious consideration to the question of constituting a Central Industrial Relations Committee dealing with labour relations in industry as a whole.

A resolution had been already accepted by the last conference regarding the constitution of Works Committees. The formation of this committee was also obligatory under the Industrial Disputes Act in establishments employing 100 or more workers. It was the intention to invite the attention of all parties concerned to the urgent necessity of expediting the constitution of these committees wherever the same had not been done and solicit

their co-operation.

Problems arising out of the implementation of minimum wages which formed the subject matter of the next item on the agenda, were perhaps most urgent as several disputes were pending on those questions in the various estates. 3

The Labour Commissioner concluded that there was a demand for a higher rate of bonus for the year 1951 by some of the trade unions. The last conference ~~would~~ enhanced the rate of bonus to 8 1/3 per cent in tea estates and 6 1/4 per cent in rubber estates in line with the estates in the Madras State. He did not want to anticipate the ~~view~~ views of the house on this at this stage.

Decisions. - It is understood that the conference decided to constitute a Travancore-Cochin State Industrial Relations Committee for Plantations as an experimental basis for ~~the~~ one year, consisting of representatives of employers and employees. ~~Both~~ Both labour and employers' representatives suggested that the Labour Commissioner should be the Chairman of this body. In the light of the experience gained in the functioning of this Committee for one year, the question would be re-examined at the next conference. All questions of an industry-wide nature affecting labour relations would be decided by this Committee whose decisions would be accepted by employers and trade unions. Questions arising in individual estates might also be referred to this Committee by the mutual consent of management and the labour.

The conference reiterated the view of the last conference regarding the formation of Works Committees and appealed to employers and trade unions to expedite the formation of the Committees, where they did not exist. It was agreed by employers that such of the women tappers who were getting higher rates of wages than allowed under the minimum wages notification would be paid the same rate as they were getting. The employers agreed that, transferred to the field for no fault of his, he would be ~~credited with attendance~~ credited with ~~attendance~~ attendance in the factory for the purpose of leave benefits and no worker would be transferred from the factory to the field as a disciplinary measure.

The employers ~~undertook~~ <sup>undertook</sup> to guarantee minimum time and rate to such men workers who were sent for plucking work, until they were able to ~~give them~~ pluck the average crops required to give them their full wages. The trade union representatives, on their part, undertook to offer their full

When a permanent  
factory worker was

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co-operation in the interest of greater efficiency and full production to persuade men-labourers to turn out for plucking during rush periods. It was decided that the question of abolition of cattle grazing fee would be examined by the Industrial Relations Committee after collecting the necessary data and the decisions arrived at would have retrospective effect from such date as the Committee took the decision. Wherever cattæ grazing was allowed free prior to the date of the minimum wages notification it would continue to be free.

The question of effecting a uniformity in the tappers' task was also examined by the conference. It was resolved that this question should be gone into in detail by the Industrial Relations Committee for Plantations after collecting the necessary data. Pending a decision by that Committee status quo would be maintained.

It was further decided to take adequate steps for the elâmination of the evils of the kangany system.

(The Hindu, 14 and 16-12-1952).

Orissa: Zamindari abolished.

The Government of Orissa published on 27 November 1952 notification, under the Orissa Estates Abolition Act, abolishing throughout the State permanently settled estates and zamindaris governed by the law of primogeniture. The notification relate to 480 estates. Four hundred of these are small-income zamindaris of Balasore district. Temporarily settled estates which number over 100,000 are not proposed to be taken over now.

The zamindars will be paid compensation according to a slab prescribed in the Act commencing from 15 times of net annual incomes of not more than 500 rupees to three times annual net income on balance after 15,000 rupees.

Sixteen zamindars have given proposals to the Government under Section 4 of the Estates' Abolition Act for the surrender of their estates on payment of fixed annuity, but 15 of them were rejected mostly because the annuity proposed by the zamindars was in excess of the statutorily fixed 3 1/2 percent of amount of compensation. The remaining one is still under consideration of the Government.

Following abolition of zamindaris, the Government proposes to decentralize revenue administration and ~~is~~ vest it in the anchal sashon or regional administration, dividing the districts into suitable administrative regions.

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A Bill incorporating this scheme is proposed to be introduced in the budget session of the Assembly in March.

(The Amrita Bazar Patrika, 28-11-1952;  
The Hindustan Times, 28-11-1952 ).

Madras: Tanjore Tenants and Pannaiyal  
Protection Act, 1952 (Act XIV of 1952).

The Tanjore Tenants and Pannaiyal Protection Bill, 1952 (vide pages 31-33 of the report of this Office for November 1952) as passed by the Madras Legislature received the assent of the President on 21 December 1952 and has been gazetted as Madras Act No. XIV of 1952. The Act provides for the improvement of agrarian conditions in the district of Tanjore in Madras State and prescribes, inter alia, the terms applicable to all tenancies, the rights of cultivating tenants, period of tenancy, the procedure for eviction of tenants, the wages payable to farm labour, and the procedure for the adjudication of disputes.

(The Fort St. George Gazette, Part IV-B,  
24 December 1952, pages 107-118 ).

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42. Co-operation.

India - December 1952.

Bombay: Working of the Co-operative Societies  
for the Year 1950-1951\*.

The report of the Registrar of the Co-operative Societies and Director of Agricultural Marketing and Rural Finance, Bombay State, on the working of the co-operative societies for the year 1950-51 has been published recently. The more important features of the co-operative movement during the year under review were a considerable development of the movement in diverse directions, provision of credit for agricultural production and regulation of markets for agricultural produce, and provision of amenities to backward class people.

General review of the co-operative movement.-The progress of the movement during the year had been very satisfactory. There was an increase of 1,300 societies of all types during the year raising their number from 14,815 to 16,115. Their membership rose from 2,083,460 to 2,344,350. The owned resources of the movement stood at 219.7 million rupees as against 198.4 million rupees as on 30 June 1950, while the working capital has shown an increase of 142.1 million rupees from 687.6 million rupees to 829.7 million rupees. The percentage of owned capital to working capital was 26.4 as against 28.5 at the end of the last year. The gross population as per 1951 census covered by all types of ~~spx~~ societies was 32.4 per cent, as against 35.3 per cent of the previous year. The working capital per capita of gross population worked at 23.1 rupees. The following table indicates the progress of the movement during the last 2 years:\*

Year	Total No. of Societies.	Total No. of Members.	Share Capital Reserve and other funds (in million)	Working Capital (in million)
1949-50	14,815	2,083,460	198.4	687.6
1950-51	16,115	2,344,350	219.7	829.7

\* Annual Administrative Report on the Working of the Co-operative Societies in Bombay State for the year 1950-1951, Volume I-Report and Vol. II-Tables and Statements. Printed at the Government Central Press, Bombay. Vol. I-pages 160, Price Rs. 2-8 or 4sh. 6d; Vol. II-217 pages, Price Rs. 7-1 or 11sh. 6d.

