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INTERNATIONAL LABOUR OFFICE
INDIAN BRANCH

Industrial and Labour Development in April, 1951.

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

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Chapter 1. International Labour Organisation.

14. Conventions and Recommendations.

India - April 1951.

Night Work of Young Persons (Revised) Convention: Bill introduced in Parliament to enforce Provisions of Convention.

On 19 April 1951, the Government of India introduced in Parliament a Bill seeking to prohibit employment of young persons between 15 and 17 years of age during the night in railways and ports. The Bill also prohibits employment of children below 15 in any occupation in port areas.

The Statement of Objects and Reasons, appended to the Bill, explains that the measure is being introduced in order to enforce the provisions of the Convention adopted by the International Labour Conference in 1948 and ratified by India.

Necessary action to enforce the provisions of the Convention in mines and factories are being undertaken separately by amending the relevant laws.

~~(See also paragraph 55 of this Report).~~

(The Hindustan Times, 20-4-1951)

Chapter 2. International and National Organisations.

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

India - April 1951.

Provision of Technical Assistance: I.L.O.
concludes Basic Agreement with Ceylon and
India.

RESUMÉ

Basic agreements between the International Labour Organisation and the Governments of Ceylon and India for the provision of technical aid under the expanded programme of technical assistance of the U.N. were concluded during April 1951.

Under the terms of the agreements, the ILO would arrange for technical assistance to these countries primarily through the provision of experts. Technical assistance may also, to the extent agreed between the ILO and the Governments, take the form of provision of fellowships or other arrangements for study and training outside the countries.

The agreements come into force with immediate effect.

Technical Assistance to South East Asian Countries:
Training Facilities offered 60 Nationals of Region.

Considerable progress has been made in the provision of assistance to India, Pakistan and Ceylon by the Council for Technical Co-operation for South and South-East Asia, according to an official press release dated 23 April 1951.

Under the plan 13 experts from Britain and Australia have gone to India, Pakistan and Colombo, and training facilities for 60 Asian nationals have been accepted. Many of the training courses have been arranged under the auspices of a special Australian fellowship and scholarship scheme.

Action is proceeding on 81 additional applications and a decision by Asian countries on 44 specific offers made by Australia, Canada, New Zealand and the United Kingdom is awaited. Canada has offered 50 scholarships. Courses in meteorology and trade promotion as well as 3,000 technical and scientific books have been received from Australia. India has offered courses in statistics and road engineering. The United Kingdom has made available training in mining by the National Coal Board, the services of firms of technical consultants, and a Commonwealth scheme by a British group of electrical engineering companies.

(The Statesman, 25 April 1951).

25. Wage-Earners' Organisations.

India - April 1951.

All-India Organisation of Mine Workers set up:
Decision at Annual Session of the Indian National
Coal Mine Workers' Federation.

The annual session of the Indian National Coal Mines Workers' Federation was held at Jharria on 18 and 19 March 1951; Mr. Deven Sen presided. The conference, which was inaugurated by Mr. Hariharnath Shastri, was attended by 200 delegates from all parts of the country. The meeting adopted a resolution extending the scope of the Federation to all mines and renaming the Federation as National Mine Workers' Federation.

Mr. Shastri's inaugural address.- Mr. Hariharnath Shastri, in his inaugural address, referred to the worsening economic situation in the country and said that the working class was the hardest hit by the existing abnormal conditions. It was high time, he added, that the wage structure of the colliery workers was revised as the Government had failed to scale down the prices to the pre-war level. He opposed the proposal of the Government as well as the employers to substitute the grain concessions by a cash increase in the food rebate and said that the supply of grains at lesser rates to the miners should be maintained at all costs.

Importance of housing scheme; Mr. Deven Sen's Presidential address.- In the course of his presidential address, Mr. Sen stated that the greatest cause of provocation in the coal-fields arose out of extremely bad and inadequate housing accommodation. The Government pronouncements roused the hopes of the workers only to be dashed to pieces. A new scheme had been conceived by which the Housing Board would bear 20 per cent of the cost of erecting houses by employers. He stated that it was a fair gesture and if even this was not responded to, the only ~~xxx~~ alternative left would be forcing the thing through legislation.

Introduction of the grading system has been one of the new directions to which the Federation had been turning its attention since last year. Progress had been made and initial successes achieved. The Federation had also been asking for a revision of the whole pay structure, particularly of the scale of dearness allowance in view of the sharp rise in the price.

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Mr. Sen referred to the "amazing rapidity with which the Indian National Coal Mine Workers' Federation has spread into various States and into larger and larger sectors of workers within the same State", and stated that it ~~was~~ went to justify once more the stand and the historic necessity of the Indian National Trade Union Congress which was the parent body of the Federation. In a period of two years, the Federation had succeeded in establishing strong units, not only in West Bengal and Bihar, where the bulk of the coal mine workers are concentrated, but also in the States of Orissa, Madhya Pradesh, Hyderabad and Assam.

The Federation adopted a resolution moved by Mr. Katanlal Malaviya, renaming the organisation as the Indian National Mine Workers' Federation, embracing all mine workers' unions including coal miners. The following office-bearers of the new Federation for the year 1951-52 were elected: President - Mr. M. John; General Secretary - Mr. Deven Sen; Vice-Presidents - Mr. M.K. Ghosh, Mr. P.B. Gupta, Mr. R.N. Sharma, Mr. R.N. Malaviya. (~~One seat is to be filled from Orissa~~); Secretaries - Mr. Kanti Mehta and Mr. V.G. Gopal.

New Federation to be affiliated to Miners' International. - The first meeting of the general council of the newly-formed Indian National Mine Workers' Federation was held on 19 March 1951. The General Council adopted various resolutions, inter alia, demanding the standardisation of wages, increase in dearness allowance, adequate housing, setting up of a Tribunal for examining non-implementation of awards, passing of the Mines Bill, abolition of contract, and protesting against retrenchment and victimisation in mines. The meeting also decided to affiliate the Federation with the Mines International.

(Mazdur Avaz, 25 March 1951, and
1 April 1951).

All-India Union of Railway Workers dissolved.

At a convention of the All-India Union of Railway Workers (vide page 8 of the report of this Office for September 1949) held at Calcutta on 15 April 1951, with Mr. Jyoti Basu, President, in the chair, it was decided to dissolve the All-India Union of Railway Workers "as the first step towards forging unity among railwaymen and building up one central organisation". The convention, which was attended by delegates representing E.P.R., B.N.R., S.I.R., E.I.R., Assam and O.T. railway employees, in a resolution asked all the unions of the All-India Union of Railway Workers to seek affiliation with the All-India Railwaymen's Federation. The resolution stated that the All-India Union of Railway Workers was formed in 1949 as opposed to the All-India Railwaymen's Federation under a mistaken conception that the All-India Railwaymen's Federation could no more serve the interests of railwaymen. It added that the All-India Railwaymen's Federation, the oldest central organisation of railwaymen strengthened by the sacrifices and efforts of all unions, should once again be a platform of unity among railwaymen.

(The Statesman, 16-4-1951).

Twenty-fourth Annual Conference of the All-India Postmen and Lower Grade Staff Union, Amritsar, 7-8 April 1951: Increase in Dearness Allowance demanded.

The twenty-fourth annual session of the All-India Postmen and Lower Grade Staff Union was held at Amritsar, on 7 and 8 April 1951, Mr. Jai Prakash Narain presiding. The conference discussed the various demands of the Postmen's and Lower Grade Staff Union and adopted a number of resolutions, demanding, among other things, increase of dearness allowance; payment of wages for the strike period, in 1946 (vide pages 46-47 of the report of this Office for July 1946); confirmation without test of postmen, packers and allied categories in clerical and postmen's grade; revision of pay of pre-1931 scales and scales for merged States from the date of financial integration, within two months. The conference also decided to call a special conference in the event of the Government not being prepared to consider favourably these resolutions, to consider the action to be taken to secure these demands.

Mr. J.P. Narayan's address, Reference to I.L. Conventions.- In the course of his presidential address, Mr. Jai Prakash Narain paid a tribute to the work of the Union for the postal workers. Several of the postal workers' demands had been satisfactorily settled and their power of collective bargaining had been established. He referred to the increase obtained in the dearness allowance, although he felt that the further increase in the cost of living had reduced its value. He deplored the tendency to underrate the achievements of the Union. The reason for this, he said, was that unlike the trade unions, in Britain, which had achieved their positions of strength after a struggle of 70 years, Indian trade Unions had got as much as a result of the ILO Conventions. He thought that the guidance given to the Unions by outside people was also a source of weakness. He was not opposed to outside help as such, nor did he want such help to be stopped by legislation as was contemplated, but he wanted workers to shoulder their responsibilities themselves.

Mr. Narain said that at the time of the last strike of postmen, the Government had expressed its inability to give anything more but had given assurances that prices would be brought down. Dr. Matthai, the former Finance Minister, he said, had made some efforts in that direction, but now nothing at all was being done to curb the rise in prices. He regretted that promises made during the 1946 strike had not been fulfilled and pay for the strike period was not given.

(The Tribune, 10-4-1951;
The Statesman, 10-4-1951).

Abolition of Labour Appellate Tribunal urged:
Indian National Trade Union Congress ~~Executive~~
Working Committee's Demand.

A meeting of the Working Committee of the Indian National Trade Union Congress was held at New Delhi on 15 and 16 April 1951, Mr. Khandubhai Desai, President of the Indian National Trade Union Congress presiding. The meeting, among other things, adopted a resolution urging the Government of India to abolish the Labour Appellate Tribunal and to so amend the Constitution as to ban reference of industrial dispute to High Courts and the Supreme Courts.

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The resolution stated that while the Committee reiterated its faith in the principle of conciliation and arbitration, as the best and the only practical method suited to Indian conditions to resolve industrial disputes and to regulate labour management relationship, it noted with concern, that the faith of the working class in the method of conciliation and arbitration had received a rude shock, due among other things, to a tendency on the part of employers to refer most of the disputes to Appellate Tribunal and to utilise High Courts and Supreme Court for the purpose of delaying justice. The Committee was of the view that industrial relationship should not be the subject matter of ordinary prolonged legal proceedings, as the latter course was repugnant to the concept of social justice.

The Committee also adopted another resolution on dearness allowance to Government employees, urging the Government either to raise the cash dearness allowance or to make suitable arrangements for cheap foodstuffs and cloth at concessional rates to all its employees without further delay.

(The Statesman, 16-4-1951;
The Hindustan Times, 16-4-1951).

Railwaymen to take Strike Ballot: Decision by
General Council of the All India Railwaymen's
Federation: Demand for Increase in Dearness
Allowances and Conciliation Machinery.

At a meeting of the General Council of the All India Railwaymen's Federation held at Bombay, on 24 and 25 April 1951, under the chairmanship of Mr. Jai Prakash Narain, it was decided to direct the affiliated unions to take a strike ballot on the demands of railwaymen, relating mainly to payment of dearness allowance in accordance with the recommendations of the Central Pay Commission and the setting up of a standing machinery for the settlement of all outstanding issues between the Federation and the Railways. The results of the strike ballot are to be made available before the third week of June 1951.

The Council by a majority amended the original resolution, deleting the clause which said it would always keep the door open for negotiation and adjudication for a peaceful settlement. The Council expressed "strongest indignation" at the attitude displayed by the Ministry of Railways as evidenced by its refusal to settle several grievances by negotiation or adjudication. The Council referred to the "progressive deterioration in the standards of living of railwaymen due to steep rises in price levels and the failure of the Government to implement ~~their~~ its

assurances and recommendations of the Central Pay Commission for grant of dearness relief.

The two comprehensive basic demands for taking the strike ballot are: payment of dearness allowance in accordance with the ^{Pay} Commission's recommendations, and immediate setting up of a standing machinery for settlement of all outstanding issues between the Federation and the Railway Board and between affiliated unions and respective local railways at various levels, with authority to arbitrate under an independent chairman and to give an award within two months of reference of a dispute.

The Council reiterated the various resolutions of the Federation passed since the Dinapore meeting in 1949 in regard to the demands of various categories of workers (vide pages 15-17 of the report of this Office for February 1949) and condemned the "unconscionable delay in enforcing the prescribed pay scales on the integrated Railways and the reluctance of the Government to nationalize the remaining non-Government Railways".

(The Hindustan Times, 25 and 26 April 1951).

Madhya Pradesh: Recognition of Trade Unions:
Percentage of Membership Fixed.

In exercise of the powers conferred by sections 4(4) and 7(1)(a) of the Central Provinces and Berar Industrial Disputes Settlement Act, read with rule 6 of the Central Provinces and Berar Industrial Disputes Settlement Rules, the Government of Madhya Pradesh has prescribed the following percentage of membership as sufficient to qualify a union for recognition in all the local areas in the State: (i) in the case of the cotton and jute textile mills, 20 per cent of the average daily number of persons employed by the Mills during the period of six months prior to the date of the application; (ii) in the case of cement, potteries, electric supply companies, printing presses and oil mills, 18 per cent of the average daily number of persons employed in such undertakings during the period of six months prior to the date of application; and (iii) in the case of all other industries or undertakings, 15 per cent of the average daily number of persons employed in such undertakings during the ~~xx~~ period of six months prior to the date of application.

(Notification No.891-857-XXIII dated 14 March, 1951; The Madhya Pradesh Gazette, Extraordinary, dated 15 March 1951, p. 119).

Tenth Annual General Meeting of the Ceylon Workers' Congress: Equal Wages for Men and Women Workers demanded.

The tenth annual session of the Ceylon Workers' Congress was held at Wattegama, Ceylon, on 21 and 22 April 1951, Mr. K. Rajalingam presiding. The meeting, among other things, passed resolutions demanding equal wages for men and women workers in estates, increase in minimum wages to 1.50 rupees and right of assembly and organisation.

Presidential address.- Delivering the presidential address, Mr. Rajalingam warned that if anyone felt ~~and~~ that the workers could be suppressed and their enthusiasm daunted, he was likely to be completely disillusioned. The workers of different communities and religions were hand in hand for their betterment. They did not seek to fight men, but institutions - institutions that tend to retard workers' progress. As a trade union he said, they did not dabble in politics. "But when you are told that if you are not recognised by Government as a citizen you will have to lose your vote, that you may be replaced from your job, that your son cannot aspire even to be a peon in Government service, that you may be excluded from the provident fund or pension schemes, then you are automatically dragged into politics".

Mr. Rajalingam stated that wage increases of estate workers ~~was~~ were hardly ever able to catch up with the cost of living. In submitting a 20-point demand to the Estate Employers' Federation, he stated, the Congress had laid stress on the immediate introduction of provident fund and pension schemes to workers.

Resolutions.- A ~~large~~ number of important resolutions were adopted by the session on the various problems facing the workers. By a resolution the Congress demanded the right of assembly and organisation and all facilities for the effective exercise of such right and drew the attention of the Labour Department to the recommendations of the I.L.O. and its Plantation Committee, in particular, in this regard. The same resolution demanded that the principle of equality of ~~wages~~ wages between men and women be implemented forthwith.

In view of the unorthodox and violent methods employed in some estates to suppress legitimate trade union activities of democratically formed trade unions and in view of the dangerous potentialities of this method, the Congress in a resolution urged the Government to immediately appoint a commission to inquire into and report on the advisability or otherwise of adopting such methods and suggest steps to be taken in that regard.

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Another resolution urged the immediate formulation and implementation of ~~the~~ provident fund and pension scheme for estate workers and suggested that a levy be made on the output of estates for the creation of a welfare fund to be utilised for the benefit of the workers. In addition to wages, a bonus based on the price level of products was also urged to be given to the workers, besides wage increases for coconut workers and representation to the Workers' Congress on the Wages Boards.

Other resolutions drew the attention of the Government to the necessity of improving the educational facilities to estate children, to review the labour laws now in force, and to increase the minimum wage to 1 rupee 50 cents daily.

Office-bearers.- Mr. S. Somasundaram and Mr. A.K. Kandasami were elected General Secretary and Assistant Secretary respectively, and Mr. K. Kumaravelu, Treasurer, for the year 1951-1952.

(The ninth annual session of the Ceylon Workers' Congress ~~and~~ was summarised at page 9 of the report of this Office for April 1950).

(The Hindu, dated 23 and
24 April 1951).

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27. Salaried Employees' Organisations.

India - April 1951.

Madras: Annual Conference of Non-Gazetted Government Officials: Adoption of Central Government Salary Scales urged.

The twenty-ninth provincial conference of the Non-Gazetted Government Officers' Association was inaugurated by Mr. M. Rutnaswamy on 22 April 1951 at Tanjore. The session which was held from 22-24 April 1951 was ~~presided~~ presided over by Mr. K. Lakshmanan. Among other matters, the conference adopted a resolution requesting the State Government to adopt Central pay scales and allowances for State employees. It also decided to wait in deputation on the State Government in this connection.

