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INTERNATIONAL LABOUR OFFICE
INDIAN BRANCH

Industrial and Labour Development in June 1952.

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

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CHAPTER 1. INTERNATIONAL LABOUR ORGANISATION.

INDIA - JUNE 1952.

11. Political Situation and Administrative Action.

India signs Peace Treaty with Japan: Reparations waived.

Reference was made at page 1 of the report of this Office for April 1952 to the ending of the State of war between India and Japan. After six months of formal talks, Japan and India signed at Tokyo on 9 June 1952 a peace treaty, pledging themselves to "perpetual peace and amity". Under the terms of treaty, India has waived all reparations claims against Japan.

The Treaty provides that Japan and India will soon negotiate treaties or agreements to place their trading, maritime, aviation and other commercial relations on a "stable and friendly basis".

Under the heading of most-favoured-nation treatment are air traffic rights and privileges, and customs duties and other questions in connection with exports and imports.

In an exchange of letters accompanying the treaty, it was agreed, however, that India would be permitted to give certain preferences to Commonwealth countries and contiguous countries. India agreed to give those same preferences to Japan if she extended them to countries outside this definition.

This treaty will be ratified and shall come into force on the date of exchange of ratifications, which shall take place as soon as possible.

(The Statesman, 10 June 1952).

West Bengal Cabinet formed.

Reference was made at pages 1-5 of the report of this Office for May 1952 to the formation of new Ministries at the Centre and the States on the conclusion of the General Elections.

On 11 June 1952, Dr. B.C. Roy announced the formation of the new Cabinet for West Bengal. The Cabinet has 14 Ministers including the Chief Minister, Dr. Roy. The Hon'ble Mr. Kalipada Mookerjee continues to hold the labour ~~port~~ portfolio.

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(The Statesman, 12-6-1952).

Ceylon: New Cabinet formed: Dr. M.C.M. Kaleel becomes Minister for Labour and Social Services.

A new ~~Cabin~~ Ceylon Cabinet with Mr. Dudley Senanayake as Prime Minister, was sworn in at Colombo on 2 June 1952. The Prime Minister's United National Party was returned to power in Ceylon's recent general elections; it won 54 of the 95 elected seats in the House of Representatives.

The new Cabinet is as follows:-

Mr. Dudley Sananayake - Prime Minister,
Minister of Defence and External Affairs.

Sir John Kotelawala - Leader of the House and
Minister of Transport and Works.

Sir Oliver Goonetilleke - Food and Agriculture.

Sir Lalitha Rajapakse - Justice.

Mr. J.R. Jayawardene - Finance.

Mr. E.A. Nugawela - Health.

Mr. A. Ratnayake - Home Affairs.

Mr. P.B. Bulankulame Dissawe - Land and Land
Development.

Mr. G.G. Ponnambalam - Industries.

Mr. M.D. Banda - Education.

Mr. R.G. Senanayake - Trade and Commerce.

Dr. M.C.M. Kaleel - Labour and Social Services.

Mr. V. Nalliah - Information and Posts.

Mr. C.W.W. Kannangara - Local Government.

(The Times of Ceylon, 3 June 1952).

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25. Wage-Earners' Organisations.

India - June 1952.

Mr. N.M. Joshi honoured: Purse presented
at Bombay Public Meeting.

A public function to felicitate Mr. N.M. Joshi, the veteran Indian trade union leader was held at Bombay on 5 June 1952, under the auspices of the N.M. Joshi Commemoration Committee. Mr. V.V. Giri, the Labour Minister, Government of India, presided over the meeting, at which over seventy organisations, mostly trade unions and social institutions were represented. A purse of 15,000 rupees, contributed by ~~Mr. Joshi's~~ Mr. Joshi's friends and admirers in India and abroad, was also presented. The occasion marked Mr. Joshi's retirement from public life.

Messages of tribute to Mr. Joshi were received, among others, from the Prime Minister, Mr. Jawaharlal Nehru, Mr. David A. Morse, Director-General of I.L.O., Sir Joseph Hallsworth, on behalf of the British Trades Union Congress, and Mr. Arthur Deakin, on behalf of the British Transport and General Workers' Union.

Mr. Morse's message.- Mr. Morse, in his message, said that his predecessors and himself had greatly valued Mr. Joshi's services to the International Labour Organisation. His knowledge, sincerity and tenacity had contributed in no small measure to the interest which the Organisation had manifested from the outset in Asian problems and the efforts which it had made to deal with them. Mr. Joshi was a natural leader of men, uncommonly wise, vigorous, devoted and passionately loyal to the causes he had made his own.

Father of Indian trade unionism: ~~Mr. Giri's~~ Mr. Giri's Tribute.- Mr. Giri called Mr. Joshi, "one of the greatest and most selfless leaders of India" and said that he had learnt the A.B.C. of the labour movement from Mr. Joshi. Mr. Joshi had never desired pelf or office. He believed in work and in raising the standard of living of the working class in the country.

Describing Mr. Joshi, as "the father of the trade union movement in the country", Mr. Giri said that if there was any person or leader who was first and foremost in striving to secure fundamental rights for the workers, it was Mr. Joshi. He said that workers to whatever section they belonged or whatever "isms" they believed in, owed a deep debt of gratitude to him.

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Dr. Pillai, in his speech, said that Mr. Joshi was "part and parcel, inevitably, of the Indian labour movement". There was no phase of activity in the field of labour with which Mr. Joshi was not associated or, on which he did not leave his mark. He said that the first Asian Labour Conference organised by Mr. Joshi years back showed his wisdom and foresight.