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Agricultural credit societies.— Of the total number of 16,115 agricultural credit societies of all types, 9,702 were rural credit societies. These societies are not merely for the benefit of their members alone, but for the benefit of the village community at large. These societies have assumed under the integrated system of rural finance, the responsibility of providing credit at 6 1/4 per cent to all credit worthy agriculturists in the State irrespective of whether they are members or not.

During the year under report, the agricultural credit societies including multipurpose societies provided finance to the extent of 68.9 million rupees to agriculturists to meet their demands on account of crop loans as well as for purposes connected with agricultural operations. Apart from the registration of 365 multipurpose societies, steps were taken to convert 281 good agricultural credit societies into multipurpose societies, 23 marketing societies were added to the list during the year bringing their total number to 367. These societies sold agricultural requisites and produce exceeding 170.5 million rupees. Both rural primaries and multipurpose societies arranged for the marketing of the produce of the members, wherever possible, through the agency of taluks or district marketing organisations. The multipurpose and marketing societies were also given loans to the extent of 302,780 rupees and subsidies of 33,204 rupees to enable them to make arrangements for storing the agricultural produce of the members with a view to profitable marketing. Side by side regulation of markets for agricultural produce under the Bombay Agricultural Produce Market Act was also continued and 8 markets were established bringing their total to 86.

Co-operative Farming and Lift Irrigation Societies.— In the realm of agricultural production, mention may be made of the useful work done by co-operative farming and lift irrigation societies. The Post War Reconstruction Scheme visualising organisation of farming societies produced encouraging results. As many as 50 societies of different types such as joint farming, collective farming and tenant farming were organised. The farming societies were sanctioned financial assistance to the extent of 343,695 rupees as loans and 102,695 rupees as subsidies during the year. They have covered an area admeasuring 44,554 acres and have actually brought under cultivation 10,455 acres of land during the year. These societies are expected to reclaim 33,458 acres of Government waste lands when their work is complete. Likewise remarkable work was done by the lift irrigation societies during the course of the year. As many as 67 societies were registered during the year which are expected to afford irrigation facilities for an area of 18,067 acres. Eightytwo societies were given loans amounting

to 980,693 rupees and subsidies amounting to 1,125,000 rupees. The number of lift irrigation works actually completed during the year was 40 and they would irrigate 6,928 acres of land and bring in an additional yield of 1,385 tons. These societies continued to get technical assistance from the agricultural engineering and public works departments. Amongst other agencies, assisting agricultural development, the taluka development boards deserve mention. Under the revised constitutions, they continued to work as effective agencies for dealing with all activities connected with the development of rural areas and helped the introduction and supply of improved seeds, implements, and manures and assisted in bringing the research in agricultural development to the ~~fields~~ fields of the agriculturists. The total number of taluka development boards during the year was 184. Mention may also be made of the good work done by crop protection and fencing societies. These societies, which numbered ~~by~~ 127 were able to bring the copping area of 351,884 acres under protection from the ravages of wild animals and thieves etc. Another scheme which helped the increased agricultural production was the scheme of Government which engaged grant of loans on easy terms to multipurpose societies, taluka development boards, purchase and sale societies and farming societies for purchase of tractors with a view to bring about mechanisation of agriculture. Twentyone societies were sanctioned loans to the extent of 400,000 rupees for purchase of tractors. Steps were also taken to foster dairy industry as an adjunct to agriculture. During the year 18 dairy societies were registered bringing the total number to 78. These societies have been instrumental in effecting improvements in the breed of cattle and increased production of milk, as well as making arrangements for marketing of milk. The co-operative movement continued to ~~play~~ play its appropriate role in the food production campaign of Government and a number of societies at village levels have taken up schemes calculated to assist Grow More Food Campaign of Government. More than 5,000 societies worked as village food production committees. Amongst the various activities of the societies in this direction mention may be made of the work done in the matter of digging of pits for compost making, assisting the seed multiplication scheme, sinking of wells, distribution of improved seed, manures and agricultural implements etc.

68.9 Finance to the extent of ~~68.8~~ 68.9 million rupees was given by the agricultural credit and multipurpose societies to the agriculturists to enable them to meet their needs on account of agricultural finance.

Factory workers societies. The number of factory workers credit societies stood at 233 and total membership ~~is~~ 187,650 as against 215 and 172,001 for the last year. Eighteen societies were registered during the year. The total amount of share capital and working capital of these societies have ~~been~~ shown an increase by 4.018 million rupees and 5.806 million rupees over the figures for the



previous year. Of the total loans outstanding amounting to ~~20~~ 20.816 million rupees 564,000 rupees only was the amount defaulted by members. The percentage of overdues to the total outstanding works out at 2.7 per cent as against 3.5 per cent of previous year. In addition to the primary function of dispensing credit to members, some of these societies are rendering very useful services to their members by opening fair price shops and by undertaking joint supply of domestic requirements on indent basis and on their own accounts.

Besides the primary credit societies for the factory workers, there is the Majur Sahakari Bank Ltd., at Ahmedabad, the membership of which consists of workers' societies and individuals workers employed in the factories at Ahmedabad. This Bank was registered in the year 1947 and has achieved remarkable progress during a short period. It had on its roll 23,431 members and the share capital reserve and other funds, deposits from members and non-members amount to 419,760 rupees, 43,655 rupees, 794,578 rupees respectively and the working capital to 1.305 million rupees. The loans outstanding with the members were over 0.95 million rupees.

The Bank had actually started a scheme for insurance of its members as it considered desirable to inculcate the idea of insurance amongst the labourers. Under the scheme, which is being implemented satisfactorily, 3,628 policies amounting over 1.844 million rupees were accepted during the year.