Presidential address: demand for a living wage.- Mr. Lakshmanan in the course of his address said that the dearness allowance now being paid to the Non-Gazetted Officers did not bear any relation to the cost of living. If a census was taken of the financial position of all the Non-Gazetted Officers, more than 75 per cent of them would be found continuously indebted and must be discharged for not satisfying Rule 14 of the Government Servants' Conduct Rules. Mr. Lakshmanan was of the view that the Government had not taken a realistic attitude and met their demands even half way. The scanty increase in house-rent allowance granted by the Government did not in any way solve the problem of housing and the scheme of provident fund-cum-insurance benefited only a small percentage of Government servants. It was the duty of the Government, he added, to raise adequate funds to pay a living wage to its servants.

Mr. Lakshmanan suggested that the pay of all ranks of the non-gazetted officers should be revised and dearness allowance should be enhanced. Pending provision of Government quarters, all Non-Gazetted Officers should be granted suitable house-rent allowance. Educational concessions should be allowed to children of Government servants. He also stated that the Government should set up conciliation machinery on the model of Whitley Council.

(The Hindu, 23, 24 and 25 April, 1951).

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28. Employers' Organisations.

India - April 1951.

Seventh Annual Conference of the All India
Manufacturers' Organisation: Steps to
increase Production suggested.

The seventh annual meeting of the All-India Manufacturers' Organisation was held at Ernakulam on 27 and 28 March 1951, Sir M. Visvesvaraya presiding. The session was inaugurated by the Maharajah of Cochin. The meeting adopted various resolutions, inter alia, urging the Government to take all steps to increase industrial production in the country. By another resolution, the Organisation criticised the Labour Relations Bill as containing undesirable and objectionable features which, unless removed or rectified, would prove highly detrimental to the interests of industry and embitter the relationship between employers and employees.

Presidential address: emphasis on industrial planning.- In the course of his presidential address, Sir M. Visvesvaraya reviewed the condition of industries in India. He stated that for convenience, industries in India might be divided into two classes, namely: heavy and large-scale and small-scale or minor, including cottage industries. Heavy and large-scale industries were of special value to a country, chiefly because they helped to create wealth. Capital goods or heavy industries were the balance wheel of the whole business system. Small-scale or minor and cottage industries helped to increase occupations to supplement the income of the rural population and to raise the standard of living. Both classes of industries suffered through lack of finance. The business of industries and the business of finance were interdependent, but the defective functioning of modern industrial banking in the country was a serious impediment to the expansion of industries. He hoped improvement in this direction would receive the attention of Government. He stated that if the administration of industries was placed on an efficient system and confidence between Government and businessmen was established, money was likely to flow into industries both from private savings and foreign capital.

Referring to the lack of proper industrial statistics in the country, Sir M. Visvesvaraya stated that information as to what extent industries, both big and small, in the country had progressed, what annual contribution they were making to national income and how much employment in the aggregate they

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afforded to the population ~~to be~~ ^{were} all shrouded in mystery. Statistics were collected by Government for a large number of large-scale industries; they were elaborate and expensive but they did not give any clue to the true progress of industries as a whole.

Proceeding, Sir M. Visvesvaraya said that there was a great shortage of steel at the present time. So short was the supply that many of India's engineering industries were working today to less than 50 per cent of their installed capacity. No new developments could be made in the country for want of steel. As a measure to give immediate relief to industries, he suggested that the Government should take steps for the early installation of two additional blast furnaces in the existing steel works. It should also go ahead with the plans it had proposed for two other new steel plants.

He stated that the main problem facing the industries in the country was shortage of raw material, machinery and equipment. This, it was known, was mainly due to the stock-piling programmes of the Western countries, particularly, the United States of America. The solution of this difficulty rested mainly on successful negotiation by India at Government level with the United States of America. The second problem was the sudden and precipitate rise in the prices of raw materials and semi-manufactured goods which was used by the Indian industries as their raw material. The remedy lay in controlling the inflationary trends. This could be attempted on an international level by a common agreement between the main industrialised countries of the world.

Co-operation with labour.- Another serious impediment to the progress of industries, he said - was the continuous demand ~~of~~ by labour for progressively higher wages to offset the rising cost of living. The only way to mitigate the effects of the rise in labour costs was to ensure higher efficiency and greater output per man hour of labour. This ~~inex~~ inevitably involved willing co-operation of labour and of labour leaders. An appeal should be made to them for giving this co-operation which was partly also to their own advantage.

Sir M. Visvesvaraya said that there should be a clear enumeration of the objects of the Industries Department and a description of its organisation and equipment. A plan or plans should guide operations in every State. This should be of three sizes: (1) a plan of works for one year, intended for immediate execution, (2) a five-year plan enumerating lists of works proposed to be carried out in the first five-year period, and (3) a ten-year plan also to serve as a target. These plans should be either

prepared by or revised at the beginning of every year so that the Government and the public may know on what works the country was concentrating and what results they might expect at the end of each period. In every plan for a new year care should be taken to see that essential industries like steel and machinery manufacture were kept in continuous operation.

He also suggested that the Government should henceforth follow a practice of presenting to Parliament every year with the national financial budget a statement of "Social Audit", giving ~~xxx~~ a statement of the national income and expenditure in the sphere of the common man. This practice may be brought to the notice of the National Planning Commission.

Resolutions.- The conference adopted resolutions, among other matters, relating to industrial planning, Labour Relations Bill; and the need to increase industrial production.

Industrial planning.- This resolution while appreciating the progress made by the National Planning Commission in the preparation of a five-year plan emphasised that in any nation-building plan economic planning should be given the highest priority with particular reference to the integrated development of the basic large, medium, small-scale and cottage industries. It also recommended the fixation of high priorities and production targets for increasing power-supply, for manufacturing machine tools, ~~xxx~~ machinery, automobile, aircrafts, shipbuilding, mineral oils and industrial materials namely, steel, cement, non-ferrous metals, heavy and fine chemicals, dye-stuffs, and synthetic fibre ~~xxx~~ which ~~is~~ are scarce in the country.

Labour Relations Bill.- Regarding the proposed Labour Relations Bill, the Conference took exception in particular to the action of the Select Committee in including the dismissal of an employee, irrespective of the merits of the case, within the definition of a labour dispute and in allowing reference to tribunals of disputes pertaining to termination of service of an employee who was surplus to the requirement of his employer. The Conference objected to the retention of provisions in the Bill aimed at securing the implementation of an award by an employer, including the taking over of his concern by a controller appointed by Government and the closing down of the undertaking. In the opinion of the Conference a number of other clauses require either modifications or removal, and, in view of alterations of a fundamental nature made by the Select Committee, the Conference urged that the Bill as amended by the Select Committee should be re-circulated to all industrial and commercial associations and ~~xxxx~~ trade unions to elicit their views and

that it be included for discussions in the agenda of the forthcoming session of the Labour Conference.

Industrial production.- The resolution on this subject urged the Government to take all steps to increase the industrial production in the country. While noting with satisfaction the definite upward trend in production in a number of industries during the last year, the Conference was apprehensive of the future maintenance and expansion of industrial production, in view of growing difficulty in obtaining essential raw materials, spares and equipment from abroad. The Conference recommended to Government to (1) start negotiations with other Governments at State level, (2) secure a common agreement between ~~production~~ producing and consuming countries of the world, (3) help industries to achieve higher efficiency and greater output, (4) to take necessary measures to provide larger finance to industries on reasonable terms through the Central and State Industrial Finance Corporations and scheduled banks by providing them with liberal re-discounting facilities ~~for~~ by the Reserve Bank of India and the Import-Export Bank of the United States of America, and (5) to postpone such legislative measures as were likely to weaken the existing industrial structure and unduly inflate the cost of industrial production. The Conference also appealed to industrial employers and workers to strive for higher productivity.

Office bearers.- The new central committee of the All-India Manufacturers' Organisation at a meeting on 28 April 1951 elected Sir M. Visvesvaraya as President of the Organisation for 12th successive year. Mr. H.P. Merchant, Mr. F.R. Moos and Mr. B.D. Somani were elected Joint Honorary Secretaries.

(The Hindu dated 27 and 28 March,
1951;
The Times of India (Bombay),
dated 28 March 1951)

32. Public Finance and Fiscal Policy.

India - April 1951.

Amendment:

Amended Finance Bill passed by Parliament:
Higher Duty on Kerosene rejected: Relief
for Lower Income Groups.

On 26 April 1951, Parliament passed the Finance Bill with one change in addition to those recommended by the Select Committee. Responding to repeated pleas on behalf of "hookah" smokers, the Government agreed to reduce the tax on tobacco used for this purpose from 7 annas per lb to 6 annas per lb. A reduction had already been made by the Select Committee in the duty on tobacco used for the manufacture of biris and snuff from 1 rupee per lb to 14 annas per lb. As a result of the changes made by the Select Committee and the reduction of the tax on "hookah" tobacco, the yield from additional taxation is expected to be reduced by 64 million rupees.

Select Committee's report.- The Select Committee has made a number of changes to the Finance Bill. It suggested that the duty on manufactured tobacco relating to "biris" and snuff, and the five per cent surcharge on kerosene should be abolished. Another important concession to lower middle class is that no surcharge should be levied if the income of a person does not exceed 7,200 rupees. Similar relief has been given to undivided Hindu families where the total income does not exceed 14,400 rupees. As against an effective rate of duty of 1 rupee per lb suggested in the Finance Bill, the Select Committee has recommended a duty of 14 annas on tobacco capable of being used for biris. The Finance Minister's original recommendation of a duty of 1 Rupee consisted of a leaf duty of 8 annas and a duty of 8 annas on the manufactured product. The Committee has restored the old rate of 9 annas per lb on tobacco other than fine-cured intended for cigarettes. It has also enhanced the exemption limit in the case of cheroots from 12 annas to 14 annas.

The Committee has proposed that in the interests of the country, the ad valorem import duty on mineral oils, like lubricating oil and diesel oil, should not exceed 15 per cent. Under the original proposal this duty was not to exceed 20 per cent.

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The export duty on jute sacking was enhanced on March last from 150 rupees to 350 rupees per ton by a notification under the Indian Tariff Act. In the Committee's opinion, this enhanced duty should be retained as a permanent duty.

The Committee, has statutorily exempted cloth of handloom manufacture from export duty. Even now no such duty is levied but the matter is regulated by executive action.

Finance Minister's reply to debate.- Replying to the debate, the Finance Minister, Sir Chintaman Deshmukh said that according to the latest figures available the closing cash balances of the Government as on 31 March would be about 1,600 million rupees, as against the revised estimates of 950 million rupees.

He said that the cash balances' position was only one of the considerations for additional taxation. It was no doubt a "very forcible consideration", in the sense that if they had had no cash balance, additional taxation would have become "absolutely imperative on that ground alone". He claimed that this taxation was needed on two other important grounds. The first was to counter inflation and the second was to finance the first stage of the development ~~par~~ plans.

Many were of the view that the principal factor in the inflationary situation during the last three years was the deficit financing of Government expenditure. There was a certain amount of truth in this, though as had been pointed out, Government's total deficit for the last three years was 1,700 million rupees as against the balance of payment deficit of about 5,000 million rupees. In one sense, therefore, Government's deficit financing was not positively inflationary, but it had failed to be disinflationary. The principal expenditure incurred by the Government had been on development projects. Investment on this account was inflationary in the sense that no matter how well one guarded against it, the economy took some time to gear itself up and production did not keep pace with the purchasing power. One had therefore to take care of the immediate and short-term effects of investment expenditure. If the Government absorbed any of the foreign exchange which might otherwise have gone to the private sector, to that extent it failed to keep down inflation. It might have been very desirable, if only it had been in a position to do so, for it to have set aside for the private sector the 1,700 million rupees which it had used for its own expenditure. To that extent there might have been more goods - if more goods had been available and there had been the necessary releases of sterling.

This was merely speculation. On the whole, from what had happened in the past few years, one might say that the Government's investment expenditure and the way in which it had been financed had not been positively ~~inflationary~~ inflationary to any extent. The Government wanted to continue with this policy.

The total deficit during the current year was likely to be of the order of 800 million rupees. Making an allowance for the improvement of 100 million rupees in cash balances, this might be reduced to about 700 million rupees. But in view of the changes now made in the Finance Bill and also in regard to the increase in railway fares, the total money that it would be able to raise would be less than had been calculated and to that extent the surplus of ~~to rupees to~~ 100 to 120 Million rupees would be neutralized.

Sir Chintaman stressed that the country was taking a six-year view of this Budget. It was not ~~any longer~~ as if they were living from year to year and trying to see if the year's accounts were well balanced and ill-balanced. This was actually the first of the six years which would be covered by the Colombo Plan or any other plan that the Planning Commission might ~~bring out~~ bring out. ~~Right~~ Either one should give up the idea of development and planning and live from day to day or he made every effort to develop the country. If he came to the latter conclusion, then taxation was inescapable.

Sir Chintaman said that some of the members had spoken of inadequate provision for industrial housing, Scheduled Castes and Tribes, education and health and so on. The Government laid down priorities for these within limits of its resources. If there was an improvement in resources, then it should be possible to find the money for some of these allegedly neglected ~~subjects~~ subjects. He was himself very sympathetic to such demands.

He did not consider the situation relating to inflation and prices quite so desperate as had been made out. The kingpin of all this was the supply of food and as soon as more food started coming in, that is to say from the end of June, the situation should start improving. He ~~se~~ did not believe that inflation was due to the monetary factor. The real factor contributing to the recent rise in prices was the international factor and it was, to that extent, beyond the control of the Government of India alone. He also did not think that indirect taxation in the country was unduly heavy. Neither could it be said that the Government's borrowing programme had failed because of lack of confidence in the Government's ability. Loss of confidence might account for non-investment in the private sector, but so far as the

Government was concerned, he was not aware that anything had happened which damaged the Government's credit.

The Bill as amended was passed.

(The Statesman, 22 and 27-4-1951).

New Postal Rates from 1 May 1951: Local Letters
Concession abolished.

On 9 April 1951, Mr. R.A. Kidwai, Communication Minister, announced in Parliament the Government's decision to increase certain postal charges and also cancel some concessions. Mr. Kidwai said that the Ministry had suffered heavy loss on the postal side because of the opening of new post offices, expenditure on additional staff and increase of pay and dearness allowances. The increase would meet, to some extent, the deficit of 13.5 million rupees in the budget of the Post and Telegraph Department for this year.

The changes include increase in money order commission, abolition of concessions for local letters and compulsory insurance of V.P. articles valued at over 25 rupees. These changes will come into effect from 1 May 1951.

(The Hindustan Times; 10 and
11-4-1951).

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34. Economic Planning Control and Development.

India - April 1951.

Reorganisation of Indian Railway Systems:
The Southern Railway inaugurated.

Reference was made at pages 23-24 of the report of this Office for June 1950 to the Government of India's decision to regroup the Indian Railways into six zones of administration. On 14 April 1951, Mr. N.G. Ayyangar, performed the inauguration ceremony at Madras of the integration of the Madras and Southern Mahratta Railways, the South Indian Railways and the Mysore State Railways into the Southern Railway.

Mr. Ayyangar's address.- Speaking on the occasion Mr. Ayyangar said the amalgamation of the three Railways into a united system would immediately release for better utilisation, equipment and resources which had laid partly immobilised in the individualised workings of separate units. This should lead to increased handling capacity for dealing with the present growing volume of traffic. He stressed that care had been taken so to phase the change from the old to the new order as to make sure that there would be no diminution during the period of transition either in the quantity or the quality of the service rendered.

No large scale retrenchment contemplated.- Mr. Ayyangar said that a committee of officers one from each of the three Railways presided over by a person not connected with any of them would settle the seniority of Class III employees. This committee would be assisted by an advisory committee consisting mainly of representatives from railway unions. The seniority of officers of Classes I and II would be decided by a special machinery which the Railway Board was setting up. There would be no large-scale retrenchment consequent on the regrouping, but such retrenchment as was unavoidable would be ~~six~~ effected as far as possible by ~~not~~ not filling up vacancies as they arose on account of wastage and other reasons rather than by pushing out employees fit for active service. The unification of the three systems would mean some reduction in the overhead officer establishment; but every effort would be made to absorb officers found to be surplus in suitable appointments which would be thrown up by the intensive programme of expansion in respect of the manufacture of rolling stock and the creation of new research, statistical and training establishments.

(The Hindu, 16-4-1951).

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1,000 Million Rupees Development Plan for U.P.:
Priority for Land Reclamation.

The Uttar Pradesh Government has formulated a five-year plan for development of agriculture, industry, social services, irrigation and power projects in the State. Estimated to cost 1,040 million rupees, the plan anticipates Central assistance in the shape of grants and loans to the extent of 380 million rupees. Priority will be given to land reclamation, irrigation and power projects, with a target of 575,000 acres of land for reclamation. The plan aims at irrigation of 2,200,000 acres of land and additional generation of 64,000 k.w. electricity. The plan gives details of a 15-year programme involving an expenditure of 1,260 million rupees. The first phase is included in the five-year plan.