Tributes were also paid on behalf of the Hind Mazdoor Sabha, All-India Trade Union Congress and the Social Service League.

Mr. Joshi's reply.- Mr. Joshi expressing his gratitude to the workers for their confidence in him, said that the time had now come when something should be done to improve their working conditions. "You cannot make India a first-class nation with ~~the~~ third class labour conditions".

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Annual Conference of All-India Post and Telegraph Workers, Baroda, 25-29 May 1952.

The fourth All-India Conference of the Union of Post and Telegraph Workers was held at Baroda ~~on~~ from 25 to 29 May 1952. Mrs. Sucheta Kripalani, Member of Parliament, inaugurated the Conference. Mr. Tulsiram, a postal employee and President of the Union, presided.

Besides a gathering of 350 delegates drawn from all parts of the country, there ~~was~~ was a large gathering of sympathisers, officials of the Post and Telegraph Department and others.

Mrs. Sucheta Kripalani, in her inaugural address, pleaded for the development of "healthy, free and democratic trade unions, free from the influence of the Government, of ~~employers~~ employers and of political parties". The future of the country depended on the growth of such trade unionism in the country. Labour demanded only a reasonable living wage and could obtain it only through its inherent strength born of unity.

Presidential address.- Mr. Tulsiram, in his presidential address, pleaded for the creation of a joint front of postal employees. He stated that workers throughout the country were fast organising themselves to form a united front of trade unions on a minimum programme - a programme about which there was full agreement and unanimity.

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Decisions.- The conference was of the opinion that the main reason for disunity in the ranks of labour was the existence of numerous labour organisations. As the result of disunity, the Union was finding it difficult to get its demands conceded. It called for a conference of postal union leaders so that major labour organisations could get together and form a single body.

The conference realised the imperative need for arousing employees to a sense of responsibility, and, therefore, called upon its branches to expand their membership, infuse trade union consciousness, and to devise measures to improve the efficiency of the services.

The conference also demanded the appointment of an adjudicator to resolve the points of dispute between the union and the Government.

Office-bearers.- The conference elected the following office-bearers: Mr. A.P. Tulsiram, president, Mr. K.S. Pitker and Mr. B.N. Gosh, Vice-Presidents and Mr. K. Ramamurthi, General Secretary.

(The Times of India, 27 May and
2 June 1952).

Bombay: Working of the Indian Trade Unions Act, 1926, during the year 1950-1951*.

One hundred and fifty-three new trade unions were registered during the year 1950-51 in the State of Bombay, according to the report on the working of the Trade Unions Act, 1926, for the year 1950-51, published by the Government of Bombay.

Number of Unions.- The report states that the tremendous rise in the number of trade unions, witnessed in the year 1947-48 was a natural corollary to the legislative measures placed on the statute-book by the popular Governments, both at the Centre and in the State, to facilitate collective bargaining and peaceful settlement of disputes. Subsequent years have shown a steady increase in the number of registered trade unions, and the trend was maintained in the

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Annual Report on the Working of the Indian Trade Unions Act, 1926, for the State of Bombay, 1950-1951. Obtainable from the Superintendent, Government Printing and Stationery, Bombay, pp.109: Price Rs.5 As.3 or 8s.6d. 1952.

year under review. The number of registered trade unions at the end of the year 1950-51 was nearly double the number at the end of 1947-48. As a result of greater consciousness among workers and the growing economic difficulties they have to face, the field of organised labour is being extended. The efforts made by the Central organisations of labour have also contributed to the increase in the number of unions. The following table gives information regarding the growth in the number of registered unions in the State since ~~1950-51~~ 1940-41:-

Year ending 31 March.	No. of unions registered during the year.	No. of registered unions at the end of the year.
1940-41	21	79
1941-42	17	81
1942-43	21	85
1943-44	12	91
1944-45	19	101
1945-46	23	115
1946-47	80	184
1947-48	166	329
1948-49	149	442
1949-50	221	581
1950-51	155	635

Of the 635 unions on the register at the end of the year under report, 599 were "State Unions" and 36 "Central Unions". These figures are inclusive of two State Federations and one Central Federation. The following table shows the growth in the membership of registered trade unions in the State since 1940-41:-

Year	No. of Regis- tered Trade Unions	No. of Unions included in the report.	Total membership of the Unions shown in column (3)			Average member- ship per union inclu- ded in the report.	Percent- age of female members to total member- ship.
			Males	Females	Total		
1	2	3	4	5	6	7	8
1940-41	79	63	134,489	7,089	141,578	2,247	5.01
1941-42	81	65	135,105	7,254	142,359	2,190	5.10
1942-43	85	75	155,917	7,283	163,200	2,176	4.46
1943-44	91	77	176,277	8,030	184,307	2,394	4.36
1944-45	101	86	191,935	17,100	209,035	2,431	8.18
1945-46	115	87	210,700	15,684	226,384	2,602	6.93
1946-47	184	140	306,946	25,265	332,211	2,373	7.61
1947-48	329	261	359,283	24,511	383,794	1,470	6.39
1948-49	442	319	493,328	31,090	529,155*	1,659	5.88
1949-50	581	383	484,396	29,924	521,467*	1,361	5.74
1950-51	635	392	421,196	28,523	449,719	1,147	6.34

* In some cases details regarding sex are not furnished.