Consumers' movement. - Co-operative Societies continued their activities in the matter of distribution of controlled commodities. Twelve societies worked as wholesale distributors of cloth and 1,044 as retail distributors of cloth. A large number of consumers and multipurpose societies assisted the distribution of food grains and other controlled commodities and catered to the needs of large population. Nineteen co-operative organisations worked as district wholesalers for purchase and distribution of groundnut cake and manure mixture while a number of societies did the retail distribution of these commodities during the year.

Backward class tribes. - Backward areas and backward class tribes continued to receive the due attention during the year. The scheme of development drawn for amelioration of backward classes in the districts of Surat, Nasik, Panchmahals, West Khandesh, Thana and Nagar districts were continued during the year. The scheme for providing houses to backward class people was also continued during the year and 51 societies were registered and 137 houses ~~were~~ are expected to be built for the backward class members. During the year these societies were given loans amounting to 231,467 rupees. The needs of backward areas were also met

through the Sarvodaya Scheme, which is now in force for 2 years. During the second year of its working as many as 25 districts were covered with 28 Sanchalaks working for the educational, social, economic and cultural development of the areas under their charges. A number of schemes have been drawn up for these areas for which Government gave financial assistance to the extent of 1,849,238 rupees.

Urban societies.— In urban areas, co-operative movement continued to meet the needs of urban people in the matter of finance, housing accommodation and consumers goods. One hundred and fourteen urban societies and banks were added to the list during the year bringing their number to 1,531. The extent of finance of these societies was 242.1 million rupees which would indicate that the substantial needs of credit of urban population were met by these societies and banks. The consumers movement continued to expand during the year. As many as 41 co-operative societies were registered bringing their total number to 1,154. These societies continued to act as a check on profiteering, formed a useful channel for the distribution of essential commodities and helped in maintaining the price level. The question of stabilising the position of these societies and raising the standard of efficiency of the services provided by them continued to receive attention of the Department. The Bombay Provincial Co-operative Consumers' Societies' Federation, which has been arranging for co-ordinating the activities of the consumers societies in Bombay, would also help in linking distributive and productive, enterprises.

Long term credit.— The Bombay Provincial Co-operative Land Mortgage Bank continued to assist agriculturists in the matter of providing long term finance. The bank gave loans to the extent of 0.874 million rupees for redemption of loans, 0.439 million rupees to the agriculturists for purpose of land improvement and loans of 0.148 million rupees for purchase of lands. The bank also discharged awards to the extent of 64,000 rupees received by it from the Civil Courts under the Bombay Agricultural Debtors Relief Act. It also financed housing societies to the extent of 319,000 rupees. The Bombay Provincial Co-operative Bank as well as the Central Financing Agencies with State aid and participation and share capital contributed by Government, as well as financial assistance received from the Reserve Bank of India, continued to discharge their responsibility of financing the affiliated societies at a rate of interest not exceeding 4 per cent.

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Housing societies.— In the realm of housing, the movement continued to make its contribution in relieving the house shortage, particularly in the cities of Bombay and Ahmedabad. One hundred and twelve housing societies were registered bringing their total number to 857. Under Government's housing Programme, 2 societies in industrial areas, were sanctioned financial assistance to the extent of 1,042,392 rupees from Government during the year in addition to 319,400 rupees given by the Bombay Provincial Co-operative Land Mortgage Bank. The difficulties of these societies in the matter of getting suitable sites, however, continued. Nevertheless, these societies were able to construct 2,308 new tenements during the year. Apart from the development of the housing movement in industrial areas, other housing societies in urban areas also continued to provide housing facilities to their members. The special schemes for building houses for Halpatis in Surat district as well as for flood-affected areas in the Nagar district were continued. Three societies for Halpatis were organised and registered and were sanctioned loans to the extent of 28,000 rupees. Similarly 14 housing societies in the flood-affected areas of Nagar district were sanctioned loans amounting to 166,000 rupees and were able to build 417 houses.

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43. Handicrafts.

India - December 1952.

Handloom Industry Problems: Central Board  
inaugurated.

Inaugurating the first meeting of the All-India Handloom Board at Bombay on 13 December 1952 (vide page 38 of the report of this Office for November 1952), Mr. T.T. Krishnamachari, Minister for Commerce and Industry, said that the handloom industry required first to be organised if a permanent solution to its problems was to be found. He emphasised that the Government of India was for organisation on co-operative lines. The co-operative society the Government had in mind was one that could purchase yarn or finance its purchase for weavers, provide technical assistance and market the cloth produced.

Mr. Krishnamachari added that it was only by organisation that this important cottage industry could survive. The Government of India was as anxious as any State Government in this matter, but it did not favour short cuts. He asked the Board to work towards permanent solutions even if these took time to work out. The Board would remain in existence as long as the industry required to be protected against more highly organised industries. The Government wanted to stand between the handloom weavers and the economic forces that threatened to wipe them out.

Mr. Krishnamachari stated that the Government had granted the handloom industry a 40 per cent reservation of dhotis. If this does not help you, even a 100 per cent reservation would not, because consumer resistance was always there. The three pias cess per yard on mill cloth was another relief measure that the Central Government had devised. It was not suggested that the proceeds of the cess which would be between ~~four and five~~ 40 million rupees and 50 million rupees would finance the handloom industry. This sum, was intended to cushion the industry's losses. It could also help to set up the machinery for more permanent remedies needed by the industry.

The Government of India also hoped that an export organisation could be set up.

The Board has been asked by the Government to advise generally on the problems facing the handloom industry, to examine schemes for the improvement and development of the industry and to make recommendations for assistance.

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The Board approved grants of 200,000 rupees from the Handloom Development Fund for development schemes which are already in operation in 10 States.

New schemes costing 1.6 million rupees submitted by the States, were referred for detailed study to a standing committee elected by the Board.

A grant of 11,200 rupees was sanctioned towards the cost of exhibiting handloom fabrics in the showroom in London run by the Indian High Commission.

The Board approved <sup>in</sup> to principle a scheme for the development of internal markets for handloom products and another for the development of markets for handloom cloth in foreign countries.

The standing committee was asked to examine the schemes and submit a report to the Government of India.

(The Statesman, 15-12-1952).