The Government proposes to create a non-lapsable ways and means fund to which all receipts from the State revenues, Central grants and loans and public loans raised specially for the purpose will be credited to ensure continuous availability of funds for over a period of years.

An important feature of the plan is the total mobilization of ~~the~~ the rural population for the execution of the programme. The necessary manpower for the plan will be drawn from the 36,000 gaon sabhas in the State. It aims at making the gaon sabhas the supply bases for the execution of social and economic programmes. The plan provides that all irrigation works except the major works will be executed by the village bodies. The Government will assist them in making surveys, providing technical skill and wherever necessary some financial help, but all labour and local resources required for such construction will have to be organised by the village bodies. An integrated, intensive development programme of agriculture and animal husbandry, which will gradually increase to 50,000 villages - nearly half of the total number of villages in Uttar Pradesh - will be taken up.

The extension of service will consist of a pool of 2,400 workers to provide expert advice to the villagers.

The plan aims at an average yield of 700 manuds per acre of sugarcane and thus release about 300,000 acres of land at present under cane for food crops.

Other important features of the plan are:

- (1) Construction of 1,750 pucca and 1,750 kutchha houses for workers employed in the sugar industry;
- (2) scheme for construction of 2,500 pucca and 2,500 kutchha houses for workers other than ^{the} sugar industry;
- (3) opening of 42,000 primary schools and extension of compulsory primary education schemes from 86 municipalities to 100 municipalities; and
- (4) protection of food and other public health measures.

Addressing a meeting of the Uttar Pradesh State Planning Board, held at Lucknow on 26 March 1951, Mr. Pant, Chief Minister stated that Uttar Pradesh would become self-sufficient in food grains and other raw materials and be able to meet partially the requirements of the rest of the country if the schemes under the five-year plan were implemented.

(The Hindustan Times, 28-3-1951).

Cloth Prices increased: Government of India's announcement.

A Government of India Press Note, published on 6 April 1951, says that in accordance with the recommendations of the Tariff Board accepted by the Government of India, prices of cotton cloth and yarn are revised every quarter. The last revision was made in January, 1951, and the next revision was, therefore, due in April 1951.

The prices of cloth have accordingly been ~~xxx~~ revised and the revised prices show an increase of 3 per cent ~~xxx~~ to 4 per cent for coarse and medium cloth, 7 per cent to 8 per cent for fine cloth and 33 per cent to 35 per cent for superfine cloth. These increases are entirely due to the rise in prices of cotton, both Indian and foreign.

The Note ~~adds~~ adds that the large increase in the price of superfine cloth is due to the steep rise in the price of Egyptian and other foreign cottons from which such cloth is made. The rise in the price of cotton yarn will be of the same order as that of cloth. By this revision, the margin of profit to the textile industry will not be increased.

(The Statesman, 6-4-1951).

36. Wages.

Didia - April 1951.

Minimum Wages (Amendment) Bill passed by Parliament: Minimum Wages of Agricultural Labour to be fixed by 31 December 1953.

On 17 April 1951 Parliament passed the Minimum Wages (Amendment) Bill, 1951 (vide page 31 of the report of this Office for March 1951), extending the time limit for fixing minimum wages in industry and agriculture.

The States will now get one more year for implementing the Minimum Wages Act 1948 in industrial establishments specified in the Act. The time limit, which was to expire on 31 March 1951, has been extended to 31 March 1952. The Government had wanted no time limit for fixing minimum wages for agricultural labour, but in response to the general demand of private members, the Minister accepted an amendment laying down a time limit up to 31 December 1953, for this purpose.

Mr. Gadgil, who piloted the Bill on behalf of the Labour Minister, stated, however, that minimum wages could be fixed in agriculture only area wise and gradually. It if were insisted that the scheme should be implemented throughout the country before a specified date, he said, disaster would follow. He claimed that considerable progress had been made in ~~implementing~~ implementing the Minimum Wages Act in industrial establishments.

During the debate the House rejected a motion moved by Dr. M.M. Das (West Bengal) seeking to postpone further consideration of the Bill until the report of the Planning Commission was received.

Mr. R. Venkataraman (Madras), said that the Central Government had been "somewhat lukewarm" in enforcing the minimum wages legislation. The Centre had not exercised the powers it possessed nor had it "goaded" the State Governments as it was expected to do. He wanted minimum wages in agriculture to be fixed by 31 March 1953, and if the States did not do so, the Centre should itself enforce it in the States by notification.

Mr. Khandubhai Desai said that statutory legislation after it was passed had to be implemented. The fact that the State Governments had not been able to implement the Bill so far and had come before the Central Government saying they were not able to do so was commentary both on the Central and State Governments.

Unless a time limit, ~~with~~ within which the State Governments prepared themselves to bring the Bill into operation, was fixed, the purpose of the Bill would not be served.

Mr. Gokulbhai Bhatt said he could not understand why the State Governments were not able to fix minimum wages for agricultural labourers. He thought it proper that a time limit should be fixed for the implementation of the Bill.

Mrs. Renuka Ray warned that the country would have to face the alternative of Communism if no minimum wage was fixed for agricultural labour. She wanted the Centre to exert pressure on the States through the power of withholding financial grants and subsidies.

Mr. C. Subramaniam supported the Bill. The Bill rightly laid down no time limit for fixing minimum wages in agriculture and left it to the State Governments in view of the complexity of the problem.

Government's reply.— Mr. N.V. Gadgil, replying to the debate, said he could not say that State Governments were reluctant or unwilling or indifferent to the implementation of the Minimum Wages Act.

Considerable progress had been made in the implementation of the Act in industrial establishments. Its enforcement in agriculture would have to be done area-wise and gradually. Agricultural wages in the course of the last seven or eight years had increased more than the average increase in the price level and there might be some plausibility in the argument that things might be allowed to remain where they were. ~~But~~ But in view of the national importance of land, things could not be left in an atmosphere of laissez faire. There must be regulation and control. ~~There must be regulation and control.~~ What degree of control or regulation there should be was a matter of detail.

When the House proceeded to clause by clause consideration of the Bill, Mr. Gadgil said he would accept the amendment of Mr. Arun Chandra Guha according to which State Governments would have to fix minimum wages in respect of agricultural labour as specified by Part 2 of the Schedule of the Act before 31 December 1953.

The Bill as amended was passed.

Minimum Wages fixed for certain categories of employees in the Ports of Madras, Bombay and Calcutta and in the Delhi Transport Service, Delhi.

In exercise of the powers conferred by the Minimum Wages Act, 1948, the Central Government has with effect from 15 March 1951, fixed the minimum ~~wage~~ rates of wages payable in respect of certain categories of employees in the ports of Madras, Bombay and Calcutta and in the Delhi Transport Service, Delhi.

(Notification No. SRO 345 dated 7 March, 1951, the Gazette of India, Extraordinary, Part II, Section 3, ~~pages~~ 12 March 1951, pages 201-216).

Assam: Draft Assam Minimum Wages Rules, 1950, published.

In exercise of the powers conferred by Section 50(1) of the Minimum Wages Act, 1948, the Government of Assam has published on 21 March 1951, the draft Assam Minimum Wages Rules, 1950. The rules deal with, inter alia, the term of office of the Advisory Committee and the Advisory Board, procedure concerning meetings of the Board and the Committee, summoning of witnesses and production of documents, computation and payment of wages, claims under the Act, scale of costs in proceedings, etc. The draft rules will be taken into consideration after 15 April 1951.

(The Assam Gazette, Part II-A, dated 21 March 1951, pages 503-518).

West Bengal: Minimum Rates of Wages fixed for Employees in Tobacco (Bidi-making) and Tobacco (Cigarette-making) manufactories.

In exercise of the power conferred by the Minimum Wages Act, 1948, the Government of West Bengal has fixed the minimum rates of wages payable to employees employed in tobacco (bidi-making) and tobacco (cigarette-making) manufactories ~~exist~~ in the State, so long as the average cost of living index number is 350 in relation to the year 1939 as 100.

(The Calcutta Gazette, Extraordinary, 14 March 1951, pages 569-572).

38. Housing.India - April 1951.Bihar: Provisional Industrial Housing Board
set up.

By a Resolution dated 12 March 1951, the Government of Bihar has set up a provisional Industrial Housing Board consisting of 10 members, with the Minister for Labour as the chairman, for undertaking an immediate programme for the construction of houses for the industrial workers, pending the constitution of a Statutory Board. The functions of the Board include, inter alia, to advise on such measures, schemes or works as are calculated, as speedily as possible, to achieve the object of providing accommodation for industrial workers and in particular - (1) to assess housing requirements of industrial workers in various parts of Bihar and examine sites for industrial housing; (2) to advise and help the occupiers of factories in getting the houses built to proper plans and in the right manner; (3) to check and supervise the construction of houses and ensure that they are built as per specification and without any avoidable ~~delay~~ delay; (4) to see that any help given by the State Government in the shape of money or building materials is not misused; (5) to carry on research and devise ways and means for reducing the cost of buildings and at the same time for upgrading the housing standard; and (6) to approve and facilitate schemes of industrial housing, etc. The Board will have the power to create sub-committees of its own members and both the Board and its sub-committees will have power to co-opt, whenever necessary, both official and non-official persons who may have special knowledge of the subject to be discussed at any meeting and when their advice may be considered essential for the successful functioning of the Board.

(The Bihar Gazette, Extraordinary,
dated 12 March 1951, pages 1-4).

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

INDIA - APRIL 1951.

41. Agriculture.

Mysore: Mysore Inam Villages (Abolition of
Inam Tenure) Bill, 1951.

The Government of Mysore has published on 14 March 1951, the Mysore Inam Villages (Abolition of Inam Tenure) Bill, 1951, which seeks to provide for the abolition of inam tenure of inam villages in the State of Mysore.

The Statement of Objects and Reasons appended to the Bill declares that the abolition of inams and jahagirs in the State is being urged in the Legislature ~~from~~ ^{for} a long time. A resolution recommending introduction of legislation for the purpose was moved in the Legislative Council in January 1948, and the State Government promised to have the question examined by a Committee.

A Committee was constituted in August, 1948, to examine the several issues connected with the revision of the land revenue system in the State and make ~~in~~ its recommendations; ~~one of~~ the terms of reference to the Committee was to consider the feasibility of simplifying the land tenures by the abolition of Jodi, Inam and Jahagir tenures and to recommend the principles for the payment of fair compensation in ~~the~~ respect of ~~in~~ each class. The recommendations contained in the report of the Committee on this question have been considered and it is found desirable to abolish the inam tenure of inam villages at first so that most of the longstanding tenants of the inamdars can be registered as occupants of lands held by them.

The Bill provides, inter alia, vesting of inam villages in the State, registration of nadim tenants as occupants of their holdings, determination, apportionment and payment of compensation, constitution of special tribunals for the purposes of the Bill, etc.

(The Mysore Gazette, Extraordinary, dated
14 March 1951, pages 75-97).

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Mysore: Mysore Tenancy Bill, 1951.

The Government of Mysore has published on 14 March 1951, the Mysore Tenancy Bill, 1951, which seeks to regulate the law relating to tenancies of agricultural lands.

The Statement of Objects and Reasons appended to the Bill states that the Committee constituted by the Government to examine and make their recommendations on the revision of the Land Revenue System in Mysore has recommended the enactment of a Tenancy Law. The Government considers that it is necessary to give effect to this recommendation, and in order to grant the benefits of fixity of tenure and fair rent and to ensure a fair deal to the tenant and make him feel contented, it is desirable to undertake legislation on the lines of Chapter II of the Bombay Tenancy Act.

The Bill seeks to regulate the law which governs the relations of landlords and tenants of agricultural lands and to regulate and impose restriction on the transfer of agricultural lands, dwelling houses, sites and lands appurtenant thereto belonging to or occupied by agriculturists, agricultural labourers and artisans in the State of Mysore and to make provisions for certain other purposes.

(The Mysore Gazette, Extraordinary,
dated 14 March, 1951, pages 99-120).

44. Merchant Marine and Fisheries.

India - April 1951.

Rules to regulate the granting of Certificates
of Competency to Engineers, 1951.

In exercise of the power conferred by section 21 of the Indian Merchant Shipping Act, 1923, and in supersession of the notification of the Government of India in the late Commerce Department No. 101-M.II(18)/38 dated 2 January 1943, the Central Government has made rules to regulate the granting of certificates of competency to engineers (including motor engineers). The rules deal with, inter alia, the qualifications required for the various grades of certificates of competency, examinations, syllabuses for the first and second class examinations, etc.

(Notification No. SRO 355 dated 17 March, 1951, The Gazette of India, Part II, Section 3, dated 17 March 1951, pages 364-400)

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CHAPTER 5. WORKING CONDITIONS AND LIVING STANDARDS.

INDIA - APRIL 1951.

50. General.

Conditions of Work in the Cement Industry.

The first comprehensive survey into the labour conditions in the cement industry was conducted by the Labour Investigation Committee in 1944-45, and the results of that survey are contained in the Report issued by the Committee in 1946. Subsequently the Labour Bureau, with a view to bringing the data contained in that Report upto date, issued a questionnaire to important units in the industry once in 1947 and again in 1948. More recently another questionnaire was issued to the 19 units in the industry and an article based on the replies received has been published in the February 1951 issue of the Indian Labour Gazette; the following is a brief summary of the article.

Number of Cement factories.- The origin of the cement industry in India dates back to 1904 when the first cement factory was established at Madras. The industry has gradually developed and in 1947 the number of cement works in the whole of undivided India was 24, having a capacity of 2,245,000 tons fell in the Indian Union after partition. Their regional distribution is as follows: Bihar, 6; Madras 4; Patiala and East Punjab States Union 2; and Bombay, Hyderabad, Madhya Pradesh, Madhya Bharat, Mysore, Rajasthan and Saurashtra one each.

Employment.- The total number of workers employed in the 17 units which replied to the questionnaire was 29,450 in January 1950. Of these, 22,918 were men, and 6,431 were women. The employment of children is almost non-existent, only two units reporting that they employ children. Even in these, the number so employed is negligible constituting about 4 per cent in one and .4 per cent in the other.

Employment of labour through contractors is not uncommon, especially for work in the quarries or for some building work etc. In a few cases the working conditions, payment of wages etc., are supervised by the managements while in others, the managements do not exercise any control or supervision over the labour employed by contractors.

2,825,000 tons per annum.
Of these 19 with a potential
capacity of 1

In most of the units workers are made permanent after the completion of a specified period of service which is, generally, 6 months. In two units all workers are said to be permanent, while in another an overwhelming majority are classified as temporary. The permanent workers enjoy, in most cases, certain privileges as compared to the temporary hands, the most important of these being in regard to leave and notice of discharge. In the unit at Vijayawada ~~(Madras)~~ (Madras) only permanent workers are entitled to get dearness allowance.

Recruitment.- There is no special machinery for the recruitment of labour in most of the units. Only in two units there are regular recruitment boards for the purpose while in all others recruits are taken on the recommendations of the heads of departments and/or labour or welfare officers. Generally, vacancies are notified at the gates and applications are called for. Unskilled labour is mostly recruited locally but skilled labour is often obtained from outside through advertisements or employment exchanges. In the case of artisans and skilled workers a trade test also is generally held before they are employed. One unit at Surajpur (Patiala and East Punjab States Union), due to scarcity of local labour, had to import labour from Rajputana through the agency of tyndels who are given a commission on the earnings of the labour engaged by them.

Apprenticeship and training.- It would appear that in most of the units there is no regular system of apprenticeship and training, although some of them do take on some apprentices mainly from among the sons and relatives of employees. Generally the period of training extends over a period of four years (five years in the unit at Surajpur). During the period of training apprentices are paid wages according to their efficiency. After the satisfactory completion of training they are appointed in the existing vacancies on a regular basis.

Length of service.- Information regarding length of service is available in respect of 23,556 workers most of whom were employed directly. The table below gives the distribution of the workers according to their length of service in the unit, in which they were employed.

Length of Service	No. of Workers	Percentage
Below 1 year	5,101	21.7
1 to 5 Years	10,520	44.6
5 to 10 Years	5,111	21.7
Above 10 Years.....	2,824	12.0
Total.....	23,556	100

Absenteeism.- Percentages of absenteeism for 1949 computed on the basis of data furnished by some of the units are given in the following table.