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The registration of 117 unions-114 State and three Central - was cancelled for non-submission of annual returns. Of these, 43 were registered during the year, 33 were registered during 1949-50, while 41 unions had more than two years' standing. The report says that it would appear that a large proportion of these unions were formed mainly to secure certain specific advantages and did not care for the continuance of their registration as soon as they achieved their ~~immediate~~ immediate purpose. The necessity of having trade unions as regularly functioning bodies built on sound foundations seems to be still imperfectly realised. It is probable that the present state of affairs will continue ~~until~~ until the trade unions in addition to their activities in respect of trade disputes take upon themselves responsibilities of giving regular benefits such as sickness, unemployment and pension benefits to their members and increase their welfare activities. Another reason for the increase in the cancellation of registration of unions may be due to the lack of trained persons for conducting the affairs of trade unions. Attempts are, however, being continued to be made to overcome this difficulty and classes for training workers in labour matters are being conducted by the Bombay Government and also by some well established unions.

There was little improvement in the quality of returns submitted by the ~~unions~~ unions and most of the returns were not in order for one reason or the other. This was mainly due to the fact that proper care was not taken in filling the returns, despite detailed instructions regarding the filling of such forms sent to all the unions. Only 83 returns were properly filled in. The rest had to be sent back to the unions for necessary corrections before the information supplied in the returns could be tabulated. Out of this number only 278 unions submitted the corrected returns and as corrected returns were not received in time from the remaining unions, the information supplied by them in their original returns had to be tabulated for the purpose of the report. Even so, the returns of 108 unions had to be excluded from the report because they were found to be very defective.

The report is based on the information contained in the returns of 372 State Unions (including two federations) and 23 Central Unions (including one federation).

The distribution of the number and membership of the 370 unions (the two federations have been excluded) by occupation groups is given in the table below:-

(Please see table on the next page).

Group	No. of Registered Unions	No. of Unions whose returns are included in the report.	Membership at the beginning of the year	Membership at the end of the year	Total increase (x) or decrease (-)	Percentage increase (x) or decrease (-)
1	2	3	4	5	6	7
Agriculture and Allied Activities.....	7	6	6,572	7,721	x1,149	x17.48
Mining and Quarrying.	1	1	428	969	x 541	x126.40
Manufacturing.....	260	159	213,088	228,736	x15,648	x 7.34
Construction.....	2	2	670	617	- 53	- 7.91
Electricity, Gas, Water and Sanitary Services	30	19	3,678	3,861	x 183	x 4.98
Commerce	87	65	16,764	16,172	- 592	- 3.53
Transport, Storage and Communications....	78	45	78,702	71,274	- 7,428	- 9.44
Services.....	84	46	10,415	10,618	x 203	x 1.95
Miscellaneous.....	48	27	13,197	12,223	- 974	- 7.38

Union finances.- The total income of all the unions was 1,328,439 rupees and the total expenditure 1,267,265 rupees, with the result that the General Fund which stood at 1,282,203 rupees at the beginning of the year 1950-51 increased to 1,543,377 rupees. All the groups except the "agriculture and allied activities" and the "services" groups showed excess of income over ~~the~~ expenditure. The following table shows an analysis of the total income from various sources:-

Items of Income	Amount of Income	Percentage to the total income.
	Rs.	
Contributions from members...	1,143,696	86.09
Donations.....	123,361	9.29
Sale of periodicals, books, rules, etc.	366	0.03
Interest on investments.....	2,047	0.15
Income from miscellaneous sources.....	58,969	4.44
Total	1,328,439	100.00

The average income of the unions was 5,590 rupees as compared with 4,291 rupees for the year 1949-50. As against this, the average expenditure was 3,425 rupees while it was 3,236 rupees for the year 1949-50. An amount of 711,428 rupees representing 56.14 per cent of the total expenditure was spent on salaries and expenses of officers and establishment. "Other expenses" amounting to 285,586 rupees and representing 22.54 per cent of the total expenditure included meeting expenses, miscellaneous expenses,

unpaid subscription which are irrecoverable and depreciation written off. Expenses on account of establishment charges of unions thus covered 78.68 per cent of the total expenditure and a very small amount could be utilised for other activities of the unions. The expenditure on establishment was less by 2.58 per cent as compared to 1949-50. An amount of 61,887 rupees or 4.88 per cent of the aggregate expenditure constituted expenses incurred under section 15(j) of the Act, which generally includes contributions to the organisations to which unions are affiliated, expenses of delegates to conferences and donations to various other unions. An amount of 83,856 rupees or 6.62 per cent was spent on conducting trade disputes, and 54,674 rupees on legal expenses, while an amount of 8,275 rupees representing only 0.65 per cent of the total expenditure was given by way of compensation to members for loss arising out of such trade disputes.

All the unions except twelve opened the year with credit balances. Seven out of these twelve unions and four other unions ended the year with debit balances. The total assets of the unions were 1,651,359 rupees.

The Textile Labour Association, Ahmedabad, and the Southern Command M.E.S. Employees' Union, Poona, were the only State Federations registered under the Act.

The assets of the Textile Labour Association, Ahmedabad, were made up of cash amounting to 483,917 rupees, securities worth 354,500 rupees and miscellaneous assets amounting to 799,869 rupees. The Federation had a general fund of 260,541 rupees, a "Political Fund" of 43,629 rupees, "Provident Fund (Staff)" of 130,782 rupees, "Provident Fund (School)" of 6,364 rupees, "Shahpur Society Sinking Fund" of 49,643 rupees, and other liabilities amounting to 1,147,327 rupees. Out of an income of 267,713 rupees during the year under report, 235,311 rupees were realised by way of contributions from members, 27,794 rupees by way of donations, 3,359 rupees as interest on investment and the rest from miscellaneous sources. The amount of expenditure of the Association during the year was 258,118 rupees out of which 65,657 rupees were spent on administration. The Association paid 94,570 rupees by way of educational, social and religious benefits and 35,139 rupees by way of funeral old age, sickness and unemployment benefits, etc. The Association spent 6,062 rupees in conducting trade disputes and 39,844 rupees for publishing periodicals.