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CHAPTER 5. WORKING CONDITIONS AND LIVING STANDARDS.

INDIA - DECEMBER 1952.

50. General.

Official Staff in Defence Installations:  
Special Committee's Recommendations.

The Government of India had appointed a Committee under the chairmanship of Mr. Kalayanvala and with Mr. B. B. Ghosh, Joint Secretary, Ministry of Defence and Mr. K. N. Subramanian, Joint Secretary, Ministry of Labour, as members, to enquire into certain grievances of civilian employees in Defence installations. According to a Press Note issued by the Ministry of Defence, the Committee's report was submitted to Government on 22 September 1952. The Press Note adds that as the Chairman unfortunately died in 1951, soon after all the necessary data were collected but before the Committee actually reached its conclusions, the report was prepared by the remaining two members.

The report deals with the pay scales of industrial workers in ordnance factories; conveyance allowance to employees for journeys from their place of residence to the place of duty; leave to industrial employees; Government's contribution to workmen's provident fund accounts; over-time pay; gratuity; permanency of service of industrial employees; piece-work rates in ordnance factories; and anomalies in pay scales.

Many of the recommendations of the Committee are unanimous; there is, however, a fairly wide field in which separate recommendations have been made by the two members.

Committee's recommendations. - On the subject of pay scales of industrial workers in ordnance factories, one member has stated that the basis on which the present pay scales in ordnance factories have been fixed is satisfactory, while the other member has concluded that this is not entirely so.

There is a disagreement between the members on the question of the grant of a conveyance allowance. While one member has held that conditions in the defence installations generally are not so special as to justify the grant of a conveyance allowance to the employees in such installations, when a similar allowance is not given to employees of the civilian departments of Government, the other member has recommended the grant of allowance to defence employees on the general ground that many of them have to live at places far removed from their place of work.

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The Committee has recommended that the leave rules applicable to the non-industrial employees which are somewhat more liberal, should be extended to the industrial employees also.

The Committee has recommended that the Government's contribution to the Workers' Provident Fund Account should be increased from the present rate of 6 1/4 per cent to 8 1/3 per cent of pay.

The Committee has recommended the extension of the departmental rules to one or two categories of employees in ordnance factories who are at present ineligible for overtime pay and has also suggested a liberalisation of the rate of over-time pay for certain personnel, designated as supervisors, in the ordnance factories.

The Committee has recommended that the non-industrial employees who, prior to the introduction of the revised pay scales on the recommendations of the Pay Commission, were generally on daily rates of pay, should be allowed gratuity for their service prior to ~~xx~~ 1 August 1940, on the same scale, and conditions as are at present applicable to the ~~technical~~ industrial employees, if they leave the service without being made permanent.

The Committee has recommended that a permanent nucleus of the industrial employees should be created and also that for the purpose of age limit, all the daily rated service of the non-industrial employees should be deducted from their actual age at the time of consideration for quasi-permanency or permanency.

With regard to the piece work rates, the Committee has recommended that the existing rates which are based on the old daily rates with certain ad hoc increases, should be revised on the basis of the new monthly scales.

On the question of determining the average cost of a time scale for the purpose of fixing the piece work rates, one member has recommended that this rate may be at the middle point of the scale. The other member has, however, recommended a rate at two-thirds the stage above the minimum in the case of lower scales, and at the middle point for the higher scales. While one member has recommended that the basic pay on a time scale of a man who is normally engaged, ~~xxx~~ on piece work should be guaranteed, the other member has considered that such a guarantee is unnecessary and that all that can be justified is a guarantee of the minimum living wage.

The Committee has also made numerous detailed recommendations on the "anomalies in pay scales" which were brought to the notice.

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(The Hindu, 22-12-1952).

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Factories Act, 1948: Non-Official Amending  
Bill introduced in Parliament.

A non-official Bill to amend the Factories Act was introduced in the Council of States on 8 December 1952 by Mr. S. Guruswamy.

The Bill seeks to bring the railway running sheds under the operation of the Indian Factories Act by deleting them from the exempted categories in Section 2(M) of the Act.

According to the statement of objects and reasons of the Bill the railway running sheds have been exempted from the operation of the Factories Act although such establishments in every respect are full-fledged factories. The experience of the last four years shows the exemption is an unfair hardship to the several thousands of workers employed therein in the matter of overtime allowances and some other privileges recognised in the Act.

(The Gazette of India, Part II, Section 2,  
13 December 1952, page 59 )

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52. Workers' Welfare and Recreation.

India - December 1952.

Madhya Pradesh: Factory Welfare Officers  
(Conditions of Service) Rules, 1952.

The Government of Madhya Pradesh gazetted on 28 November 1952 the Factory Welfare Officers (Conditions of Service) Rules, 1952, made in exercise of the powers conferred under the Factories Act, 1948. The Rules prescribe, inter alia, the duties, qualifications and conditions of service of welfare officers to be appointed under the Rules.

(The Madhya Pradesh Gazette, Part IVc,  
28 November 1952, pp. 385-386 ).

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## 56. Labour Administration.

India - December 1952.

### Mysore: Working of the Department of Labour for the year ending 31 March 1952.

The Government of Mysore published on 20 November 1952 its review of the administration report of the Department of Labour for the year ending 31 March 1952. According to the review the Department has, during the year under report, undertaken several activities to educate labour and to bring about a re-orientation of their outlook in the matter of industrial relations.

Industrial labour.- There were 91 industrial undertakings (excluding plantation estates) coming under the purview of the labour enactments during the year as against 116 industrial undertakings in the previous year. The total number of operatives employed in these industrial undertakings was 81,475 as against 80,883. While there was a decrease in the number of industrial undertakings, a slight increase in the number of operatives was noticed.

Plantation labour.- The total strength of the plantation labour in about 500 plantation estates spread over in about 97,000 acres in Chikmagalur and Hassan Districts was about 60,000 approximately. It was stated that a number of estates have not furnished the figures required.

Security of service.- Security of services was ensured to all workers employed in large industrial undertakings coming under the purview of the Industrial Disputes Act, 1947 and the Industrial Employment (Standing Orders) Act, 1946.

In the case of plantations, no security of service existed, as the workers were played off during certain seasons. However, some of the estates had given their workers the benefits of the Provident Fund Scheme.