	Average for 1949
Japla (Bihar)	14.0
Chaibasa (Bihar).....	12.2
Dwarka (Bombay).....	8.9
Kymore (Madhya Pradesh).....	18.4
Banmor (Madhya Bharat).....	17.8
Vijayawada (Madras).....	6.8
Madukkarai (Madras).....	8.2
Mangalagiri (Madras).....	8.0
Dalmia Dadri (PEPSU).....	10.0
Surajpur (PEPSU).....	12.6
Lakheri (Rajasthan).....	6.8
Porbandar (Saurashtra).....	16.9

Hours of work and shifts.- Cement factories, being continuous process factories, work all the 24 hours of the day. Usually there is a general shift of 8 hours' duration, with a spreadover of 9 1/2 to 10 1/2 hours, and three continuous shifts of 8 hours' duration. While the workers in the general shift enjoy a rest period of above 1 1/2 to 2 1/2 hours, those in the continuous process shifts do not get any interval although they are usually allowed about 1/2 an hour for taking meals etc. In the general shift Sunday is normally observed as a closed holiday while for continuous process workers there is no uniformity as regards the rest day. Speaking generally workers in these shifts get a day off in a week by rotation. In addition, workers get 32 hours off after 12 days' work in some units. In all the factories there is a weekly changeover of shifts according to a schedule. In some of the units night-shift workers are given extra remuneration. For instance, in the factory at Mangalagiri workers in the night shift are given 20 per cent of basic wages extra, while in the unit at Dalmiapuram they are supplied a cup of tea free of charge.

Leave and holidays.- Besides the paid holidays (1 day after 20 days' work) statutorily prescribed under the Factories Act, all the units grant festival holidays with pay. The number of such festival holidays is generally 4 per year although in one unit it is 7 and in yet another 10. A few units make a distinction in the matter of leave, between permanent and temporary workers. For instance, in the units at Japla, Dalmiapuram and Dalmia Dadri only permanent workers are entitled to sick leave etc., with pay while temporary workers are not. Out of the 5 units which reported that they grant privilege leave to

their employees, in 4 units the amount of leave granted is 30 days in a year and in one it is 15 days. In 3 of these units only monthly rated employees are eligible for privilege leave, in one only permanent workers, while in the fifth all workers are entitled to such leave. Casual leave varying from 7 days to 15 days in a year is granted to workers in 5 units. Twelve units have reported that they grant sick leave ranging from 7 to 21 days in a year to their workers. It would appear from the replies to the questionnaire, states the article that working conditions inside the factories are on the whole satisfactory. Workers are supplied with goggles, masks etc., to protect them from dust and heat in certain departments.

Wages and other allowances.- The article gives statistics relating to the monthly and daily basic wages and earnings of certain categories of workers in the various units, and observes that there is no uniformity in the basic wages of workers in similar occupations in the various units in the industry. However, the least skilled workers in all the units controlled by the Associated Cement Company are paid a uniform minimum basic wage of 12 annas per day. The basic minimum wage of the least skilled worker in the units at Dalmianagar and Japla is 21 rupees per month, while it amounts to 1 rupee 8 annas per day (consolidated wage) in the unit at Vijayawada.

Dearness allowance is paid in all the cement ~~factories~~ factories but the scales and rates of the allowance differ. It is linked to the cost of living index number in the four factories (viz., Madukkarai, Mangalagiri, Dalmiapuram and Vijayawada) in Madras State and in the factory at Dwarka. In Madukkarai, Dalmiapuram and Mangalagiri dearness allowance is paid at the rate of 2 annas per month per point of rise above 100 in the Coimbatore, Tiruchirapalli and Eluru cost of living index numbers respectively. In the factory at Vijayawada also dearness allowance is paid on the above scale to monthly paid employees. The unit at Dwarka compiles its own cost of living index number (with base 1946 - 100) and pays, in addition to a basic dearness allowance of ~~annas~~ 10 annas per day, an allowance at the rate of 1 anna for every 10 points rise in the cost of living index number. Since August 1948, the actual amount of dearness allowance paid has amounted to 15 annas per day.

In the unit at Japla a flat rate dearness allowance of 20 rupees per month is paid to all workers, while in most of the other units the allowance is graded according to income groups. The rate of the allowance varies from centre to centre and ranges from 11 annas per day in Kymore to 1 rupee 2 annas per day in the unit at Surajpur for the least skilled

workers. In Kymore and Banmor monthly paid staff getting a basic salary up to 200 rupees per month are ~~paid~~ paid a dearness allowance of 25 rupees plus 10 per cent of salary. In factory at Vijayawada only permanent and monthly paid staff are eligible for the dearness allowance while mazdoors who are employed on a temporary basis are paid a consolidated wage of 1 rupee 8 annas per day.

In addition to basic wages and dearness allowance some of the factories also supply food stuffs and other articles at concession rates. The estimated money value of these concessions in the various centres of the industry is given below:-

Centre	Money value of concessions (per worker per month).		
	Rs.	A.	P.
Banjari	1	2	3
Chaibasa	2	8	0
Khalari	1	1	6
Kymore	3	4	0
Banmor	2	8	0
Lekheri	1	0	0
		to	
	1	6	0

The factories at Japla, Dwarka, Shahabad, Dalmiapuram, Madukkarai, Mangalagiri, Surajpur and Porbandar are running grainshops where articles are supplied at cost or controlled prices, the managements bearing the establishment charges.

The practice of paying an annual profit bonus has been in vogue in the industry for some years now. Generally these bonuses are paid on the fulfilment of certain conditions regarding attendance, good conduct etc., by the employees. Contract labour is not entitled to the payment of bonus.

Housing.- In view of the fact that in most cases cement factories are located in rural areas, the managements have had to supply housing for their operatives. Generally, all the skilled staff and a large number of such workers who do not belong to the neighbouring villages are provided housing accommodation by the employers. It may be noted that quite a few of the unskilled labour staff belong to the nearby villages and have their own houses. For instance, out of a total of about 6,000 workers employed in the unit at Kymore as many as 3,500 come from villages within a radius of 5 miles from the factory. In a large majority of the units the quarters are rent free. Water and lighting are also provided free of charge.

However, in the units at Dalmianagar, Dalmiapuram and Japla, workers are paid a house rent allowance and have in turn to pay house rent for the quarters provided by the employers. Generally the houses provided are of a pucca type. It has been reported that the unit at Kymore gives land free to workers for construction of houses. Most of the units have reported that they have large house building programmes on hand.

Welfare facilities.- The Labour Investigation Committee had observed that the Cement industry can be regarded as being well in advance of others so far as the organisation of welfare activities for their employees is concerned. Most of the units surveyed have well equipped hospitals in the charge of qualified medical men, in which the workers as well as their families are given free medical treatment. Quite a few have canteens supplying tea and snacks at cheap rates; and almost all have ~~clubs~~ clubs with provision for indoor and outdoor games and reading rooms. A few of these clubs have provision even for swimming ~~and~~ pools and cinema shows for the workers. Many of them run cheap grain shops. Educational facilities exist in all the centres. School buildings and their equipments are all supplied by the managements and education is free. In a few cases, books, slates, etc., are also supplied free to the workers' children. Only some of the units employing more than 100 women workers have made provision for creches. A few of these are housed in pucca buildings properly equipped with cradles etc., and are staffed by trained nurses. In the units at Kymore and Madukkarai children attending the creches are given milk free of charge.

Provident Fund and Pension schemes.- Provident fund schemes/or schemes of gratuity exist in all the cement factories surveyed. In the Associated Cement Company factories, however, the benefits of provident fund scheme are extended only to monthly paid employees drawing 25 rupees per month or more and daily rated workers are not eligible to become members of the fund. For the daily-rated workers in these concerns there is a gratuity scheme in operation. The amount of gratuity for a worker who has completed the stipulated period of service, is calculated at the rate of one month's pay for each year of service subject to a maximum of 25 months' pay. It should be noted, however, that in the cement factory at Chaibasa belonging to the Associated Cement Company, the benefits of provident fund are extended to the daily rated workers also as a result of ~~provident fund~~ the recommendations of an industrial tribunal. ~~There~~ The rate of contribution by the employee to the fund is 1/12th of wages, the employer contributing a like amount. There are no pension schemes in operation in any of these units.

Many of the concerns replying to the questionnaire have reported installation of new machinery, adoption of improved production ~~capacity~~ techniques etc., and a few have reported plans of expansion of their production capacity.

All the units replying, except three (viz., Shahabad, Khalari and Dalmia Dadri) have formed Works Committees consisting of representatives of labour and management. These committees are reported to be functioning satisfactorily.

(Indian Labour Gazette, February 1951).

Bihar: Factories Act, 1948; extended to certain Industries.

In exercise of the powers conferred by section 85(1) of the Factories Act, 1948, and in supersession of the notification dated 26 July 1950 (vide page 43 of the report of this Office for August 1950) the Government of Bihar has extended certain provisions of the Factories Act, 1948, to specified industries. Under the Order all the provisions of the Act shall apply to saw mills, ice factories, oil mills, flour mills, including grinding and breaking of all kinds of cereals, rice mills, dal mills, hosiery, engineering workshops, including machine shops for carrying on repairs of machinery and foundries, automobile repair shops, and electricity generating plants, wherein a manufacturing process is carried on with the aid of power or is so ordinarily carried on, notwithstanding that the number of workers employed is less than ten provided that the manufacturing process is not being carried on by the owner only with the aid of his family. The provisions of Chapter I, II and IV and of Sections 11 and 16 of Chapter III of sections 42 ~~and~~ and 50 of Chapter V shall apply to any printing work (i) wherein a manufacturing process is carried on with the aid of power or is so ordinarily carried on, notwithstanding that the number of workers employed is less than ten, or (ii) wherein a manufacturing process is ~~carried~~ carried on without the aid of power or is so ordinarily carried on, notwithstanding that the number of workers employed is less than twenty: Provided that the manufacturing process is not being carried on by the owner only with the aid of his family.

(Notification No. IV/F1-1054/51L-38 dated 27 March 1951, the Bihar Gazette, Part II, dated 4 April 1951, pages 622-623)

52. Workers' Welfare and Recreation.

India - April 1951.

Coal Mines Provident Fund and Bonus Schemes (Amendment) Bill, 1951, passed by Parliament.

The Parliament passed on 24 April 1951 the Coal Mines Provident Fund and Bonus Schemes (Amendment) Bill, 1951. The Statement of Objects and Reasons appended to the Bill, states that the Coal Mines Provident Fund Scheme framed under the Coal Mines Provident Fund and Bonus Schemes Act, 1948, provides for contributions both by the employers as well as the employees in equal proportion. Although contributions have all along been made on this basis, paragraph 2 of the First Schedule to the Act refers only to contributions by the employers on behalf of the employees which they subsequently recover from the employees' wages, and not the contributions which the employers themselves are required to make for the benefit of the employees. The Act also does not provide for the manner in which employers' contributions are to be recovered from those who fail or refuse to pay. The present Bill ~~makes~~ seeks to remedy these defects.

(The Gazette of India, Part II, Section 2,
14 April 1951, pages 215-216;
The Statesman, dated 25 April 1951).

Mines Creche Rules, 1946 and Coal Mines Pithead Bath Rules, 1946: amended.

By a notification dated 21 March 1951, the Government of India has amended the Mines Creche Rules, 1946 and Coal Mines Pithead Bath Rules, 1946. The amendments extend these rules to the whole of India except Part B States.

(Notification No. SRO.457 and 458 dated 21 March 1951, Gazette of India, Part II, Section 3, dated 31 March 1951, page 537).

Bombay: Bombay Factories Rules, 1950:
Draft Amendments.

The Government of Bombay published on 15 March 1951 the draft of certain amendments to the Bombay Factories Rules, 1950 (vide page 56 of the report of this Office for May 1950) which it proposes to make in exercise of the powers conferred by section 112 of the Factories Act, 1948. The draft amendments seek to provide for the submission of annual returns in prescribed forms concerning canteens, creches, shelters, rest rooms and lunch rooms by the manager of every factory employing the prescribed number of workers.

(The Bombay Government Gazette,
Part IVA, dated 15 March 1951,
pages 71-72).

56. Labour Administration.

India - April 1951.

Summary

Demands for Labour Ministry passed by Parliament:
Government determined to proceed with Labour
Relations and Trade Union Bills.

On 6 April 1951 Parliament voted the Labour Ministry's demand for grants for 2,440,000 rupees for 1951-1952.

Various members who took part in the debate criticised the Government for the non-implementation of various labour Acts passed by the House. A critical reference was made to the conditions prevailing in Gorakhpur labour camps attached to the collieries.

Mr. Jagjivan Ram, Labour Minister, replying to the debate, said that while criticizing non-implementation of the various Acts, one should not lose sight of the fact that labour was a concurrent subject. The implementation of labour legislation had also to be related to the entire economy of the country and the unforeseen difficulties that had come in the way. Judged by the number of man days lost, industrial relations in this country had progressively improved after 1947. Progress on housing for labour was not as satisfactory as it ought to have been owing to the financial position of the Government. A revised scheme had been examined by the Planning Commission and was now before the Government. He hoped that in the near future the Government would be able to devise some scheme by which more satisfactory progress might be made in this direction. The allotment under this head this year was 15 million rupees.

Mr. Jagjivan Ram said that there had been very much "interested propaganda" in the country that the Labour Relations Bill would be postponed. He wanted to make it clear that there was no intention on the part of the Government to abandon or postpone the Bill, which was in the best interests of both labour and industry at the present time. The delay was due to want of time in Parliament. No amount of interested propaganda would secure its postponement. That applied also to the Trade Union Bill.

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57. Family Budgets Including Nutrition.

India - April 1951.

Family Budgets of Industrial Workers in
Calcutta: Government of India Report*.

The following information regarding family budgets of industrial workers in Calcutta is taken from a report on an enquiry conducted during 1944-1945 in connection with the Government of India's All-India Cost of Living Index scheme.

Calcutta lies about 80 miles from the sea and is one of the largest ports in India, mainly on account of the fact that the Gangetic and Brahmaputra valleys which lie behind it are extremely fertile and Calcutta is the natural outlet for the produce of these hinter lands. Its nearness to the coalfields (e.g. Raniganj) and easy internal communication (by roads, railways and rivers) have also made Calcutta of the most important commercial towns in India. Moreover, Calcutta is the principal centre for the export of jute and its manufactures. The population of Calcutta during 1944 is estimated at about 5,000,000; the average daily number employed in all industries during 1944 was 19,465.

Number of budgets collected.- The actual budget collection work was started in August 1944 and was completed by July 1945. In the course of the preliminary survey it was found that out of the 32 municipal wards in Calcutta, there were 11 wards having the largest concentration of labour bustees. These eleven wards were selected for purposes of the enquiry. Out of a total number of 63,002 working class families, 5,000 or nearly 8 per cent were covered by the enquiry.

* Government of India: Report on an Enquiry into the Family Budgets of Industrial Workers in Calcutta, by Labour Bureau, Ministry of Labour, Government of India: Price Rs.1/2/- or 1sh.9d.; pp vi x 65.

Composition of family.- The average family (excluding dependants living away from the family) consisted of ~~4.09~~ 4.09 persons, 1.47 being adult men, 1.29 adult women, 0.75 boys and 0.58 girls. In addition, on an average, the number of dependants living away from the family was 0.87 so that the average number of persons per family comes to 4.96. The size of the family is progressively higher ~~than~~ in the higher income groups.

The following table shows the frequency distribution of family according to size and income groups:-

Monthly Income Groups	Total No. of budgets	Average number of persons per family with the worker*				Average No. of dependants per family living away from the worker	Total of 7 and Col.8	
		Adults Men	Adults Women	Children** Boys	Children** Girls			
Below Rs.30	60	1.03	0.83	0.63	0.33	3.16	0.58	3.54
Rs.30 and belowRs.40.	339	1.10	1.06	0.55	0.39	3.10	0.62	3.72
Rs.40 and belowRs.50.	504	1.09	1.20	0.58	0.42	3.29	0.74	4.03
Rs.50 and belowRs.60.	393	1.21	1.17	0.67	0.50	3.55	0.93	4.48
Rs.60 and belowRs.70.	364	1.35	1.28	0.76	0.64	4.03	0.84	4.87
Rs.70 and belowRs.80.	288	1.48	1.30	0.78	0.71	4.27	0.91	5.18
Rs.80 and belowRs.90.	184	1.60	1.50	0.80	0.56	4.26	0.99	5.25
Rs.90 and belowRs.100.	132	1.83	1.43	0.79	0.59	4.64	1.03	5.67
Rs.100 and belowRs.110.	114	1.92	1.49	1.11	0.67	5.19	1.04	6.23
Rs.110 and belowRs.120.	67	2.16	1.57	1.10	0.78	5.61	1.09	6.70
Rs.120 and belowRs.130.	69	2.18	1.51	0.97	0.83	5.49	1.27	6.76
Rs.130 and belowRs.140.	48	2.48	1.72	1.00	0.94	6.14	1.10	7.24
Rs.140 and belowRs.150.	41	2.63	1.63	1.10	0.78	6.14	1.44	7.58
Rs.150 and above.....	104	2.98	2.07	1.35	1.17	7.57	1.15	8.72
All Incomes.....	2707	1.47	1.29	0.75	0.58	4.09	0.87	4.96

* Includes the worker himself.
 ** Persons under 17 years.