The assets of the Southern Command M.E.S. Employees' Union, Poona, were made up of cash amounting to 531 rupees and unpaid subscriptions due 3,782 rupees. The union had no other fund except the General Fund amounting to 4,313 rupees. The main source of income of the union was contributions from members which consisted of 2,347 rupees out of the total income of 2,367 rupees. The expenditure during the year was 103 rupees and it was mainly on the

administration of the Union.

Agricultural Workers' Unions.- As regards the unions of agricultural workers, there was only one registered union, viz., the Karnatak Pranteek Rayat Committee connected purely with agricultural workers in this State. The total number of its members at the end of the year was 900. Five Sugar Workers' Unions, however, enrolled as their members workers on sugar-cane farms adjoining the sugar factories as shown in the table below:-

Name of the Union.	Total No. of members at the end of the year.	Total No. of Agricultural Workers	
		Males	Females
1. Sakhar Kamgar Sabha, Shrirampur.	2,783	1,800	333
2. Rawalgaon Rashtiya Sugar Workers' Union.....	950	450	Nil
3. Sugar Workers' Union, Walchandnagar.....	1,815	1,100	Nil
4. Sakharwadi Kamgar Union.....	1,250	747	116
5. The Tilak-Nagar Kamgar Union, Belapur.....	73	(Not available)	

Information furnished by four out of five unions mentioned above shows that 4,546 out of 6,748 members representing 67.37 per cent of their total members were engaged in agricultural operations.

Affiliation to all-India Organisations.- The available information regarding the affiliation of the unions to the all-India central organisations of labour is given in the table below:-

Name of the Central Organisation.	No. of Unions reporting affiliation.	Total strength on 31 March 1951 of the Unions mentioned in column 2
Indian National Trade Union Congress..	97	201,961
Hind Mazdoor Sabha	43	34,717
All India Trade Union Congress	6	28,957
Not affiliated	130	43,256
Not known	94	43,300
Total.	370	352,191

Central Unions.- The total number of Central Unions (excluding one federation) ~~registered~~ registered under the Act was 35 at the end of the year under report but the statistics of only 22 unions which sent in the corrected returns have been included in the report. The total membership of these unions increased from 87,225 at the beginning ~~of~~ to 97,528 at the close of the year under report. The following table shows the occupational distribution of the unions and their membership:-

Grpup.	No. of Re- gistered Trade Unions.	No. of Uni- ons whose returns are included in the report.	Membership at beginning of the year.	Membership at end of the year	Increase (x) or decrease (-)	Percent age increase (x) or decrease (-)
1	2	3	4	5	6	7
Manufacturing...	5	3	2,582	2,375	-207	- 8.02
Commerce	3	2	1,642	1,994	x352	x21.44
Transport, Storage and Communication.	25	16	80,444	91,519	x11,075	x13.77
Services	2	1	2,557	1,640	-917	-35.86

The total income of these unions was 262,098 rupees, 92.18 per cent of which was contributed from members. As against the total income of 262,098 rupees, the total expenditure during the year was 249,468 rupees with the result that the amount of general fund which was 147,395 rupees at the beginning of the year increased to 160,025 rupees at the close of the year. The average expenditure of the unions during the year was 11,339 rupees as compared with 10,208 rupees for the year 1949-50. An amount of 160,512 rupees ~~for the year~~ representing 64.34 per cent of the total ~~expenditure~~ expenditure was spent on the salaries and expenses of officers and establishment. The sum of 65,786 rupees or 26.37 per cent was spent on "other miscellaneous expenses" which generally include expenses on items such as meetings, propaganda, gatherings, irrecoverable subscriptions and depreciation written off. Thus the expenditure on administration amounted to 90.71 ~~rupees~~ per cent and only 9.29 per cent of the total expenditure was incurred on other items. Out of this, an amount of 9,876 rupees representing 3.96 per cent of the total expenditure was spent on legal expenses and expenses in conducting trade disputes. The ~~benefits~~ benefits paid to members amounting to 1,268 rupees represented only 0.51 per cent of the total expenditure, out of which Air Services of India Employees' Union, Bombay, alone paid an amount of 540 rupees by way of funeral, old age, sickness, unemployment benefits, etc., and the G.I.P. Railway Mazdoor Panchayat paid an amount of 459 rupees by way of educational, social and religious benefits to members.

As regards the affiliations of these twenty-two unions to All-India central organisations of labour, six unions were affiliated to the Hind Mazdoor Sabha, seven unions were not affiliated to any central organisation while the affiliation of nine unions was not known. The table below gives the relative strength of the unions affiliated to different organisations:-

Name of the Central Organisation.	No. of affiliated Unions.	Membership of the Unions as on 31 March 1951.
Hind Mazdoor Sabha	6	51,226
Not affiliated	7	4,862
Not known	9	41,440
Total...	<u>22</u>	<u>97,528</u>

Apart from activities in respect of collective bargaining, some of the unions furnished particulars regarding the efforts made by them in providing benefits to their members such as reading rooms, dispensaries, co-operative stores, etc. The Rastriya Mill Mazdoor Sangh, Bombay, conducted 100 classes for educating its members. The average attendance at these classes was about 20. The Sangh filed 528 cases under the Workmen's Compensation Act and the Payment of Wages Act and ~~could~~ secure for the workers about 108,500 rupees by way of payment of wages and compensation.