Labour conditions.- The general labour conditions in the State during the year was on the whole normal and peaceful. There were only 10 strikes during the year as against 13 in the year 1950-51 and 26 in the year 1949-50. There has been marked decrease in the number of strikes from year to year.

Standing Orders.- No fresh Standing Orders were settled during the year. Although the Standing Orders framed under the Labour Act still hold good until superseded by fresh Standing Orders framed under the newly extended Central Act XX of 1946, the Government directed that efforts should be made by the Department to bring the Standing Orders in conformity with the Law now in force.

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Conciliation and Arbitration. - In all 120 industrial disputes were brought to the notice of the department during the year. Out of them, 68 disputes were disposed of by conciliation and 34 (notices of change) referred to the tribunal for adjudication, as failure of conciliation was reported in those cases. In plantation division as many as 53 disputes out of 69 registered were disposed of by conciliation. Whereas conciliation has proved a success in plantation division, it has proved an utter failure in Bangalore and Kolar Divisions.

Labour welfare. - The two recreation centres started by the Department at Bangalore - one at Cottonpet and the other at Chamarajapet, continued to work satisfactorily. Certain private industrial concerns also have provided amenities to their workmen.

(The Mysore Gazette, Part I, 20 November 1952,  
pages 422-423).

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

India - December 1952.

Travancore-Cochin Payment of Wages (Factories)  
Rules, 1952.

The draft Travancore-Cochin Payment of Wages (Factories) Rules, 1952 (vide page 73 of the report of this Office for April 1952) have been approved and gazetted on 25 November 1952. The Rules provide, among other things, for the regular inspection of the weights, measures and weighing machines used by employers for the purpose of calculating wages, the registers to be maintained, the authority empowered to impose fines, procedure for the imposition of fines and the conditions subject to which deductions from wages may be made and the extent to which advances of wages may be made.

(Travancore-Cochin Gazette No. 47, Part I,  
Section IV, 25 November 1952, pp. 1-14).

Draft Travancore-Cochin Payment of Wages  
(Plantations) Rules, 1952.

The Government of Travancore-Cochin published on 25 November the draft of the Travancore-Cochin Payment of Wages (Plantations) Rules, 1952, proposed to be made in exercise of the powers conferred under the Payment of Wages Act, 1936.

The draft rules which do not apply to persons employed in the factories in the plantations registered under the Factories Act, 1948, prescribe the registers to be maintained, and provides for the regular inspection of the weight, measures and weighing machines ~~and~~ used by employers for the purpose of calculating wages, prescribes the procedure for the imposition of fines and the conditions subject to which deductions from wages could be made, and regulates the scale of costs to be allowed in proceedings under the Act.

The draft rules will be taken into consideration by the Government after 25 February 1953.

(Travancore-Cochin Gazette No. 47, Part I,  
Section IV, 25 November 1952, pp. 1-15).

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Travancore-Cochin Payment of Wages  
(Procedure) Rules, 1952.

The Government of Travancore-Cochin ~~announced~~ published on 25 November 1952 the Travancore-Cochin Payment of Wages (Procedure) Rules, 1952, made in exercise of the powers conferred under the Payment of Wages Act, 1936. The rules prescribe, inter alia, the procedure for presenting claims arising out of deductions from wages or delay in payment of wages, the procedure to be followed by the authority to hear and decide such claims, and appeals against directions made by authorities.

(Travancore-Cochin Gazette No. 47, Part I,  
Section IV, 25 November 1952, pp. 1-8).

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66. Strike and Lockout Rights.

India - December 1952.

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

In exercise of the powers conferred under the Industrial Disputes Act, 1947, and by a notification dated 22 December 1952, the Government of Mysore has 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 1 January 1953.

(Notification No. LS 4678-LW. 313-51-6 dated 22 December 1952, the Mysore Gazette, Part IV, Section I-C, 25 December 1952, p.623).

Travancore-Cochin: Sugar Industry declared a Public Utility Service.

In exercise of the powers conferred under the Industrial Disputes Act, 1947, and by a notification dated 21 November 1952, the Government of Travancore-Cochin has declared sugar industry in the State to be a public utility service for the purposes of the Act for a period of six months from 26 November 1952.

(Notification No. L2-12469-52DD dated 21 November 1952, Travancore-Cochin Gazette, 25 November 1952, Part I, p.1318.).

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68. Labour Courts.

India - December 1952.

Industrial Disputes Act, 1947, applicable to  
Municipal Employees: Supreme Court's  
Judgment.

A constitution bench of the Supreme Court in its decision ~~held~~ dated 5 December 1952 held that the Industrial Disputes Act, 1947, was applicable to a dispute between a municipality and its employees. The decision was given by Mr. Justice Chandrasekhara Aiyar in an appeal filed by the Administrator of Budge Budge Municipality against the chairman of Industrial Tribunal, Calcutta.

The State of West Bengal referred a workers dispute in the Budge Budge Municipality (viz. dismissal of a sanitary inspector and the head clerk) to the Industrial Tribunal for adjudication on 24 September 1949. The Tribunal gave an award on 13 February 1950 ordering the reinstatement of two dismissed employees from the Municipality. On a writ ~~petiti~~ petition from the Municipality for quashing the award, the Calcutta High Court dismissed the petition but gave leave to appeal to the Supreme Court.

Delivering the judgment of the Supreme Court, Mr. Justice Chandrasekhara Aiyar said that it was necessary to ascertain what the statute meant by "industry" and "industrial dispute", leaving aside the original meaning attributed to the words in a simple state of society, when they had only one employer, perhaps, doing a particular trade or carrying on a particular business with the help of his own tools, material and skill and employing a few workmen in the process of production or manufacture, and when such disputes that occurred did not go behind individual levels into acute fights between rival organisations of workmen and employers, and when large scale strikes and lock-outs throwing society into an utter state of chaos and confusion were practically unknown. Legislation had to keep pace with the march of times and to provide for new situations. Social evolution is a process of constant growth, and the State cannot afford to standstill without taking adequate measures by means of legislation to solve large and momentous problems that arise in the industrial field from day to day almost.