The modal size of the family was 3 and accounted for about 24 per cent of the families. In about 70 per cent of the families the size varied from 2 to 4 although in about 11 per cent of the total there were seven or more persons.

Of the heads of families, 83.04 per cent were married; 13.82 per cent unmarried and 3.14 per cent widowed.

Earners and dependants.- In the average family of 4.09 persons (excluding dependants living away) there were 1.43 earners and 2.66 dependants. Among the earners 1.31 were men, 0.09 women and 0.03 boys. Thus most of the earners were men. Generally speaking, the number of earners was progressively high in the higher income groups and in the highest income group, viz., 150 rupees and above per month, there were 2.64 earners. As in the case of earners, the number of dependants was also higher in the higher income groups. The higher family incomes in the higher income groups were mainly due to larger earning strength, although the per capita earning ~~was~~ also in general higher.

Out of the 2,707 families, in 1,793 or 66.24 per cent of the total there was only one earner, while in 698 or 25.79 per cent there ~~was~~ were two earners. In the case of only 5 families, there were five earners or more.

The table below shows the frequency distribution of earners and dependants according to various age groups:-

Age Groups.	Earners		Dependants		Total
	Male	Females	Male	Females	
1	2	3	4	5	6
Below 10 Years	1	..	1,253	1,040	2,294
10 and below 15 Years.	85	..	698	524	1,307
15 and below 20 Years.	323	17	185	601	1,126
20 and below 25 Years.	568	34	57	572	1,231
25 and below 30 Years.	610	42	27	477	1,156
30 and below 35 Years.	590	44	14	390	1,038
35 and below 40 Years.	459	25	4	256	744
40 and below 45 Years.	370	30	8	235	643
45 and below 50 Years.	266	17	7	180	470
50 and below 55 Years.	175	19	23	175	392
55 and below 60 Years.	84	5	19	83	191
60 Years and above.	107	8	73	298	486
All Groups.....	3,638	241	2,368	4,831	11,078

It will be seen that the bulk of the earners fall in the age groups 15 to below 50 years.

Income and expenditure.- The income of the family consisted of (a) the earnings of the workers in the family from regular employment and (b) from other sources. During the period of the enquiry, the employers of many firms were issuing to their employees foodgrains and certain other items of consumption at concession rates. In computing the income of the earner, therefore, the difference between the market value of such commodities and the price charged to him ~~is~~ was added to ~~his~~ cash income. It was found, during the course of these enquiries, that some the workers

lived in their own houses. An attempt was, therefore, made to estimate the rent of such houses and the estimated amount was added to income. Income accruing from agricultural lands was also estimated and added to income. No account was, however, taken of the personal services of the ~~workers~~ workers or the members of their families, in computing the income.

The average weekly income per family of 4.09 persons came to 16 rupees 6 annas and 5 pies, the average weekly income per capita and per earner being 4 rupees and 1 pie and 11 rupees 7 annas and 7 pies respectively.

Of the average weekly family income (including income from sources other than regular employment) viz., 16 rupees 6 annas and 5 pies, the Head of the Family contributed 12 rupees 6 annas and 11 pies or 75.79 per cent and other men earners 2 rupees 14 annas and 1 pie or 17.56 per cent, the contribution of women and boys being negligible.

The family income was made up of various components. Of the average weekly income, viz., 16 rupees 6 annas and 5 pies, income from regular employment came to 15 rupees 10 annas and 5 pies or 95.4 per cent of the total and income from sources other than regular employment came to 12 annas or 4.6 per cent only. Thus, the worker was almost wholly dependent on income from regular employment. Wages including dearness allowances came to 15 rupees 1 anna and 6 pies or 92.0 per cent of the total income and the money value of concessions to 8 annas and 11 pies or 3.4 per cent. The important ~~items~~ items under sources other than regular employment was rent of self-owned houses and off-time earning.

The following table shows the income and expenditure of the family by income groups:-

Monthly Income Groups	Number of budgets	Average number of persons per family	Average weekly income per family.		
1	2	3	4		
			Rs.	A.	P.
Below Rs. 30	60	5.16	5	12	9
Rs.30 and below Rs.40.....	339	3.10	8	1	11
Rs.40 and below Rs.50.....	504	3.29	10	6	4
Rs.50 and below Rs. 60.....	393	3.55	12	8	8
Rs.60 and below Rs.70.....	364	4.03	14	12	4
Rs.70 and below Rs.80.....	288	4.27	17	3	7
Rs.80 and below Rs.90.....	184	4.26	19	7	11
Rs.90 and below Rs.100.....	132	4.64	21	13	11
Rs.100 and below Rs.110.....	114	5.19	24	0	7
Rs.110 and below Rs.120.....	67	5.61	26	7	4
Rs.120 and below Rs.130.....	69	5.49	29	0	8
Rs.130 and below Rs.140.....	48	6.14	31	7	8
Rs.140 and below Rs.150.....	41	6.14	33	10	2
Rs.150 and above.....	104	7.57	47	6	5
All Incomes.....	2,707	4.09	16	6	5

Average weekly expenditure per family on:-					Total	Amount			
Food	Fuel and lighting	House Rent	Clothing and Footwear	Household Requi-sites.	Miscella-neous*	weekly expendi-ture.	spent on interest on loans,G.P. Fund,Remitt-ances to dependants.		
5	6	7	8	9	10	11	12		
Rs.A.P.	Rs.A.P.	Rs.A.P.	Rs.A.P.	Rs.A.P.	Rs.A.P.	Rs.A.P.	Rs.	A.	P.
5 15 11	0 13 2	0 13 0	0 11 7	..	0 13 9	9 3 5	0	4	4
(65.06)	(8.93)	(8.82)	(7.86)		(9.33)	(100.00)			
6 9 10	0 13 11	0 15 2	0 12 2	0 0 1	1 0 4	10 1 8	0	2	5
(65.45)	(8.61)	(8.12)	(7.62)	(0.10)	(10.10)	(100.00)			
7 15 1	1 0 4	0 14 0	0 14 9	0 0 1	1 5 8	12 1 11	0	5	11
(65.51)	(8.42)	(7.26)	(7.59)	(0.08)	(11.14)	(100.00)			
9 0 2	1 1 1	0 15 0	1 1 1	0 0 3	1 11 0	13 12 7	0	8	7
(65.34)	(7.72)	(6.82)	(7.72)	(0.15)	(12.25)	(100.00)			
10. 1 9	1 2 6	1 0 1	1 3 2	0 0 4	1 13 10	15 5 8	0	8	10
(65.86)	(7.55)	(6.57)	(7.81)	(0.10)	(12.11)	(100.00)			
11 10 10	1 4 1	1 3 0	1 6 1	0 0 4	2 1 10	17 10 2	0	11	10
(66.22)	(7.14)	(6.75)	(7.82)	(0.11)	(11.96)	(100.00)			
12 8 3	1 5 7	1 4 0	1 6 10	0 0 4	2 2 8	18 11 8	0	10	0
(66.83)	(7.20)	(6.67)	(7.62)	(0.10)	(11.58)	(100.00)			
13 15 8	1 5 4	1 5 3	1 11 2	..	2 14 6	21 3 11	0	14	5
(65.77)	(6.26)	(6.26)	(8.01)		(13.70)	(100.00)			
15. 1 7	1 7 7	1 6 10	1 12 3	..	2 15 11	22 12 2	1	0	7
(66.34)	(6.46)	(6.28)	(7.78)		(13.14)	(100.00)			
15 14 4	1 9 0	1 9 0	1 14 11	..	5 3 4	24 2 7	0	12	1
(65.81)	(6.46)	(6.46)	(7.99)		(13.28)	(100.00)			
16 14 2	1 11 0	1 8 7	1 14 4	..	3 15 0	25 15 1	1	6	6
(65.09)	(6.50)	(5.92)	(7.31)		(15.18)	(100.00)			
18 0 4	1 13 4	1 10 8	2 3 1	..	4 2 3	27 13 8	1	7	9
(64.70)	(6.57)	(6.00)	(7.86)		(14.87)	(100.00)			
20 8 0	1 15 6	1 13 6	2 6 7	..	3 13 8	30 9 3	1	0	4
(67.04)	(6.44)	(6.03)	(7.89)		(12.60)	(100.00)			
25 10 2	2 4 9	2 7 6	3 1 1	..	6 6 9	39 14 3	2	0	7
(64.27)	(5.76)	(6.19)	(7.69)		(16.09)	(100.00)			
10 15 3	7 28 5	6 71 1	7 65 5	0 0 5	2 1 5	15 10 11	0	10	2
(65.66)	(7.28)	(6.71)	(7.65)	(0.15)	(12.55)	(100.00)			

* Exclude expenditure on items like insurance policy, remittance to dependants and loans.

§ This includes an average expenditure of 3 pies under Bed Sheet.

N.B.- Percentage expenditure on each group to total expenditure of the family is shown in brackets.

While the average weekly income of the workers came to 16 rupees 6 annas and 5 pies, their average weekly expenditure came to 16 rupees 10 annas and 11 pies. Thus, on an average, there was a deficit of four and a half annas per week. However, if items like remittances to dependants, insurance premia and interest on loans, etc., were added to the expenditure side, the deficit would come to 14 annas and 8 pies per week. It was significant, however, that in the lower income groups, viz., below 80 rupees per month which accounted for about 72 per cent of the total number of budgets accepted, the average expenditure exceeded the average income in each income group.

Of the average weekly expenditure, viz., 16 rupees 10 annas and 11 pies, 10 rupees 15 annas and 3 pies or 65.66 per cent was incurred on food, 1 rupees 3 annas and 5 pies, or 7.28 per cent on fuel and lighting, 1 rupee 1 anna and 11 1/2 pies or 6.71 per cent on house rent, 1 rupees 4 annas and 8 pies or 7.74 per cent on clothing and footwear, 2 pies or 0.06 per cent on bedding and household requisites and 2 rupees 1 anna and 6 pies or 12.55 per cent on other miscellaneous items.

The bulk of the families or about 75 per cent of the total paid a weekly rent varying between 4 annas and 1 rupee and 4 annas. In 666 cases, the families paid a weekly rent of 1 rupees and 4 annas and over. Of these, only 79 families paid weekly rent of more than 3 rupees.

According to a note on housing supplied by the Labour Commissioner, Bengal, workers generally live in single rooms. To make the fullest use of all the available building space, houses and huts are generally built very close to each other and can be reached only through narrow winding lanes. In Calcutta, as in Howrah and places along the river Hooghly, private landlords, most of whom are mill sirdars have constructed huts known as bustees, in the vicinity of mills and let them at high rents. The surroundings of the bustees are very insanitary and there is no adequate provision for latrines and drainage. These huts are generally made up of mud plaster with thatched or tiled roofs and consist of a single room, without plinth and windows, ventilation and light being provided only through a low door. But such ventilation and light as are available are partially shut off by the use of kerosene tins, gunny bags, clothes, etc., which are used as screens for obtaining privacy.

There is no separate arrangement for a kitchen in these private huts and a corner of the same sleeping room is partitioned off for this purpose. Municipal taps on the roads are the main source of water supply.

Many firms (particularly those belonging to the Textile and Engineering Industries) have, however, made arrangements for workers' quarters. These quarters are built in long rows and are known as cooly barracks. In these barracks and cooly lines each room is generally allotted to one family or 3 to 6 single workers. Although the type of the lines varies from firm to firm, on the whole, they are much better than the privately owned bustees, having a fairly adequate water supply from taps and deep tubewells and inside the lines, sanitary arrangements, surface drains, septic tanks, etc.

The investigations show that 2,150 families ~~from~~ forming about 79 percent of the total lived in one room tenements. The percentage of such families was 91 in the case of income groups 80 rupees and below. About 1,600 of the one room tenements were occupied by families with three or more members.

Surplus and deficit.— About 64.06 per cent of the families were found to have a deficit budget and 35.94 per cent a surplus. Deficit budgets related mostly to those families which fall below the monthly income groups below 80 rupees. The table ~~shown~~ below show the number of surplus and deficit budgets by income groups:—

Monthly Income Groups	Total No. of budgets	No. of budgets where the income of the family exceeds expenditure.	No. of budgets where the expenditure of the family exceeds income.
1	2	3	4
Below Rs. 30	60	1	59
Rs. 30 and below Rs. 40.....	339	45	294
Rs. 40 and below Rs. 50.....	504	95	409
Rs. 50 and below Rs. 60.....	393	115	278
Rs. 60 and below Rs. 70.....	364	158	226
Rs. 70 and below Rs. 80.....	288	117	171
Rs. 80 and below Rs. 90.....	1 84	107	77
Rs. 90 and below Rs. 100.....	132	70	62
Rs. 100 and below Rs. 110.....	114	63	51
Rs. 110 and below Rs. 120.....	67	43	24
Rs. 120 and below Rs. 130.....	69	46	23
Rs. 130 and below Rs. 140.....	48	34	14
Rs. 140 and below Rs. 150.....	41	30	11
Rs. 150 and above.....	104	69	35
All Incomes.....	2,707	973	1,734

Indebtedness.- During the course of the investigations an attempt was made to collect information regarding indebtedness of the families. This information cannot be regarded as being completely reliable but the analysis of the information collected shows that 1,124 out of the 2,707 families were in debt, the average amount of debt per family reporting indebtedness ~~is~~ being 117 rupees 6 annas and 1 pie. However, the average ranged from about 65 rupees to 330 rupees in the different income groups. The individual debts ranged from 3 rupees to 2,000 rupees. The money was borrowed for ordinary needs, for marriages, funerals and during sickness and unemployment. The source of loan was generally the moneylenders but in some cases loans were taken from friends or from offices or Co-operative Societies. The rate of interest charged varied considerably, the minimum and maximum being 2 and 300 per cent respectively.

Singlemen's budget.- During the course of the enquiry 2,248 singlemen's budgets were collected. For want of the necessary tabulating staff, however, only 455 budgets out of the total have been tabulated and analysed. Roughly about 20 per cent of the budgets were taken from each income group.

The following table shows the income and expenditure of singlemen by income groups:-

Monthly Income Groups	No. of budgets	Average weekly income for singlemen		
1	2	3		
		Rs.	A.	P.
Below Rs. 30	53	5	13	9
Rs.30 and below Rs.40	162	8	2	4
Rs.40 and below Rs.50	95	10	0	10
Rs.50 and below Rs.60.....	46	12	8	3
Rs.60 and below Rs.70	34	14	9	8
Rs.70 and below Rs.80	19	17	0	0
Rs.80 and below Rs.90	13	19	9	11
Rs.90 and below Rs.100.....	11	21	9	10
Rs.100 and below Rs.110.....	7	24	6	9
Rs.110 and below Rs.120.....	5	26	11	3
Rs.120 and below Rs.125.....	4	28	12	9
Rs.125 and below Rs.130.....	4	28	12	9
Rs.130 and below Rs.140.....	1	30	3	9
Rs.140 and below Rs.150.....	-	-	-	-
Rs.150 and above	5	42	10	2
All incomes	455	11	4	7

Table continued

Average weekly expenditure per single man						Total	Amount
Food	Fuel and lighting	House rent	Clothing and footwear	House hold requisites	Miscellaneous*	weekly expenditure	spent on interest on loans and remittance to dependants.
4	5	6	7	8	9	10	11
Rs.A.P.	Rs.A.P.	Rs.A.P.	Rs.A.P.	Rs.A.P.	Rs.A.P.	Rs.A.P.	Rs.A.P.
3 5 1 (65.64)	0 8 7 (10.29)	0 6 1 (7.29)	0 5 2 (6.19)	0 0 3 (0.30)	0 10 5 (12.29)	5 3 5 (100.00)	1 3 5
3 15 5 (62.12)	0 9 3 (9.06)	0 5 8 (5.55)	0 6 11 (6.78)	0 0 2 (0.16)	1 0 8 (16.33)	6 6 1 (100.00)	1 14 10
4 3 1 (62.60)	0 10 0 (9.33)	0 5 4 (4.98)	0 6 5 (5.99)	0 0 1 (0.07)	1 2 3 (17.03)	6 11 2 (100.00)	2 9 11
4 13 2 (61.36)	0 10 5 (8.28)	0 7 5 (5.90)	0 8 1 (6.43)	0 0 1 (0.07)	1 6 7 (17.96)	7 13 9 (100.00)	3 13 0
4 15 7 (61.10)	0 10 6 (8.06)	0 4 10 (3.71)	0 7 2 (5.50)	0 0 2 (0.13)	1 12 0 (21.50)	8 2 3 (100.00)	4 3 11
5 15 1 (60.15)	0 12 2 (7.70)	0 8 2 (5.17)	0 10 6 (6.64)	0 0 5 (0.26)	1 15 9 (20.08)	9 14 1 (100.00)	4 1 7
5 14 7 (58.44)	0 11 0 (6.80)	0 9 6 (5.87)	0 8 7 (5.30)	0 0 3 (0.16)	2 5 11 (23.43)	10 1 10 (100.00)	5 4 11
7 11 5 (59.77)	0 11 5 (5.52)	0 8 6 (4.12)	0 11 11 (5.77)	0 0 4 (0.16)	3 2 11 (24.66)	12 14 6 (100.00)	6 11 9
7 3 9 (57.40)	1 1 0 (8.43)	1 4 10 (10.33)	0 11 0 (5.45)	0 0 4 (0.17)	2 4 9 (18.22)	12 9 8 (100.00)	7 5 0
8 1 2 (58.92)	0 8 6 (3.87)	0 7 3 (3.30)	0 12 9 (5.81)	0 7 2 (3.27)	3 6 6 (24.83)	13 11 6 (100.00)	7 3 4
8 12 1 (51.19)	1 4 3 (7.40)	0 12 10 (4.69)	1 1 7 (6.43)	0 0 10 (0.30)	5 2 1 (29.99)	17 1 8 (100.00)	5 13 1
8 10 0 (46.49)	0 14 9 (6.47)	0 3 9 (1.65)	0 11 2 (4.90)	0 0 4 (0.14)	5 12 0 (40.55)	14 4 0 (100.00)	15 1 11
--	--	--	--	--	--	--	--
9 6 10 (51.95)	1 2 10 (6.49)	0 14 7 (5.02)	0 11 9 (4.05)	0 0 3 (0.08)	5 14 1 (32.41)	18 2 4 (100.00)	9 11 6
4 8 6 (61.09)	0 10 1 (8.50)	0 6 5 (5.41)	0 7 5 (6.25)	0 0 3 (0.21)	1 6 0 (18.54)	7 6 8 (100.00)	2 13 11

* Excludes expenditure on interest on loans and remittances to dependants.
 N.B.- Percentage expenditure on each group to total expenditure is shown in brackets.