The Mazdoor Mahajan Mandal, Baroda, and the Mazoor Mahajan Sangh, Kalol, conducted reading rooms and libraries and the former held ~~an~~ adult education classes in the labour area. A Majoor Co-operative Housing Society was formed under the guidance of the Majoor Mahajan Sangh, Kalol, and the union also conducted a physical training class. The Mill Mazdoor Sabha, Baroda, organised, for about three months, classes for explaining to the workers the provisions of the various labour laws and the Standing Orders.

The Maritime Union of India, Bombay, was able to secure representation on the Joint Maritime Commission of the I.L.O. at Geneva. The General Secretary of the Union was appointed as representative in Asia of the International Confederation of Free Trade Unions. The Union started a co-operative society. A laundry department opened by the Union worked satisfactorily during the year. The Din Navik Union, Bombay, deputed 16 seamen to Vishakapatnam for getting training in sea service. The Union granted loans to its members for meeting medical expenses, etc.

(The annual report on the Working of the Act for the year 1949-50 was summarised at pages 16-25 of the report of this Office for October 1951).

15

ICFTU to set up Asian Trade Union College
at Calcutta.

The Asian Regional Organisation of the International Confederation of Free Trade Unions has decided to start the Asian Trade Union College in Calcutta from 15 September 1952. The first course of study will run for 12 weeks. There will be class lessons, workshop practice and visits to industrial plants and trade unions. The main purpose of this college is to train actual workers in industry to acquire knowledge of trade unionism and economic conditions to enable them to become organisers and leaders of the trade union movement in their respective areas.

The subjects for studies include trade union organisation; history of the trade union movement; collective bargaining; educational and community welfare activities; labour legislation; and a general background of economic, social and political problems, with special reference to Asian countries. There will be scope for discussion and group work dealing with conducting meetings, publications, maintenance of trade union accounts, productivity studies, and organisation of educational, recreative and co-operative activities amongst workers.

The Asian Trade Union College proposes to run three such courses during the year 1952-53 and in each course 30 students will be admitted from all Asian countries. The college will provide free board and lodging to all students.

(I.N.T.U.C. Bulletin, Vol. 2, No. 11,
15 June 1952, page 8)

L.

29. International Co-operation.

India - June 1952.

U.S. Technical Assistance to India: Eleven Operational Agreements concluded.

Eleven operational agreements providing for U.S. technical assistance to India in various fields, under the general framework of the Indo-U.S. Technical Co-operation Agreement (vide pages 5-6 of the report of this Office for January 1952), were concluded recently.

With the conclusion of these agreements, the allocation of \$50 million contributed by the U.S.A. to the Indo-American Technical Co-operation Fund set up by the General Agreement this year has been completed. The contribution of the Government of ~~India~~ India to the projects financed out of this Fund will be about 410.1 million rupees.

The following table shows the projects which the agreements cover and the contributions of the Governments of the U.S.A. and India:-

	U.S. Contribution (in dollars)	India Expendi- ture (in rupees)
Supply of Fertilizers	10,650,000	4,400,000
Supply of Iron and Steel	8,385,000	1,200,000
Locust Control	230,000	248,000
Research on Soil and use of Fertilizers	200,000	842,540
Development of Marine Fisheries. Ground Water Irrigation (2,000 tubewells).....	2,462,000	6,895,000
Training of rural workers.....	13,700,000	44,450,000
Community Development programme.	166,000	7,537,000
Malaria Control	8,671,000	343,854,000
Forest Research and Desert Control	648,000	37,350
River Valley Schemes.....	4,784,000 104,000	208,000
	4,784,000	500,000
	<u>50,000,000</u>	<u>410,151,890</u>

Supply of fertilizers.- This agreement provides for supply by the U.S. Government of about 108,000 tons of fertilizers to India, which is expected to increase the country's food output by an additional 200,600 tons. The purpose of the project, besides bringing about an immediate increase in agricultural production, is also to test and popularise new types of fertilizers likely to be successful on Indian soils. The proceeds from the sale of the fertilizers will be used by the Government of India to finance its economic development projects. This agreement provides for an allocation by the U.S. Government of \$10,650,000; the Government of India

will spend 4.4 million rupees towards the cost of this project, mainly for inland transportation of the fertilizers.

Supply of iron and steel.- Under this agreement 55,000 tons of iron and steel (involving an outlay by the U.S. Government of \$8,385,000 and a commitment of 1,200,000 rupees by the Government of India) will be imported to augment steel supply now available for farm implements and farm tools. The great bulk of the imported supply, some 39,000 tons, will be allocated and sold to village blacksmiths and farmers for the manufacture of steel-point ploughs, spike-tooth harrows, cart tyres, irrigation devices, fencing and simple implements, and farm buildings. Sixteen thousand tons will be allocated and sold to farm implement factories for production of improved farm machinery and implements to be sold to farmers. This part of the programme is aimed at stimulating the development of the farm implement industry within India.

Locust control.- Under this agreement, the locust control programme of the Ministry of Food and Agriculture will be strengthened and augmented. The agreement provides that three spraying planes, with pilots and technical personnel, will be made available in India in the months of July, August, September and October, when the locust invasion is expected to be at its worst. These planes will be able to spray and dust 72,000 acres. In addition, the agreement provides for the supply of 75 light vehicles, 75 power sprayers and eight wireless radio sets for combined ground and air operations. These are to be supplied by the United States of America under a \$230,000 allocation for the locust control programme; the Government of India's share in this programme is 248,000 rupees.