"Having regard to the definitions found in our Act", his lordship went on, "the aim or objective that the Legislature had in view, and the nature, variety and range of disputes that occur between employers and employees, we are forced to the conclusion that the definitions in our Act include also disputes that might arise between municipalities and their employees in branches of work that can be said to be analogous to the carrying out of a trade

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or business. It is unnecessary to decide whether disputes arising in relation to purely administrative work fall within their ambit. After all, whether there is an industrial dispute at all is for the Government primarily to find out, for it is only then it has jurisdiction to refer. Moreover, it is not ~~very~~ every case of an industrial dispute that the Government is bound to refer. They may refer some, but may not also. It is a question of expediency.

"There was no ground urged before us that the sanitary inspector and the head clerk of the municipality were officers ~~of the~~ and not 'workmen' within the meaning of the Act. The dispute raised on their behalf by the Workers' Union of which they were members is in our view, an 'industrial dispute' within the meaning of the Act".

(The Hindustan Times, 6-12-1952 ).

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Chapter 7. Problems peculiar to certain  
categories of workers.

74. Indigenous Labour.

India - December 1952.

Uttar Pradesh: U.P. Habitual Offenders  
Restriction Act, 1952 (U.P. Act No. XXXVIII  
of 1952).

The Uttar Pradesh Habitual Offenders Restriction Bill, 1952 (vide page 66 of the report of this Office for September 1952) as passed by the Uttar Pradesh Legislature received the assent of the President on 10 December 1952 and has been gazetted as U.P. Act No. XXXVIII of 1952. The Act makes provision for imposing certain restrictions on habitual offenders in Uttar Pradesh.

(Government Gazette of Uttar Pradesh,  
Extraordinary, 15 December 1952, pp. 3-10).

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CHAPTER 8. MANPOWER PROBLEMS.

INDIA - DECEMBER 1952.

81. Employment Situation.

Contract System in Mysore ~~State~~ Gold Mines:  
Settlement on Abolition.

A settlement regarding the abolition of contract system in the K.G.F. Gold ~~Mines~~ Mines, Mysore State, was arrived at recently in connection with the industrial dispute between the Management of the four Gold Mines Companies and their workmen, as a result of the conciliation proceedings by the ~~Regional~~ Regional Labour Commissioner, under Section 12 of the Industrial Disputes Act, 1947. Mr. O. Venkatachalam, Regional Labour Commissioner (Central), Madras, conducted the conciliation proceedings.

The long standing demand of the Labour Associations for abolition of the contract system in the Gold Mines at Kolar Gold Fields was discussed and the following points were agreed upon: (1) No more additional contracts will be given out by the Management. (2) There will be no further increase in the number of contract labour unless exigencies of work required. (3) On the abolition of contracts, the employees of ~~contractors~~ contractors, other than clay boys and writers, shall be continued in such jobs as the Company considers them suitable for, without reducing their then emoluments. Clay boys and writers will, however, be considered for alternative employment. (4) Displaced contractors will be considered for employment in supervisory grades, subject to their suitability. (5) The contract system will be abolished in stages by the end of June 1954. (6) The above terms shall not apply to surface contracts pertaining to procurement and supply of materials, building constructions and other intermittent works. The existing practice in respect of these works will not, however, be affected. (7) This agreement, ~~shall~~ shall come into force with immediate effect and shall remain in operation for a period of two years.

(The Hindu, 6-12-1952 )

83. Vocational Training.

India - December 1952.

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

Training of adult civilians.- According to the review of work done by the Directorate of Resettlement and Employment the number of trainees on the rolls of the various training institutes/centres on 31 October 1952, was 8,399. There were 6,465 trainees in the technical trades and the remaining in the vocational trades.

Training of displaced persons.- Similarly, the total number of displaced trainees on the rolls, at the end of October 1952, was 2,535; of them 2,104 were in technical trades, including 60 who were undergoing training in production/professional work. The remaining were undergoing training in vocational trades.

Apprenticeship training for displaced persons.- A total of 680 displaced persons were undergoing training as apprentices in industrial undertakings/establishments in West Bengal and Uttar Pradesh against 900 seats sanctioned. They were recruited and posted direct to the undertakings/establishments concerned.

Training of women.- A total of 371 women were undergoing training at the end of the month at the four women's training institutes at New Delhi, Dehra Dun and Madras. In addition 1 woman at industrial training institute, Digha, 42 women at industrial training institute, Almora and 20 women at industrial training institute, Virajpet (Coorg) were undergoing training alongside the men trainees.

Training of supervisors and instructors.- The supervisors and instructors undergoing training in the 9th regular session at the industrial training institute for instructors, Koni-Bilaspur completed their training and the final examination was held during October 1952. Results of the examination are being awaited.

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

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CHAPTER 9. INCOME SECURITY.

INDIA - DECEMBER 1952.

92. Legislation.

Mysore Maternity Benefit (Amendment) Act, 1952  
(Act XXXII of 1952): Provision made for  
Increased Maternity Benefits.

The Mysore Maternity Benefit (Amendment) Bill, 1952 (vide page 80 of the report of this Office for June 1952) as passed by the Mysore Legislature received the assent of the President on 7 November 1952 and has been gazetted as Mysore Act XXXII of 1952.

Under the Act as amended every woman employed in a factory is entitled to payment of maternity benefit at the rate of average daily wage during a period of three months immediately preceding the date on which she gives notice of confinement or at the rate of eight annas a day, whichever is more.

(The ~~Saxa~~ Mysore Gazette, Part IV,  
Section 2B, 27 November 1952, page 149).

Punjab Maternity Benefit (Amendment) Act, 1952  
(Act XXV of 1952).

The Punjab Maternity Benefit (Amendment) Bill, 1952 (vide page 69 of the report of this Office for October 1952) as passed by the State Legislature received the assent of the Governor of the Punjab on 9 December 1952 and has been gazetted as Act XXV of 1952. The Act makes a number of minor amendments to the Act of 1943.

Under the Act as amended the definition of the term 'factory' has now been broadened and brought in line with the definition under the Factories Act, 1948. Another important amendment is that a woman employed in a factory for not less than six months can claim maternity benefit in case of miscarriage or abortion. However, a woman suffering a miscarriage would not be entitled to benefit if the miscarriage results in her conviction under section 312 of the Indian Penal Code.

(Punjab Government Gazette, Extraordinary,  
10 December 1952, pages 1573-1574).

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Punjab: Workmen's Compensation Act, 1923,  
to be applied to certain class of Persons.