The table below shows the percentage of expenditure as between families and singlemen on important groups:-

Groups	Percentage expenditure for	
	Families	Singlemen
1	2	3
Food	65.66	61.09
Fuel and lighting.....	7.28	8.50
House Rent	6.71	5.41
Clothing and Footwear.....	7.65	6.25
Bedding and Household Requisites.	0.15	0.21
Miscellaneous.....	12.55	18.54
Total	100.00	100.00

Chapter 6. General Rights of Workers.

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

India - April 1951.

Payment of Wages Act, 1936, extended to
all Classes of Persons employed in Mines
other than Coal Mines.

By a notification dated 20 March 1951, the Central Government has extended, with effect from 15 June 1951, the provisions of the Payment of Wages Act, 1936, except sub-section (4) of section 8 thereof, to the payment of wages to all classes of persons employed in mines, other than coal mines, to which the Indian Mines Act, 1923, applies. (Section 8(4) of the Act deals with the total amount of fine which may be imposed in any one wage-period on an employed person).

(Notification No.SRO.459 dated
20 March 1951, the Gazette of India,
Part II, Section 3, 31 March 1951,
page 537).

66. Strike and Lockout Rights.

India - April 1951.

Bombay: Workshops, Garages and Depots of
the Bombay Road Transport Corporation
declared a public utility service.

In exercise of the powers conferred by the Industrial Disputes Act, 1947, the Government of Bombay, has declared the workshops, garages and depots of the Bombay Road Transport Corporation in the State of Bombay, to be a public utility service for the purposes of the Act for a period of six months.

(Notification No.575/46 dated 2 March 1951, the Bombay Government Gazette, Part I-L, dated 15 March 1951, page 1204).

Madras: Electric Tramway services, Motor
Transport Services and Cotton Textile
Industry declared as a public utility
service.

By ~~xxx~~ a notification dated 29 March 1951 and in exercise of the powers conferred by the Industrial Disputes Act, 1947, the Government of Madras has declared electric ~~ity~~ tramway services, motor transport services and cotton textiles industry in the State of Madras, to be a public utility service, for the purposes of the Act, for a further period of six months commencing on 5 April 1951.

(G.O. Ms.No.1396, Development, 29 March 1951, the Fort St. George Gazette, Part I, dated 3 April 1951, page 538).

~~Mem~~

Uttar Pradesh: Cotton Textile Industry
declared a Public Utility Service.

In exercise of the powers conferred by the United Provinces Industrial Disputes Act, 1947, the Government of Uttar Pradesh has declared the cotton textile industry and every undertaking connected with the manufacture or distribution of cotton textiles, to be a public utility service for the purposes of the Act, for a further period of six months from 22 April 1951.

(Notification No. 1886(TD)/XVIII dated
3 April 1951, Government Gazette of
the Uttar Pradesh, Part I, dated
7 April 1951, page 278).

67. Conciliation and Arbitration.

India - April 1951.

Uttar Pradesh: Government's Order constituting
Conciliation Boards and an Industrial
Tribunal.

In exercise of the powers conferred by sections 3 and 8 of the United Provinces ~~the~~ Industrial Disputes Act, 1947 (vide page 53 of the report of this Office for January 1948) and in supersession of Government Order dated 10 March 1948 (vide pages 50-72 of the report of this Office for March 1948) the Government of the Uttar Pradesh has promulgated on 15 March 1951 an order providing for the constitution of Conciliation Boards and an Industrial Tribunal.

Under the Order the State Government may, by notification in the official Gazette, appoint Conciliation ~~the~~ Officers for such areas as it may ~~be~~ specify in that behalf. A Conciliation Officer may constitute a Conciliation Board for promoting the settlement of any industrial dispute that may arise in his area. The Conciliation Board is to consist of a Chairman, who shall be a Conciliation Officer for the area, and two members one representing the employers and the other representing the workmen. They shall be appointed by the Chairman ~~for~~ after consultation with the parties to the dispute, to represent the respective parties. No business may be transacted at any meeting of a Conciliation Board without the presence and directions or consent of the Chairman of the Conciliation Board.

Reference of disputes to boards.- Any workman or an employer or a registered Association or trade union of employers or registered trade union of workmen or any federation of such associations or trade unions or where no registered trade union of workmen exists in any particular concern or industry, the representatives not more than 5 in number of the workmen in the concern or the industry, duly elected in this behalf by a majority of the workmen employed in that concern or industry, as the case may be, at a meeting held for the purpose, may by application in writing move a Conciliation Officer of the area for settlement of any industrial dispute by conciliation. The application shall clearly state the industrial dispute or disputes. The State Government or the Labour Commissioner, may also by order in writing, refer to a Conciliation Officer for settlement any matter in respect of which any dispute has arisen or is likely to arise.

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Settlement procedure.- The Conciliation Officer shall, as soon as possible after the receipt of application or reference mentioned in the last preceding clause constitute a Board and commence proceedings with a view to bringing about a settlement of the dispute. It shall be the duty of the Conciliation Board to endeavour to bring about a settlement of the dispute before it and for the purpose the Board shall, in such manner as it thinks fit and without delay investigate the dispute in all matters affecting the merits and just settlement thereof, and may do all such things as it thinks fit for the purpose of inducing the parties to come to an amicable settlement. In case where the Conciliation Board is successful in bringing about an amicable settlement between the parties it shall prepare a memorandum stating the terms of settlement arrived at, which shall be signed by the Chairman and the parties to the dispute, and send it to the State Government with his report. Where no amicable settlement can be reached on one or more than one issue, the Chairman shall, within 7 days (excluding holidays observed by courts subordinate to the High Court) of the close of the proceedings, send to the State Government and the Labour Commissioner a full report setting forth the steps taken by it for ascertaining the facts and circumstances relating to the dispute, and for bringing about an amicable settlement thereof, together with a full statement of such facts and circumstances, and the reasons on account of which, in its opinion, a settlement could not be arrived at. The Board shall submit its memorandum or its report within 30 days (excluding holidays observed by courts subordinate to the High Court) of the date on which the reference was made to it.

Industrial Tribunal.- The State Government may by notification in the official Gazette, constitute an Industrial Tribunal, having jurisdiction in such ~~areas~~ area as it may in this behalf specify. The Tribunal shall have a President, and as many member judges as may be appointed by the Government. Any matter referred to the Tribunal for adjudication may at the discretion of the President, be heard and determined by a member of the Tribunal sitting alone. The Tribunal may, at the discretion of the President in any matter in which it appears necessary to do so, constitute a Bench to hear and determine any matter referred to it. The Tribunal shall maintain a record of the relevant documents and proceedings including statements of parties and witnesses. The decision shall be in writing, and shall be pronounced in open court and dated and signed by the member or members of the Tribunal, as the case may be, at the time of pronouncing it.

The State Government if it is satisfied that an industrial dispute exists may either of its own motion, or after considering the report of the Conciliation Board or on an application made to it, by order in writing, refer any dispute to the Industrial Tribunal, or if the State Government considering the nature of the dispute or the convenience of the parties so decides, to any other person specified in that behalf for adjudication. The Tribunal or the Adjudicator shall hear the dispute and pronounce its decision within 40 days (excluding holidays observed by courts, subordinate to the High Court) from the date of reference made to it by the State Government, and shall thereafter as soon as possible supply a copy of the same to the parties to the dispute, and to such other persons or bodies as the State Government may in writing direct. The decision or award of the Industrial Tribunal or the Adjudicator shall remain in operation for a period of one year or such shorter period as the Tribunal or the Adjudicator may fix.

During the pendency of any conciliation proceeding or proceedings before the Tribunal or an Adjudicator in respect of any dispute an employer shall not (a) alter to the prejudice of the workmen concerned in such dispute the conditions of service applicable to them immediately before the commencement of such proceeding or (b) discharge or punish, whether such punishment is by dismissal or otherwise, any workman concerned in such dispute save with the express permission in writing of a Conciliation Officer of the area concerned irrespective of the fact whether the dispute is pending before a Board or the Tribunal or an Adjudicator. No workman, who is employed in any industrial establishment, shall go on strike and no employer or any such workmen shall declare a lock-out during the pendency of any proceedings before a Conciliation Board, Industrial Tribunal or an Adjudicator.

Other provisions of the Order relate ~~inter~~ inter alia, to representation of parties in dispute, appointment of assessors to advise the Tribunal, power to include other undertakings in conciliation or adjudication proceedings, powers of Adjudicators and Tribunals, etc.

By another Order dated 15 March 1951 and in supersession of the Order dated 1 May 1948 (vide pages 70-71 of the report of this Office for May 1948), the Government of Uttar Pradesh has appointed a number of officers belonging to the Labour Department to be Conciliation Officers in respect of specified areas in the State. By another Order

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dated 15 March 1951, the Government has constituted an Industrial Tribunal consisting of a President and two member judges.

(Notification Nos: 615(LL)/XVIII-7(LL)-1951, No.670(LL)/XVIII-7(LL)-1951, and No. 671(LL)/XVIII-7(LL)-1951 dated 15 March 1951, Government Gazette of the Uttar Pradesh, Extraordinary, dated 15 March 1951, pages 1-6).

Madhya Pradesh: Madhya Pradesh Industrial Disputes Settlement (Amendment) Bill, 1951.

The Government of Madhya Pradesh published on 23 March 1951 a Bill to amend the Central Provinces and Berar Industrial Disputes Settlement Act, 1947.

The Statement of Objects and Reasons appended to the Bill states that under sections 3 and 4 of the Act, only one union can be a recognised union. In consonance with the scheme of the Act, it is necessary to provide that the recognised union, where it exists, may represent the case of persons who are not members of the union, if the parties concerned agree. The amendment proposed in the Bill is for the purpose of achieving this object.

(The Madhya Pradesh Gazette, Part IVA, dated 23 March 1951, pages 52-53).

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New Bank Tribunal to be set up: Labour Minister
Promises Early Legislation.

On 28 April 1951, Mr. Jagjivan Ram, Labour Minister, announced in Parliament that the Government had decided to set up a new tribunal to adjudicate on bank employees' disputes, consequent on the Supreme Court's judgment invalidating the award of the previous tribunal, (vide pages 60-61 of this report). Legislation would be introduced shortly and it would also ensure continuity of payment to employees of their total pay and allowances as had been drawn on 1 April 1951, subject to such retrospective adjustments that might be ordered by the new tribunal.

The Minister hoped the emoluments of the employees would not or varied to their disadvantage in the meantime.

Mr. Jagjivan Ram added that the Government ~~have~~ ~~therefore decided that~~ ~~the Government~~ ~~will~~ ~~also~~ intended to convene as quickly as possible a conference of representatives of employees and employers with a view to consulting them as to the best method of resolving differences on matters not covered by reference to the new tribunal. The appropriate way of dealing with such matters, especially in view of the need for expediting settlement, was to refer them to a conciliation board on which the Reserve Bank of India will be represented.

(The Statesman, 29-4-1951).

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Industrial Disputes in India during the Year
1950.

The following table shows the number of industrial disputes, number of workers involved and man-days lost during the year 1950.

Year/Month	No. of disputes [*]	No. of workers involved in disputes ¹¹	No. of man-days lost during the period.
1939	406	409,189	4,992,795
1946	1,629	1,961,948	12,717,762
1947	1,811	1,840,784	16,562,666
1948	1,259	1,059,120	7,837,173
1949	920	685,457	6,600,595
December	84	57,083	455,839
1950**	84	57,083	455,839
x January	101	76,169	231,695
February	88	46,546	337,803
March	84	49,699	488,755
April	96	50,295	329,555
May	111	74,337	313,451
June	83	45,715	322,946
July	56	21,188	134,911
August ***	75	240,289	2,946,936
September***	70	249,202	4,950,032
October***	79	288,127	2,264,248
November***	83	56,736	313,837
December	67	40,761§	160,418§

- * Disputes resulting in work-stoppages involving 10 workers or more
- ¹¹ Includes workers indirectly involved also.
- ** Provisional.
- *** Revised, yet provisional.
- § Not known in 3 cases.

68. Labour Courts.

India - April 1951.

Bank Disputes Award held illegal: Supreme Court's Judgement.

On 9 April 1951, the Supreme Court, by a majority of four to three, held the award of the All-India Industrial Tribunal (Bank Disputes) of 31 July 1950, as having been made without jurisdiction and therefore void (vide pages 58-60 of the Report of this Office for August 1950). The Court also held that all other awards made and signed by two or by all the three members of the tribunal were without jurisdiction.

The main award affects about 60,000 bank employees all over India.

The Court was delivering judgment on the appeals filed by the United Commercial ^{Bank} and 12 other banks challenging the award of the tribunal.

Facts of the case.- The tribunal was constituted on 13 June 1949, by the Central Government under Section 7 of the Industrial Disputes Act for the adjudication of the industrial disputes in banking companies, and consisted of three members. On 24 August 1949, Mr. Justice Chandrasekhara Aiyar was appointed a member in the place of Mr. Varma. The ~~tribunal~~ tribunal began its regular hearings on 12 September. ¹⁹⁴⁹ Mr. Justice Chandrasekhara Aiyar was absent from the hearings from 23 November 1949, to 20 February 1950, as his services were placed at the disposal of the External Affairs Ministry as a member of the Indo-Pakistan Boundary Tribunal.

Grounds of dispute.- The jurisdiction of the Banks Tribunal was disputed on two grounds. First, it was said that when Mr. Chandrasekhara Aiyar's services ceased to be available, the remaining two members had to be reappointed to constitute a tribunal, and secondly when Mr. Chandrasekhara Aiyar began to sit again from 20 February 1950, it was imperative to issue notification constituting a tribunal under Section 7 of the Industrial Disputes Act.

The appellants' argument was that in the absence of Mr. Chandrasekhara Aiyar, the two members had no jurisdiction to hear anything at all without the appropriate notification, and that his services having "ceased to be available", ~~and~~ on 23 November 1949, he could not sit again with the other two

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members to form the tribunal under Section 7 of the Industrial Disputes Act.

The Court held that when the services of Mr. Chandrasekhara Aiyar ceased to be available and when the Government had decided that another person was not to fill the vacancy, there arose the situation when only two members constituted the tribunal and for the constitution of such tribunal no notification under Section 7 of the Act was issued. To enable such a tribunal of two persons to function, under the provisions of the Act, a notification under Section 7, was absolutely essential. The work of the two members in the absence of such a notification cannot be treated as the work of a tribunal established under the Act and all their actions are without jurisdiction.

(Indian News Chronicle, 10-4-1951).

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CHAPTER 7. PROBLEMS PECULIAR TO CERTAIN
CATEGORIES OF WORKERS.

INDIA - APRIL 1951.

71. Employees and Salaried Intellectual Workers.

Special Session of Federation of Working Journalists,
Bombay, 16-4-1951: Draft Constitution adopted.

A special session of the Federation of Working Journalists was held at Bombay on 16 April 1951. The session, which was attended by over 50 delegates representing various journalists' organisations in the country, was presided over by Mr. Chalapathi Rao.

The session unanimously adopted the draft constitution of the Federation of All-India Working Journalists. The main provisions of the constitution relate to the aims and objects of the federation and the rules governing its membership.