Soil and fertilizer survey.- This agreement seeks to provide effective technical assistance and equipment for determining the fertility status of Indian soils, evaluating the performance of various fertilizers on Indian soils and the development of a soil-testing service for the agriculturists. It is stated that there are about 20 major soil regions in the country. These regions will have to be ~~divided~~ divided into six zones with centres at Poona, Delhi, Nagpur, Coimbatore and Sabour. A soil survey unit is to be formed at each of these centres to carry out soil surveys of the respective zones by examination of water profiles and analysis of soil samples. In order to accelerate this work, the project under the Indo-American Agreement will provide technical assistance and improve laboratory technique and equipment which have proved successful in the U.S. for assessing fertilizer requirements in various types of soils. The agreement provides for an expenditure of \$200,000 by the U.S. and 842,540 rupees by the Government of India.

Fisheries.- The purpose of this agreement is to bring about an increase in the quantity of marine fishery products, through improvement in the existing fishing crafts and methods to capture fish, discovery and exploitation of new fishing grounds in offshore waters, testing of different types of craft and gear not now used in Indian waters but likely to prove successful, training of Indian personnel in modern fishing methods and improvement in methods of preservation and transportation of fish. The U.S. Government will make available \$2,462,000 for the project. India's contribution will be ~~xxx~~ to the extent of 6,895,000 rupees.

Tubewell irrigation.- The tubewell agreement envisages the construction in the next two years, of some 2,000 tubewells for the purpose of ground water irrigation. Since experts feel that the most favourable conditions for such irrigation exist largely in the States of Uttar Pradesh, Punjab, Bihar and PEPSU, the proposed tubewells will be located in those States. The Government of India is already constructing tubewells in the area and the project will support and further these efforts. An estimated 750 ~~mx~~ tubewells will be allocated in so far as it is feasible, to community development projects in these four States. The remaining wells will be located in equally suitable areas. The total cost of this project is 109.4 million rupees of which the U.S. contribution will be \$13,700,000 (about 65 million rupees) and the Indian contribution 44,450,000 rupees.

Village workers' training.- Under the agreement for the training of village workers, it is proposed to establish 25 training centres, so that sufficiently large numbers of trained workers are available for implementing the Community Development Programme. The Government of India, with the assistance of the Ford Foundation, has already established five such training centres. It is hoped that approximately 1,800 trained workers will be turned out every six months. According to the plan, village workers will undergo a six months' course, involving both classroom and field work in the villages. Training, it is stated, will be in the general activities of the Community Development Programme rather than in any specialised field of activity. The total estimated joint cost of the programme, ~~xxx~~ apart from the funds made available by the Ford Foundation, is \$166,000 (about 788,000 rupees) to be provided by America and 7,537,000 rupees to be provided by the Government of India and the ~~States~~ State Governments. Under a separate agreement between the Government of India and the Ford Foundation, the latter is expected to provide the full operating expenses of the 25 training centres during the first two years. During the third year the contribution will be one-half of such expenses and in the fourth year it will be one-third. Thereafter, the Government of India and the State Governments will finance the cost of running the centres.

Community projects.- The Community Development Programme aims, initially, to launch 55 projects of rural development in selected areas in the various States. The operation of the programme will be gradually enlarged so as to cover, over a period of years, the entire country. As at present constituted, each project area will comprise approximately 300 villages with a population of about 200,000 people and a cultivated area of approximately 150,000 acres of land. The proposed projects will be of the rural development type including irrigation, application of fertilizers, agricultural ~~extension~~ extension, health measures and education. Six of the 55 projects will be of the composite type which will cover, additionally, activities in the sphere of small and medium scale industries, township planning and development.

The total estimated joint cost of the programme covering 55 projects is of the order of 383.8 million rupees of which the contribution of the U.S. Government will be \$8,671,000 (about 40 million rupees) and the contribution of the Government of India will be 343.8 million rupees. The dollar part of the expenditure will be mainly for equipment, construction and supplies for the basic project villages, equipments, for personnel including jeeps, demonstration equipment, tools, fertilizers, etc.

A part of the fund provided under this Agreement will be treated as loans to the States which will be repaid under terms and conditions to be ~~next~~ determined separately. It is estimated that about 55 per cent of the total funds will be treated as loans to the States.

Malaria control.- Under the terms of the agreement, it is proposed to expand the staff and facilities of the Malaria Institute of India in Delhi (with a branch in Coonoor), the focal point of malaria control and research activities in the country. The programme will be under the general supervision of the Central Ministry of Health, and coordinated with the work being presently conducted in India by WHO and UNICEF. The total estimated joint cost of the project is \$648,000 (about 3 million rupees) and 37,350 rupees. The U.S. Government has agreed to meet the salaries and other expenses of experts from funds other than the \$50 million aid to India.

Forest Research and Desert control.- This agreement aims to provide additional and improved types of equipment to augment the present facilities for forest research carried on in the Forest Research Institute and College, Dehra Dun. Certain specialised types of equipment are proposed to be supplied for strengthening the laboratories and some of the branches of the Institute including those on timber mechanics, cellulose and paper and entomology. The Institute will furnish the specialists and the technicians necessary to operate the equipment. Any additional specialists needed from abroad will be furnished by the Technical Co-operation Administration.

In a second project which is covered by the same agreement, experiments on desert control particularly through afforestation of peripheral areas will be conducted. Necessary equipment for the Jodhpur Research Station for desert control set up by the Government of India is expected to be provided. The total joint cost of the projects covered by this agreement is \$104,000 to be borne by the U.S. and 208,000 rupees by India. The rupee part of the expenditure will be used to cover the cost of transportation of equipment inside India, provision for such buildings as are necessary and other operational expenses.