The Government of the Punjab published on 5 December 1952 the draft of the following additions to the list of persons given ~~in~~ in schedule II to the Workmen's Compensation Act, 1923. The draft will be taken into consideration by the Government after 5 March 1953.

Draft Amendment

" (XXX) employed for the purpose of loading or unloading any mechanically propelled vehicle, or in the handling or transport of goods which have been loaded into any mechanically propelled vehicle".

(Schedule II to the Act contains the list of persons included in the definition of workmen and the State Government is empowered under section 2(3) of the Act to add to schedule II any class of persons employed in any occupation which the Government is satisfied is a hazardous occupation and the provisions of the Act shall apply to such classes of persons).

(Punjab Government Gazette, Part I,  
5 December 1952, page 1582 ).

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CHAPTER 10. SOCIAL AND INDUSTRIAL MEDICINE.

INDIA - DECEMBER 1952.

105. Industrial Medicine.

Fourth All-India Conference of Industrial  
Medicine: Presidential Address.

The fourth all-India conference of Industrial Medicine was inaugurated at Bangalore by Mr. K. Hanumanthayya, Chief Minister for Mysore on 10 December 1952; Dr. J.C. Patel presided.

Health of the worker: Presidential address.-

Dr. Patel, in the course of his address, emphasised the need for an industrial medical service. In a world which was changing rapidly from an agricultural mode of life to an industrial mode of life, people concerned in any way with the welfare of individuals must pay due attention to the stresses and strains involved in this change. Doctors, and certain other individuals directly concerned with the people working under industrial conditions must naturally take the lead in making this change as free from harm and damage to human beings as possible. That was the ideal for which industrial medicine stood.

Industrial medicine fundamentally meant the application within the industry of the ethics, ideals and principles of scientific medicine. It was the duty of the doctors engaged in this kind of work to maintain in all spheres a scientific objectivity and a spirit of neutrality. Employers should be prepared to accept the fact that in the long run the promotion of health was sound economics. Whatever little was spent for the effective promotion and maintenance of the health of the worker was returned a hundredfold in the form of effective work and greater production. Unfortunately in many industries in the country, the medical service provided was looked upon as a philanthropic gesture. The practice of scientific industrial medicine within the factory was necessary and was ultimately in the interests of the employer himself.

In conclusion, Dr. Patel suggested to the Council of the Society of Industrial Medicine to set up a Central Research Advisory Committee and attempt the collection and analysis of data from various parts of the country. A beginning had to be made in this direction by individual or a group of members and by showing their work and worth they could expect Governmental help.

(The Hindu, 11-December, 1952 )

CHAPTER 11. INDUSTRIAL SAFETY.INDIA - DECEMBER 1952.111. Prevention of Accidents.Madhya Pradesh Regulation of the Use of Cranes  
and Other Lifting Machinery Rules, 1952.

The Government of Madhya Pradesh gazetted on 28 November 1952 the Madhya Pradesh Regulation of the Use of Cranes and other Lifting Machinery Rules, 1952, made in exercise of the powers conferred under the Factories Act, 1948. The rules which apply in respect of cranes and all other lifting machinery ~~rules~~ (other than hoists and lifts) in any factory, deal with, inter alia, provision of approved load indicator to every crane ~~and~~ used in connection with lifting appliances, provisions to be complied with in respect of chain, rope or other lifting tackle used for the purpose of raising or lowering persons, goods or materials, precautions to be observed in the ~~xxx~~ use of chains and lifting gears, etc.

(Madhya Pradesh Gazette, Part IV-C, 28 November 1952, pages 379-384 )

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CHAPTER 12: INDUSTRIAL COMMITTEES

India - December 1952

121: Special Information

Fourth Session of Industrial Committee on  
Plantations, Calcutta, 19-20 December 1952:  
Tripartite Commission on Tea Industry suggested.

The fourth session of the Industrial Committee on Plantations was held at Calcutta on 19 and 20 December 1952. Mr. V.V. Giri, Central Labour Minister presided. The meeting which was convened to consider the recommendations of the Government of India's official team concerning labour in tea gardens (vide pages 18-21 of the report of this Office for November 1952) was attended by representatives of the Central and State Governments and of employers' and workers' organisations. The Committee in a resolution suggested that a tripartite commission with regional sub-committees should be appointed by the Central Government to investigate into the cost structure of the tea industry.

Mr. Giri's address: little scope ~~in~~ for reduction of wages.- In the course of his address, Mr. Giri said that he was sure nobody would seriously urge that the minimum wages, fixed in the tea industry were in any way over-generous even though they did make an advance over the wages which prevailed some years ago. But it was advisable that they do not attach any importance to what he would call the pre-1948 days, that is, days before the tripartite consultations commenced. There was also a view that minimum wages, unlike fair wages, ~~were such as~~ represented the barest minimum to enable a worker and his family to live up to the minimum social standards. The scope for any reduction in the minimum wages was, therefore, very little indeed.

Concessional supply of foodstuffs.- The recommendation regarding concessional supply of foodstuffs related to a matter on which the industry had been pressing the Government for a long time. There were two aspects; first, the transfer of responsibility in regard to supply of foodgrains; and secondly, the question of conversion. He



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did appreciate that at present the industry was put to substantial expenditure in discharging its responsibilities for supplying foodgrains to workers and their dependants. This was more so in regard to those employers who discharge their responsibilities very conscientiously. Such heavy costs would certainly affect the cost of production and he, for one, would be very happy indeed if some agreed solution could be reached in regard to this matter. He was sure that all would agree that in the special conditions in which labour in tea estates was located, somebody would have to assume responsibility in this matter and the real question was as to who it should be. In regard to conversion the matter was one more of arithmetical calculations for reckoning the cash compensation that should be given in the way of additional wages, if the present subsidised rates of supply of foodgrains was discontinued. If it was agreed that nothing should be done which would substantially affect the total earnings of a worker, it would logically follow that, as far as possible, there should be full compensation in cash. Mr. Giri recalled that in the discussions at the tripartite meeting held in August 1951, the representatives of the industry took a very enlightened view in regard to the terms of conversion. It would be for the Committee now to discuss the question again to see whether conversion should be agreed to and if so, on what terms, taking into account any new factors which have since arisen. He would only appeal to labour that taking a realistic view of the present state of affairs, they might consider a change in attitude over what they had held in ~~serious~~ previous discussions.