The article on aims and objects lays down that the Federation shall be conducted on trade union lines and shall promote, maintain and safeguard the interests of working journalists and their conditions of service, develop among them the highest standards of professional conduct and integrity, and assist the members of the Federation in securing employment. The Federation shall also build up and administer funds for the provision of legal aid as well as for unemployment, disablement, retirement and death benefits, promote wage agreements on state or all-India basis between the employers and the employees, and secure representation of the Federation on national and international organisations as well as on delegations which are sent abroad or are set up in the country to ascertain public opinion. Further, it would strive for the freedom of the press, work for legislation designed to promote the welfare of working journalists and secure facilities for periodical exchanges of journalists abroad.

The constitution provides for the affiliation of such unions of journalists abroad as conform to the rules of the Federation.

President's address.— Speaking on the occasion, Mr. Chalapathi Rao said that trade unionism was the only way out for journalists. He said that all the units of the Federation would be given maximum autonomy consistent with the strength and solidarity of the central body.

Mr. Chalapathi Rao added that the present relations between the journalists of India and Pakistan were "the happiest" and he had no doubt they would continue to be so.

Message from Pakistan: ILO Commission suggested.- Mr. Asrar Ahmed, fraternal delegate from Pakistan, said that the Federation could count on the full support and co-operation of the Pakistan Federal Union of Journalists. He hoped that the Federation would, like the Karachi Union of Journalists, ask the ILO to appoint a commission to investigate the conditions of working journalists in Asia.

Resolutions.- The Federation passed a resolution authorising the working committee to take such action as it finds necessary to implement the resolutions adopted by the Federation in October 1950 (vide pages 58-62 of the report of this Office for November 1950).

It also appealed to the working journalists all over the country to form unions in their states, or regions, where they were not existing, and affiliate them with the Federation. It requested such unions as were already existing to affiliate themselves to the Federation after reframing their constitution in conformity with the constitution of the Federation and after registering them under the Indian Trade Unions Act.

An appeal to the working journalists to make every possible effort individually and collectively to collect funds for the Federation was made in another resolution.

The Federation also formed a Finance Committee.

(The Bombay Chronicle, 17-4-1951).

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CHAPTER 8. MANPOWER PROBLEMS.

INDIA - APRIL 1951.

Employment situation.
81. Labour Market Organisation.

Employment Exchanges: Working during March 1951.

~~അനുബന്ധം~~

Employment situation.- According to the report of the Directorate General of Employment Exchanges for the month of March 1951, the employment situation in general had shown positive improvement. The number of persons found employment by exchanges during the month of March was most encouraging and again all previous records were broken. Even more satisfactory was the steep rise in the number of vacancies notified the figure being over 44,000. Unfilled vacancies, in respect of which the results of submissions had not been received by the end of March, stood at just above 25,000. Meanwhile, the Live Register of unemployed persons had, during the month again declined, this time by more than 6,500. The number of unemployed Central and State Government servants increased, by a few hundred, for the first time in six months, presumably in response to the call for administrative economy during the coming financial year.

Registration and placing.- The total number of registration for employment and the total number placed in employment during the month are shown below:-

	March 1951	February 1951
Total number of registrations-----	112,904	107,963
Total number of placings-----	58,253	32,978

Of those registered 9,727 were ex-service personnel, 11,541 were displaced persons (including 5,609 from East Pakistan) and 4,905 discharged Government employees. Registrations, because there were more vacancies, showed an overall increase of 4,941 as compared with February 1951. The rise in registrations was comparatively large in Madras (3031), Bihar (1221), Orissa (736), Bombay (650) and Madhya Pradesh (569). West Bengal and Uttar Pradesh regions, on the other hand, showed a fall of 1,566 and 469 respectively during the month under review.

Of those placed 2,668 were displaced persons (including 1,133 from East Pakistan), 2,035 were ex-service personnel and 1,122 discharged Government

employees. 23,322 were placed with private employers and 14,931 in Union and State Government Departments. The number of placings showed an increase of 5,275 over the previous month and was the highest on record. All regions except Bombay recorded increased placings. Figures rose considerably in Madras (2597), Uttar Pradesh (1111), Bihar (469), Assam (410), Madhya Pradesh (341), Delhi, Ajmer and Rajasthan (336) and Orissa (330). Bombay region showed a fall of 462 as compared with the previous month.

Placings by wage groups.- Figures relating to placings during the month analysed according to wage groups are as follows:-

<u>Wage group: basic monthly pay</u>	<u>Number of placings.</u>
Above 101 Rupees	652
61 to 100 rupees	3,928
30 to 60 rupees	29,288
Below 30 rupees	4,385

Vacancies notified and submissions.- The number of vacancies notified by employers during March 1951 increased considerably, being 44,202 as compared with 39,625 during the previous month, i.e., a rise of 4,577. Of the vacancies notified 18,768 were by the Union and State Government establishments and 25,434 by private employers, that is to say an increase of 1,816 and 2,761 respectively. The increase in vacancies notified was marked in Assam (558), Bihar (942), Delhi, Ajmer and Rajasthan (520), Madhya Pradesh (590), Madras (2970), and Orissa (946). On the other hand there was a fall in Bombay (334), Punjab (73), Uttar Pradesh (1140) and West Bengal (303). The number of persons submitted to employers during March 1951 was 88,388 as compared with 78,241 during the previous month. Information received from employers during the month showed that 3,631 applicants had failed to report for interview without offering any satisfactory explanation, 1,327 had declined offers of appointment because pay offered was considered inadequate and 1,555 had declined for various other reasons.

The number of employers who used the exchanges during March was 6,857 as against 6,011 during ~~February~~ February 1951. Of these 54.5 per cent were private employers.

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Employment of retrenched Government employees.- Exchanges registered 4905 discharged Government employees in March 1951 against 3509 registered in February. Of these 3391 were discharged from Central Government establishments and 1514 from State Government establishments. The number of discharged Government employees placed in employment during the month under review was 1122 against the figure of 1165 relating to the previous month. Of those placed, 694 were ex-Central Government employees and 428 ex-State Government employees.

Placing of women.- During the month, 6260 women applicants were registered and 3893 placed in employment as against 5111 and 3460 in the previous month. A large number of ~~telephons operators~~ ~~stenographers~~ ~~typists~~ ~~and~~ ~~lady~~ ~~telephone~~ ~~operators~~ ~~was~~ ~~acute~~ by Employment Officers reported that most of the women registrants of their exchanges wished to be ~~examined~~ considered for Government posts only and were unwilling to accept jobs which involved leaving their homes. Reports received indicated that the shortage of trained lady teachers, nurses, stenographers, typists, and lady telephone operators was acute.

Employment of highly qualified persons.- During March 1951, the Employment Exchanges in India registered 779 and placed 121 applicants possessing qualifications and experience of an administrative, executive, supervisory, managerial, higher technical, scientific or professional nature. The Regional Employment Exchange, Delhi, registered 188 such applicants and placed 36 in employment including 2 who were placed in Government vacancies on posts carrying salaries of 500 rupees a month and five candidates placed in the grade of 250-500 rupees a month. The Regional Employment Officer, Calcutta, placed a person ~~and~~ as a civil engineer in a private firm on a salary of 650 rupees a month and another person on a salary of 300 rupees a month. The Sub-Regional Employment Officer, Poona, placed three persons in posts carrying salaries of 300 rupees and above per month in Government vacancies.

Work of mobile exchanges.- The mobile exchanges continued to perform useful work. During March 1951, 16500 candidates were registered and 11955 placed in employment by the mobile sections attached to the employment exchanges in India against the figures of 13013 and 8658 relating to the previous month. Outstanding results were achieved by a mobile team of the Sub-Regional Employment Exchange, Vishakapatnam which effected 717 placings. The mobile section of the Ajmer exchange, which operated twice in the Sambhar lake area in connection with vacancies of semi-skilled workers required for the extraction of salt, also performed useful work and effected, in all 623 placings.

Employment assistance to scheduled caste candidates.— In view of the special responsibilities of the Government towards scheduled castes and tribes, special statistical information is being collected in respect of these classes. The number of scheduled caste applicants registered by the employment exchanges during the month under review was 10,803 as against 11,242 registered in February 1951. 4,627 scheduled caste applicants were placed in employment as against 4,580 placed in the previous month. Among those placed during the month, 788 were placed in Union Government vacancies, 464 in States Government vacancies and 3,375 in other vacancies. The number of scheduled caste applicants submitted to employers during March 1951 was 8,250. During the month under review, 383 vacancies meant specifically for scheduled caste applicants were notified to employment exchanges. There were, at the end of March 1951, 23,775 scheduled caste applicants on the live registers of exchanges, of whom 1,311 were women.

Number of unemployed in the registers at end of March 1951.— The number of persons still seeking employment assistance on the last day of the month was 337,092 which was 6,656 less than the figure for February 1951. Of these 54,732 were displaced persons (including 34,151 from East Pakistan) 36,031 ex-service personnel and 13,861 discharged Government employees. Among discharged Government employees 9,419 were Union Government and 4,442 State Government employees.

(Report on the Work of the Directorate of Employment Exchanges during the Month of March 1951, issued by the Government of India).

Steps to rehabilitate retrenched Workers:
Formation of Permanent Board suggested by
Industries Development Committee.

The constitution of a permanent board to deal with the problem of rationalization of industrial employment and of the consequently retrenched labour has been suggested by a sub-committee of the Industrial Development Committee, at a meeting held at New Delhi on 24 April 1951. The meeting which was convened under the auspices of the National Planning Commission, was attended, among others, by Mr. Masani and Mr. Elking for employers, and Mr. Desai, President Indian National Trade Union Congress and Mr. Mehta, Secretary, Hind Mazdoor Sabha, on behalf of labour. Mr. Gulzari Lal Nanda presided. A draft agreement, previously reached on the points involved at a meeting of representatives of employers and workers, formed the basis for the discussion at the meeting.

The Committee has suggested that the proposed board should consist of three representatives each of employers and workers, and a chairman selected by their consent from outside. Its functions should include consideration of other questions of industrial relations with the concurrence of the parties concerned. Specifically, it would be expected to fix the par capita standard work load for labour under standard conditions, determine steps towards satisfactory association of labour with the management of the industry and define the terms "freshly employed" and "temporary" in the context of retrenchment.

The Committee unanimously recommended the adoption of effective measures to minimize the effects of unemployment arising out of rationalization, formulation of a scheme by the Government to rehabilitate retrenched workers and provision for their training at Government expense to facilitate re-employment.

The Committee was of the view that the working labour should be given a proportionate share in the benefits derived by the industry from any additional efforts put by it subsequent to rationalization.

It recommended that retrenchment necessitated by rationalization should be kept to the minimum and resorted to only when "fully justified", and without any victimization. The retrenchment in such a case should be confined only to those who are "freshly employed". There should be simultaneous or subsequent efforts to extend the machinery of an industry to absorb the labour rendered surplus through technological improvement in production and other methods in the industry.

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Measures suggested to reduce the need for retrenchment include stoppage of fresh recruitment, non-filling of vacancies occurring on account of death, retirement or withdrawal of workers, absorption of surplus workers in departments other than those from which they are retrenched, without any break in the service and without reducing their former emoluments, and encouragement of voluntary retirement by paying gratuity.

The proposed rehabilitation scheme, of which training of retrenched labour for subsequent useful employment forms an important part, should be worked out by the Government in co-operation with employers' and workers' organizations. The Committee feels that while the employer had a liability in respect of permanent workers, temporary employees had a rightful claim to sympathetic consideration of their case by the State from a broad social point of view. In industries where wages were below the living wage, most benefits resulting from additional efforts made by workers after rationalization should go to them so that their standard of living could be improved. Otherwise, the Committee thought, rationalization would have no meaning. In other cases also, the labour retained after rationalization should receive a share of the benefits consequent upon the special efforts made by them.

The Committee has given high priority to provident fund and housing schemes in the matter of improving labour relations.

(The Statesman, 25-4-1951;
Press Note issued by the
Press Information Bureau,
Government of India).

85. Migration and Colonisation.

India - April 1951.

Eleventh Annual Sossion of Ceylon Indian Congress,
20 and 21 April 1951: Campaign for Citizenship
Applications to be intensified.

The eleventh annual session of the Ceylon Indian Congress was held at Wattagama on 20 and 21 April 1951. Mr. K. Rajalingam, President of the Congress, presided. Among the resolutions adopted was one urging every Indian to intensify efforts to submit applications for registration of citizenship before the expiry of the due date.

Presidential address: Government's policy in respect of Indians criticised.- Mr. Rajalingam, in the course of his presidential address, accused the Government of "going back to the days of Rome with its citizens and non-citizens slaves". He said that whatever the legal position might be, it could not be conceded that every country was entitled to decide the composition of its citizens without reference to human needs. Indian workers in Ceylon had lived for generations as part of the country but the law had been so manipulated as to deprive them of franchise and citizenship.

Mr. Rajalingam said that while on the one hand, the process of determining as to who can be classed as Ceylonese had just begun and applications under the Citizenship Act could be made till 5 August 1951, on the other hand, however, Ceylonisation of employment was being carried through with unfair haste. Many workers in Government departments had already been dismissed on the plea that they were 'non-Ceylonese' and 'agreements' had been finalised with various groups that 'non-Ceylonese' of certain categories would be either dismissed or retired under certain conditions. This was certainly not fairplay, especially since assurances had been given that those already in employment would be allowed to continue un-disturbed.

In the matter of franchise, the action that had been taken was not conducive to establishing the bona fides of the Government. While thousands of applications for registration as citizens had not even been enquired into, the names of all Indians, practically to a man had been deleted from the voters' lists under the plea that their citizenship status has not been established. For practically all other purposes of the Government, 'Ceylonese' had been defined to mean: (a) a citizen of Ceylon by descent or by registration; (b) a person who had applied or in

intended to apply for Ceylon citizenship and was deemed to have a prima facie case for Ceylon citizenship. He stressed that the same test should have been applied for granting the franchise and asked if it was in accordance with the elementary principles of equity that, with one stroke of the pen, a whole community should be deprived of a voice in the governance of the country; that they should be reduced to the position of serfs or beasts of burden.

Rajalingam L

Mr. Rajalingam said that illegal immigration into Ceylon had provided another occasion for blaming the Indian community already in the island. Exaggerated stories had been propagated in this regard and nobody seemed to be aware as to what real extent there was illegal immigration. So responsible a person as the Prime Minister stated at a meeting that the Government had had to deal with 30 illegal immigrants a day and, a short time later, he stated at another meeting that there were 100 illegal immigrants from India a day. He pointed out that there were a number of cases of illegal immigrants who were compelled to resort to this form of entry because of the serious and anti-social manner in which the Immigration and Emigration Act worked. If, for instance, a husband was prevented from joining his wife or a parent his children, they were likely to go, if need be, even to greater lengths than taking the risks attendant on illegal entry.

Mr. Aziz's address.- Mr. A. Aziz, a former President of the Congress, in the course of his address, said that out of 75,000 citizenship applications forwarded by the Estate workers, the Government had not so far registered even one worker as a citizen of Ceylon. In the meantime, the Government resorted to hasty action to delete nearly 25,000 Indians from the Voters' Registers. In these circumstances, he doubted whether any Indian would possess any vote or for the matter of that be able to send even one member to Parliament in the next general elections.

Resolutions: Registration of Indians. Introducing the main resolution, Mr. A. Aziz, Member, Parliament and a former President of the Congress, said that after the Congress had decided to lift the boycott of the Indian and Pakistani Citizenship, Act, the Ceylon Government had given assurances of help to enable Indians to register for citizenship. But experience had shown that the facilities were grossly inadequate, assistance was not forthcoming and the general attitude was obstructive. Mr. Aziz urged every Indian to intensify efforts to submit applications for registration before 1 August, deadline for citizenship applications.

The resolution, which was unanimously adopted, expressed perturbation at the "calculated and unhelpful attitude of the Ceylon Government in investigation and disposal of applications for registration under the Indian and Pakistani Citizenship Act". It deplored the fact that the Government had been obstructive and also "that the qualifications for citizenship are too rigorous and the procedure prescribed too complicated". The resolution condemned the action of the Government "in disenfranchising almost all Indians in Ceylon and the removal of their names from the voters' lists on the pretext that they are non-citizens".

"Even at this late stage", said the resolution, "the Government should take all necessary steps to ensure equitable conditions for acquisition of citizenship and have expunged names included in the voters' lists".

By another resolution the Congress expressed its sense of grave dissatisfaction at the harsh and unconscionable way in which the Immigrants and Emigrants Act was being enforced in contravention of the assurances given by the Prime Minister of Ceylon to the Prime Minister of India in that inter alia even books of accounts and certificates from employers and persons of repute and standing were not accepted as proofs of residence and in case of persons with less than five years' residence, no resident permit was granted. It earnestly requested the Government of Ceylon to (1) accept books of accounts and certificates of employers and persons of repute and standing as sufficient proofs of residence, (2) to issue resident permits to all those who have been resident in the Island in November 1949, that is the date on which the Immigration Act came into operation, and (3) to appoint a board with due representation to the Ceylon Indian Congress to ~~mark~~ consider the appeals from persons whose applications for resident permit had been refused.