River Valley schemes.- By this agreement the U.S. Government has undertaken to provide equipment and supplies of the value of \$4,784,000 to assist in the construction of dams, irrigation canals and power plants in India. The Government of India's contribution for the project will be 500,000 rupees. The equipment will be provided for some of the irrigation and power projects approved in the Five-Year Plan, including the Hirakud project, and Kakrapar, Mahi and Ghataparabha projects.

(The Hindustan Times, 2 and 15 June 1952; American Reporter (published by the U.S.I.S.): Vol. II, No. 19, 14 May 1952, pp. 1 and 4; Vol. II, No. 22, 4 June 1952, page 6; Vol. II, No. 34, 18 June, 1952, page 8).

L.

CHAPTER 3. ECONOMIC QUESTIONS.

INDIA - JUNE 1952.

34. Economic Planning, Control and Development.

Voluntary Social Service Agency to Co-operate in National Development Schemes to be set up: Planning Commission's Decision.

The Planning Commission has decided to set up, in the near future, a non-political voluntary social service agency to enable citizens all over the country to co-operate in national development schemes. The new organisation, "Bharat Sevak Samaj" (which means 'India Service League'), will be open to all adults irrespective of caste, creed, sex, religion or party affiliation, but persons professing faith in violent or subversive activities, or, communal hatred will not be admitted. Details of the organisation were published in a pamphlet issued by the Planning Commission.

Constitution of the Samaj.- The Samaj according to its draft constitution will consist as members individuals as well as social welfare organisations. A Central Board, composed of 12 members, will administer the affairs of the Samaj.

The funds of the Samaj will be collected from donations, grants from private charities, private or public trusts and public bodies, grants from the State and payment for services rendered.

Functions.- The functions of the Samaj, will be to render assistance; (a) in restoring and improving the social health of the community by building up standards of honesty in public conduct, public administration and business relations, creating a social atmosphere conducive to the observance of such action to combat anti-social behaviour; (b) in creating social awareness among the people with regard to prevailing conditions and their problems and obligations, and to the need for unity, tolerance and mutual help; and (c) in conducting campaigns and in the adoption of practical measures for the conservation and best utilisation of public and private resources, for promoting the practice of economy in the various spheres of the country's life, for detecting and rooting out waste and inefficiency in the nation's activities, for the general adoption of the practice of austerity, and for creating maximum savings to promote productive activity.

Mr. Jawaharlal Nehru, Prime Minister, in a foreword to the pamphlet, says the Samaj will approach the people "in humility of spirit and with the intense desire to bring about, with our common labour, that joint effort which can shake and break up a mountain of inertia".

People's Sector of the plan.- The Planning Minister, Mr. Gulzarilal Nanda, in several notes which form part of the pamphlet, explains the fundamental objectives of the proposed Samaj, its functions, its relationship with the existing volunteer organisation in the country and with the State.

The Samaj will constitute the "people's sector" of the nation's economic life contemplated in the Five-Year Plan along with the public and the private sectors. The people's sector envisages common effort by the people, especially through organised communities, for the purpose of promoting collective welfare largely utilising voluntary effort recruited by private agencies, having full official support and co-operation. The organisation will thus, on the one hand, attempt to harness the resources and the spare energy of the nation for ~~work~~ enlarging and speeding up economic development of the country, and on the other, help the development projects of the Centre and the States.

The first concern of the Samaj, according to Mr. Nanda will be to organise public opinion and action for fighting down anti-social practices. It will also play a useful part in making the relations between the people and the authority smoother by furnishing help and guidance in their mutual dealings and striving for the redress of public grievances. However, Mr. Nanda adds, the attainment of self-sufficiency in food must take precedence over everything else and claim all possible resources that the Samaj can marshal for the purpose. Other activities may include formation of community centres, organising the youth for the service of the community, social education, prevention of disease, anti-malarial campaign, etc.

Explaining the position of the Planning Commission in relation to the Samaj, Mr. Nanda says that the Commission has at present assumed responsibility for evolving a practical scheme of public co-operation. Its function of formulating plans for the development of national resources may properly be extended to the planned utilisation of the nation's ~~voluntary~~ voluntary effort. The Planning Commission may continue to serve as an advisory organ in this respect.

Preliminary arrangements.- Mr. Nanda states that inauguration of the central organisation of the Samaj will be held as soon as preliminary arrangements, now under way, are completed on an appreciable scale.

)The Hindustan Times, 23 June 1952).

38. Housing.

India - June 1952.

Legislation on Housing to be introduced:
Minister's Statement in Parliament.

On 19 June 1952 Sardar Swaran Singh, Minister for Works, Housing and Supply, Government of India, announced in the course of his reply to the budget debate in the House of People, that the Government proposed to introduce legislation for setting up a Central Housing Board and ensuring, in the matter of industrial housing, that the various parties concerned fulfilled their responsibilities.

The Minister who was replying to the budget debate on the demands for grants for his Ministry, said that ~~the~~ housing was going to be a very important part of his Ministry's activity - housing not merely for Government servants and for Government offices but for the people at large. How the Government was going to execute it and accomplish it were matters which at the moment were engaging the Government's consideration. Actually there was provision in the budget for a considerable sum of money for industrial housing and the scheme broadly was to help in the clearance of slums in industrial areas. It was being worked out in consultation with State Governments. State Governments, employers and the Centre would have to contribute. A satisfactory formula would be evolved to set up a machinery for the effective and efficient execution of the scheme. Rural housing was also engaging the Government's attention. The Government would bring forward a legislative measure, so that the setting up of a Central Housing Board and Regional housing boards and also the enforcement of the responsibilities of the various parties concerned might be placed on a legal basis.