Plantations Labour Act. - Mr. Giri said that one of the most important recommendations in the Official Team's report was that the implementation of the Plantations Labour Act should be postponed for a period of two years or so, as far as the tea industry was concerned. This required some analysis and very full discussion. Though the Plantations Act as such has not been legally enforced, several measures contemplated therein had already been enforced, ~~xxxxx~~ on a voluntary basis, thanks to the extremely helpful cooperation received in the previous tripartite discussions. He would refer in particular to items like housing, medical care and treatment, maternity benefits and sickness benefits. Admittedly these measures were long overdue, and had been enforced by a large section of enlightened employers. It might be argued that postponement of even these measures might well have the effect that those who gave these benefits to labour voluntarily, would have to continue doing so and would be penalised in comparison with others who might not have granted

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similar benefits. There <sup>was</sup> also certain other provisions in the Plantations Act, some of which might have been implemented only progressively even in normal times. If it was agreed that present-day conditions in the tea industry ~~were~~ were ~~agreed~~ rather abnormal, there would be good reason for the committee to see to what extent the implementation of the provisions should be postponed or slowed down.

Retrenchment of surplus labour.- The problem of surplus labour was an urgent one and required serious consideration. The Official Team was of the opinion that retrenchment should not appear as the first item on the proposal for reduction of the cost of production. Apparently it was not visualised that retrenchment might be even in the form of complete closure of gardens. Unfortunately, reports were coming in of such closures and it was even alleged that some closures were made without even a reasonable notice. This aspect must be giving the utmost worry to labour and required the fullest discussion. In particular, even if gardens had to close down, it was for the committee to consider whether this should be done with hardly any reasonable notice, particularly where the labour was not of the locality. The State Governments concerned would be no less worried on this question. Retrenchment, even where it involved only discharge of surplus labour, was hard enough but the hardship involved in discharging all labour consequent on closure of a garden could be easily imagined. He felt that some measures should be evolved to at least lessen the hardships.

Recommendations.- The Committee passed a resolution suggesting that a Tripartite Commission with regional sub-committees should be appointed by the Centre immediately to investigate the cost structure of the tea industry; ~~was made in a resolution passed by representatives of employers and workers at the fourth session of the Industrial Committee on Plantations in Calcutta on Saturday.~~

The resolution said: "The Committee requests that the Commission should be asked to report by February 1953 and that the Government may be pleased to pass orders thereon by 15 March 1953. Pending the report of the Commission, the Committee recommends as an emergency measure that relief by way of refund of the duty collected by the Central Government may be given, with effect from

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1 April 1952, as follows: Cachar, Darjeeling and Tripura three annas per lb; Dooars, Terai and Central Travancore (low grown areas) two annas per lb; and Assam and Madras States one anna per lb.

"No such refund shall be made to gardens which have closed down and do not reopen immediately after the announcement of relief by the Centre. The gardens which have suffered loss during the year 1951 and/or 1952 should be granted relief by way of long-term loans on puisane mortgages of the block assets to the extent of the short-fall which they had during the period.

"Where the Government is satisfied that any of the gardens had not suffered loss during the ~~year~~ financial year 1952-53, the Government may direct that the amount refunded shall be spent on labour welfare. Should relief be granted by the Government, producers feel that there will be no further closure or retrenchment or reduction in the earnings of labour till the Tripartite Commission reports, and it is further agreed that the refund shall be contingent upon the working of the gardens without retrenchment or reduction in the earnings of labour pending the report of the Commission. Producers will also endeavour to reopen the gardens which were closed down this year.

"No revision by any State Government committee of the minimum wages awards shall be made to the detriment of labour after the acceptance by the Government of these proposals and during the pendency of the inquiry by the Tripartite Commission."

Official Team's report.- The report of the official team, it was felt, did not furnish sufficient facts to lead to any positive conclusions. It would have been better if all the parties namely the employers, employees and the State Governments had been associated in any enquiry of this type. In fact, this presented the main difficulty in discussing the various issues originally included in the agenda.

The State Governments emphasised that they should be adequately represented at all discussions of the Tripartite Commission both at the Centre as well as in the regions.

The representatives of the West Bengal made it clear also that on no account should there be reduction in the cash minimum wages of plantation

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workers. In case any subsidy was granted by the Centre, it should not be paid to the managements direct, but should be handed over to the Government of West Bengal, who in its discretion should distribute the amounts among different employers in whatever shape they thought best.

Representatives of the Governments of West Bengal and Assam stated that unless the employers gave an immediate assurance that they would abstain ~~abstain~~ from closure of gardens or retrenchment until the Government ~~xxxx~~ of India's decision was known, the State Governments must be free to exercise their own powers in averting the crisis in the manner they considered fit.

Employers' representatives of Madras and Assam stated that they did not require ~~an~~ a subsidy. Assam would be content if cash concession was effected instead of the existing food concessions.

(Amrita Bazar Patrika,  
20 and 21-12-1952)

Press Note issued by the  
Press Information Bureau,  
Government of India)

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

INDIA - DECEMBER 1952.

Chapter 3. Economic Questions

Bombay Housing Board (Amendment) Act 1952  
(Act XXXII of 1952). (The Bombay Government  
Gazette, Part IV, 6 December 1952, pp. 142-145).

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

Madras: Tanjore Tenants and Pannaiyal  
Protection Act, 1952 (Madras Act XIV of 1952).  
(The Fort St. George Gazette, Part IVB,  
24 December 1952, pp. 107-118).

Chapter 7. Problems Peculiar to Certain Categories  
of Workers

U.P. Habitual Offenders Restriction Act, 1952  
(Act No. XXXVIII of 1952). (~~xxxxxxx~~ Govern-  
ment Gazette of Uttar Pradesh, Extraordinary,  
15 December 1952, pp. 3-10).

Chapter 9. Income Security

- (a) Mysore Maternity Benefit (Amendment) Act, 1952  
(Act XXXII of 1952). (The Mysore Gazette,  
Part IV, Section 2B, 27 November 1952, p. 149).
- (b) Punjab Maternity Benefit (Amendment) Act, 1952  
(Act XXV of 1952). (Punjab Government Gazette,  
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