By another resolution all persons above 18 years of age of pre-partition Indian origin, including citizens of Ceylon by descent or registration who subscribed to the aims and objects of the Ceylon Indian Congress were permitted to become members of the Congress.

86. Demographic Problems.

India - April 1951.

Population of India estimated at 361.8 Million:
13 Percent Rise in Ten Years.

India's population recorded during the recent census operations is 356,891,624 according to the first provisional count. Of them, nearly 183.4 million are men and about 173.5 million women. This is exclusive of Jammu and Kashmir where enumeration ~~was not~~ did not take place in view of the "special conditions prevailing there". Including the estimated figure of 4.37 million for this State and 0.56 million for Part B tribal areas - also left out of the census - the total comes to 361.82 million.

The following table shows the trend of population since 1901:-

Year	Population (in million)	Increase (in million)	Percentage Increase
1951	356.89	42.06	x 13.4
1941	314.83	39.51	x 14.3
1931	275.52	- 27.34	x 11.0
1921	248.18	- 0.87	- 0.3
1911	249.05	13.55	x 5.8
1901	235.50		

This indicates that during the 20 years from 1931 the increase in India's population has been three times as many as in 10 years from 1921 and twice as many as in 30 years from 1901.

An analysis shows that Uttar Pradesh, though fifth in size, has the largest population with over 65.25million. Madras, third in size comes second in population with nearly 57 million. Next come Bihar (40.2 million), Bombay (35.9 million), West Bengal (24.8 million), Madhya Pradesh (21.3 million), Hyderabad (18.7 million), Rajasthan (15.3 million), Orissa (14.6 million), Punjab (I) (12.6 million), Travancore and Cochin (9.3 million), and Assam (9.1 million).

Density of population.- The density of population, among Part "A" States, is highest in West Bengal with nearly 840 persons per square mile and lowest in Madhya Pradesh with about 162 persons per square mile. Assam records the next lowest at 168 persons per square mile and Bihar the second highest at about 571 persons per square mile.

In Part "B" States, the density of population is the highest in Travancore at 1,012 persons per square mile while in Part "C" States, the highest is in Delhi at 3,038 persons per square mile.

Compared to the previous census, the highest increase has been registered in Delhi (90 per cent), the least being in Punjab (I) (0.4 per cent). The number of women is more than men in four States - Madras, Orissa, Travancore and Cochin, and Manipur - where for every 1,000 men there are 1,004, 1,023, 1,007 and 1,034 women respectively. The proportion of women to men is lowest in Coorg with 829 women per 1,000 men. Other figures are: Patiala and East Punjab States Union, 841,681, in Bombay (852) 312,742, in Rajasthan, 276,824, in Assam and West Bengal (861).

Number of displaced persons.- The provisional total for displaced persons recorded separately, is 7,479,278, representing an increase of more than 1.69 million over the previous official figures of 1948-49. The table for displaced persons gives Punjab (I) total, as 2,468,491 and West Bengal as 2,117,896, recording increases of 3,248 and 1,023,515 over the previous officially compiled figures. The figures of displaced persons for other States are 475,822 in Uttar Pradesh, 509,767 in Delhi, 380,159 in Patiala and East Punjab States Union, 341,081 in Bombay, 312,742 in Rajasthan, 276,824 in Assam and 100,251 in Tripura, Assam records the second highest increase compared to the 1948-49 official census.

Final and complete results will be published next year.

CHAPTER 9. INCOME SECURITY.

INDIA - APRIL 1951.

92. Legislation.

Ajmer: Draft Ajmer Employees' State Insurance
(Medical Benefit) Rules, 1950.

The Chief Commissioner of Ajmer has published the draft of the Ajmer Employees' State Insurance (Medical Benefit) Rules, 1950, proposed to be made under the Employees' State Insurance Act, 1948. These rules relate, among other things, to the provision of medical facilities under the Act, establishment of dispensaries, scale of medical benefit, etc. The draft will be taken into consideration after 30 April 1951.

(The Gazette of India, Part II, Section 3,
dated 17 March 1951, pages 294-297).

West Bengal: West Bengal Maternity Benefit
(Tea Estates) Rules, 1951.

The draft West Bengal Maternity Benefit (Tea Estates) Rules, 1951 (vide page 74 of the report of this Office for December 1950), have been approved and gazetted on 29 March 1951.

(The Calcutta Gazette, Part I,
dated 24 March 1951, pages 715-720).

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CHAPTER 11. INDUSTRIAL SAFETY.

INDIA - APRIL 1951.

111. Prevention of Accidents.

Working of the Indian Dock Labourers Act, 1934
and the Indian Dock Labourers Regulations, 1948,
during the Year 1949*.

Compliance with Regulations.- According to the annual report of the Chief Adviser, Factories, for the year 1949 on the working of the Indian Dock Labourers Act, 1934, and the Indian Dock Labourers Regulations, 1948, during the year there was considerable improvement in the matter of compliance with the Act and the Regulations. This, the Report ascribes both to the vigilance exercised by the inspectors at the ports, as well as to the better appreciation of the requirements of the Regulations and the greater willingness to comply with them, evinced by the different parties concerned.

The Report reviews the extent of compliance with regard to certain Regulations and states that the fact, cannot be overlooked that the greatest handicap in securing the fullest compliance with the Regulations has been the lack of proper facilities to test the lifting gear at the ports. Consequently, ships registered in India have their registers far from complete. Because of the limited facilities in this country and the length of time taken in getting the gear tested, the ship owners very often promise to get the ship's gear tested at the earliest opportunity when the ships next visit any foreign port where ample facilities are available.

The Report points out that although it cannot be said that all foreign-registered ships do comply with the Regulations, most of them were generally found to satisfy the main requirements. Certain difficulties were, however, felt in administering the Act, particularly with regard to ships registered

*
Government of India, Ministry of Labour: Annual Report of the Chief Adviser Factories, for the year 1949 on the working of the Indian Dock Labourers Act, 1934 and the Indian Dock Labourers Regulations, 1948: Printed in India by the Manager, Government of India Press, Simla, 1951; pp.12.

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in countries which have not ratified the I.L.O. Convention concerning protection against accidents of workers employed in loading or unloading ships. The certificates carried by most of these ships do not fully satisfy the requirements of the Regulations. There is also considerable divergence in the practice adopted by the different countries in the matter of examination and testing of gear and recording of such particulars.

Reciprocity between member-countries: suggestion for action by I.L.O.- The Report states that in the I.L.O. Recommendation (No.40) concerning reciprocity between member-countries which have ratified the Convention (No.32 concerning protection against accidents of workers employed in loading or unloading ships) it has been suggested that the governments of principal countries should arrange to confer with a view to securing reasonable uniformity in the application of the Convention, especially in the preparation of common forms of certificates of test, examination and annealing of ship's gear and other records relating thereto. While such reciprocal arrangements would, to a large extent, help the inspections so far as ships from those countries which have ratified the Convention are concerned, this would not really solve the difficulty, ~~xxx~~ as only 14 maritime countries have so far ratified the Convention. It is, therefore, suggested that the I.L.O. might call for the forms, etc., from all the member-countries and examine these with a view to preparing and prescribing common forms which would be acceptable to all the maritime countries. This would seem to be a much better procedure than asking each maritime country which has ratified the Convention to approach individually all the other maritime countries for reciprocal recognition. Shipping is international in character and almost in every port ships from different countries call. It would, therefore, be desirable for the I.L.O. to take up this question of reciprocal arrangements and also urge on other maritime countries which have not ratified the Convention to examine the possibility of ratifying it, or at least to maintain the records in the forms to be prescribed. This would go a long way in enforcing effectively the provisions of the Convention.

Accidents.- The following table shows total number of accidents, according to causes in the docks of various ports during 1949:-

Cause	Number of Accidents						Total
	Bombay	Cuttack	Madras	Cochin	Vizaga- patam		
1	2	3	4	5	6	7	
Lifting machinery..	23	9(1)	5	3	3	43(1)	
Transport.....	37	9	3	-	6	55	
Struck by falling body.....	192(1)	255(2)	18	-	16	481(3)	
Persons falling.....	56(6)	116(4)	27(2)	2	13(1)	214(13)	
Handling goods.....	170	171	97	2	12	452	
Stepping on or striking against objects.....	39	41	15	-	4	99	
Use of hand tools..	13	21	-	-	-	34	
Miscellaneous.....	33	86	33(1)	1(1)	20	173(2)	
Total.....	563(7)	708(7)	198(3)	8(1)	74(1)	1551(19)	

N.B. Figures within brackets denote fatal accidents.

The Report states that besides these accidents a large number of "non-reportable" accidents were also brought to the notice of the inspectors, many of them serious and a number of them fatal. Though, in most cases, the persons involved in these accidents were dock and stevedores' labour, the accidents had to be left out as "non-reportable", as, at the time the accidents occurred, the persons involved were not actually engaged in the "processes", as defined under the Indian Dock Labourers Act, 1934, i.e., the persons were not engaged in work which was required for or was incidental to the loading or unloading of cargo or fuel into or from a ship and which was done on board the ship or ~~alongside~~ alongside it. For instance, in respect of the Port of Madras, out of the 324 accident reports received by the Inspector during the year, as many as 126 accidents had to be left out as "non-reportable"; and, out of the 9 fatal accidents reported, 6 had to be classified as "non-reportable".

The Report points out that the position with regard to the reporting of accidents is improved during the year under review, but still it cannot be considered to be quite satisfactory. As the Regulations stand at present, it is the responsibility of the port authorities to report every accident occurring during loading and unloading operations. While the reporting of accidents involving port authorities labour and gear and of serious accidents on ships, docks and jetties, which actually come to the knowledge of the port authorities, can be said to be generally satisfactory, it is felt that a considerable number of other accidents involving stevedores' gear and labour go unreported, particularly at moorings. The report mentions, in this connection, that,

in the Calcutta Port, where work on ships at moorings is carried out entirely by stevedore labour, not a single accident or dangerous occurrence has so far been reported. As things stand at present, there is no statutory obligation on the part of the stevedores and other employers of dock labour to report accidents to the port authorities; this being so, the port authorities do not appear to be in a position to fulfill their obligations under Regulations. This matter was considered at a conference of Inspectors, Dock Safety, held at Calcutta; and the question has also been discussed with the port authorities.

The Report states in this connection that, though the port authorities are one of the parties responsible for complying with the Regulations, the Regulations would seem to have been so framed that they, as a statutory body, would themselves fulfil their obligations in this respect and also function as a co-ordinating agency in the matters of ensuring effective compliance with the Regulations by the other parties concerned, viz., the stevedores and other employers of dock labour. Towards this end the port authorities as the "person in general management and control of the dock, wharf or quay", were made responsible for the reporting of all accidents and for the provision of first-aid equipment, etc., irrespective of whether the labour involved was under their own employ or that of the stevedores. Consistent with this responsibility, the port authorities have been empowered under the Regulations, to appoint, with the sanction of ~~the~~ the Central Government, "competent persons" for the purposes of testing and annealing of lifting machinery, gear, etc., not carried on board a ship. In view, however, of the difficulties now experienced by the Port Authorities in the matter of reporting of accidents, it is felt that the Regulations would have to be suitably modified, and ~~amendments~~ amendments to this effect are under consideration.

Inspections.— A total of 1,658 inspection visits were made during the year. On an average, each Inspector spent 174 days on inspection work and carried out as many as 550 inspection visits during the year. These include night visits carried out with a view to ascertain working conditions of labour engaged on night shifts. Three prosecutions were launched. In all cases fines ~~where~~ were imposed.

Number of persons employed.— The Report states that since labour is engaged by various agencies according to the requirements of the cargo to be handled, the number of persons employed on the processes fluctuates considerably. The following details regarding the number of workers employed during the year on processes covered by the Act and Regulations have been compiled from the employment figures obtained from the various port authorities, stevedores and other employers of labour:—

Calcutta	21,275
Bombay	9,800
Madras	5,374
Vizagapatam	2,170
Cochin	1,776

Total 40,395

Health and welfare.- About the health and welfare of dock labour, the Report states that except in one or two ports, the amenities provided for dock labour are far from satisfactory. Dock labour not being regulated, there has been very little appreciation of their needs and requirements. There is considerable scope for improvement even in so elementary a provision as the supply of drinking water. In many cases, the supply is from taps from overhead tanks exposed to the sun throughout the day. Again, even at the coal-berths, proper washing facilities are not available. The men, after a hard day's work and covered with coal dust and sweat, have either to take a plunge in the dock waters or go all the way home for a wash. The same thing applies to persons engaged in handling cement and other noxious cargo. Another urgent and pressing need is some form of rest shelters for the workers. In the docks, during the rest interval, it is a common sight to find the workers taking refuge in the shadow of some building or stack of packages, or, more often under the railway wagons on the siding using the rail as a head-rest. Further, ~~the~~ in many of the docks which work on shifts, the night shift finishes at 3 a.m. and workers, who are not residing near the dock area, are forced to remain in the dock premises, and have to shift for themselves in the absence of any suitable facilities for rest. The Report suggests that it would be desirable to make some statutory provision requiring such amenities to be provided, and also amend the Act and Regulations so as to bring within their scope all the labour engaged in loading and unloading operations, leaving out such of the labour as is covered by the Factories Act.

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Indian Dock Labourers' Regulations, 1948:
draft amendments.

The Central Government published on 31 March 1951 the draft of certain further amendments to the Indian Dock Labourers' Regulations, 1948, which are proposed to be made in exercise of the powers conferred by section 5 of the Indian Dock Labourers Act, 1934. The amendments deal with, inter alia, responsibilities of the persons having the general management and control of a dock, wharf, or quay, provision of standard Army Pattern or Furley telescopic handle stretchers complete with slings and "Neil Robertson" or other suitable string stretchers for raising injured persons from holds of ship, precautions against accidental fall of loads, precautions in handling hatch covers exceeding 125 lbs. in weight, amendments to and addition of certain forms of schedule II, etc. The draft amendments will be taken into consideration on or after 1 July 1951.

(The Gazette of India, Part II, Section 3,
dated 31 March 1951, pages 552-564).

Madhya Pradesh: Rules for regulating the use
of Cranes and other Lifting Machinery, 1951:
Draft published.

The Government of Madhya Pradesh has published on 23 March 1951 the draft of the Rules for regulating the use of cranes and other lifting machinery which the Government proposes to make in exercise of the powers conferred by section 29(2) of the Factories Act, 1948. The rules which apply in respect of cranes and all other lifting machinery other than hoists and lifts in any factory, ~~and which~~ deal with, inter alia, provision of approved load indicator to every crane used in connection with lifting appliances, provisions to be complied with as respect every chain, rope or other lifting tackle used for the purpose of raising or lowering persons, goods or materials, precautions to be observed in the use of chains and lifting gears, etc.

(The Madhya Pradesh Gazette, Part IV-C,
dated 23 March 1951, pages 177-183).

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LIST OF THE MORE IMPORTANT PUBLICATIONS RECEIVED
IN THE NEW DELHI OFFICE DURING APRIL, 1951.

INDIA - APRIL 1951.

Economic Questions

- (a) Government of India: Report on an Enquiry into the Family Budgets of Industrial Workers in Calcutta by Labour Bureau, Ministry of Labour, Government of India. Price Rs.1/2/-, pp.65.
- (b) Joint Stock Companies India, Excluding Indian States but including Hyderabad, Mysore, Baroda, Gwalior, Indore, Travancore and Cochin 1943-44, 1944-45 and 1945-46. Thirtieth, Thirtyfirst and Thirty second Combined Issue. By the Department of Commercial Intelligence and Statistics, India. Price Rs.20/2/-, pp.478.

Problems Peculiar to Certain Branches of the
National Economy

Annual Administration Report of the Department of Agriculture, United Provinces for the year ending June 30, 1949. Allahabad. pp.125.

Working Conditions and Living Standards

- (a) Ministry of Public Works and Labour, Directorate of Labour Burma. Report on the Working of the Workmen's Compensation Act 1923 in Burma for Year 1949. Rangoon. Superintendent, Government Printing and Stationery, Burma, 1951. Price Rs.1/2, pp.9.
- (b) A Survey of Labour in India, Atma Ram and Sons, Delhi.

Manpower Problems

- (a) Man Power Shortages and Surpluses, V.R.K. Tilak, Atma Ram and Sons Delhi (sent to Geneva along with this Office Minute No.D.6/744/51 dated 17 April 1951).
 - (b) Progress Report for the Period January-December 1949, Directorate General of the Settlement and Employment, Ministry of Labour, Government of India. (sent as Annexure of this Report).
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