Sardar Swaran Singh said that though the Government's responsibility in this matter was great, still greater was the responsibility of the people. To a large extent, particularly for people in the middle income group, the responsibility would be that of private enterprise. The State would come to their aid in the matter of securing proper sites and material and, in certain cases, also perhaps a certain amount of financial aid in one form or another.

(The Hindustan Times, 20 June 1952).

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

INDIA - JUNE 1952.

41. Agriculture.

Bombay: Bombay Personal Inams Abolition Bill,
1952.

The Government of Bombay published on 2 May 1952 the Bombay Personal Inams Abolition Bill, 1952, to be introduced in the Bombay Legislative Assembly. The Bill seeks to abolish all personal inams or unconditional grants.

The Statement of Objects and Reasons, appended to the Bill, declares that the class of personal inams comprises a vast body of holdings, which though alienated by the former Governments under various denominations, have been continued as personal inams or unconditional grants. The present Bill aims to abolish such inams. It applies to the whole of the Bombay State excluding the merged territories. All such inams lands and villages are made liable to the payment of land revenue under the provisions of the Land Revenue Code and rules thereunder. The Bill also contains provisions for compensation for abolition of cash allowances. All roads, lanes and paths, all waste lands and all uncultivated lands excluding lands used for building or other non-agricultural purposes situated in any inam land or village shall vest in Government. For abolition of rights in these lands, compensation is provided for. Compensation is also provided for abolition of other rights in property. Rights to trees specially reserved under any law shall vest in Government. The Bill, however, saves the subsisting rights of inamdars to mines and minerals.

(The Bombay Government Gazette, Part V,
2 May 1952, pages 34-40).

L.

Zamindari System ends in Uttar Pradesh:
Estates of Two Million Landlords Taken Over.

The 150-year old zamindari system was abolished in Uttar Pradesh from 1 July 1952, thus ushering in a socio-economic revolution in one of the largest units of the Indian Republic.

A notification issued by the Governor under the powers conferred on him by the U.P. Zamindari Abolition and Land Reform Act vested in the State the estates of Uttar Pradesh's two million zamindars. As a result of this, U.P.'s agrarian structure changed in almost every respect in 46 of the State's 51 districts. The abolition law will be applied to the hill districts and the merged States of Tehri, Rampur and Banaras later, after the necessary adaptations.

The Zamindars whose properties are taken over pay an annual revenue of over 70 million rupees. In their place 12.8 million tenants and cultivators have come into direct relationship with the State, providing it with a gross income of 180 million rupees.

Congress pledge.— The Act is in fulfilment of the Congress pledge to end feudalism and is in accordance with the declaration contained in the 1948 Congress election manifesto which said: "The ~~new~~ reform of a land system, which is so urgently needed in India, involves the removing of intermediaries between peasant and the State. The rights of such intermediaries should, therefore, be acquired on payment of equitable compensation".

The Zamindari Abolition and Land Reforms Act.— The salient features of the Zamindari Abolition and Land Reforms Act are given below:—

(1) The Act provides for the acquisition of intermediaries' rights on payment of compensation at eight times ~~of~~ their net assets. For the rehabilitation of the smaller zamindars, who constitute the overwhelming majority, it further provides for the payment of graded rehabilitation grant, up to twenty times of the net assets, being largest for low incomes and smallest for those with comparatively large incomes.

The compensation will be determined on the basis of ~~entire~~ entries in the record of rights by the courts of compensation officers, specially appointed for the purpose. The revenue records will be regarded as conclusive, but provision had been made to protect the rights of persons, who claim a title to land which is not recorded or who dispute the correctness of any entry in the records.

The amount of compensation payable to an intermediary will be determined in respect of each estate,

separately. The rehabilitation grant, on the other hand, takes into account the economic circumstances of an individual; those with small incomes necessarily ~~and~~ need larger grants for adjusting themselves to changed conditions. The rehabilitation grants officer will, therefore, determine the grant on the basis of the aggregate net assets and the aggregate land revenue of all the estates belonging to an intermediary.

Private waqfs and trusts, whose income is meant for the benefit of individuals, will be treated like ordinary zamindari for the purposes of assessment and payment of the compensation and the rehabilitation grant.

Waqfs and trusts or parts thereof, devoted wholly to charitable or religious purposes will be assured an annual income equal to their periodic income. This will be done in two stages; first, payment of compensation at the usual rate; secondly, payment of an annuity, which added to the annual income on the compensation, will be equal to the present annual income of the waqf or trust.

New land system.- The scheme of the new land system may be divided, broadly, into three parts:-

- (i) The establishment of village communities or gaon samaj;
- (ii) Land tenures; and
- (iii) Development of co-operative farming.

Village communities.- A village community will include all the cultivators as well as all the resident of the village. All common lands in a village, not included in a holding, all forests within the village boundaries, all trees other than trees in a holding, ~~and~~ grove or abadi, public wells, tanks, water channels, abadi and pathways, private ferries, fisheries, bazars, may vest in the village community. The gaon sabha acting through the gaon panchayat, as constituted under the Panchayat Raj Act, will exercise the powers conferred, and discharge the duties imposed, by the Act. The gaon panchayat will thus, be charged with the general superintendence, management and control of all lands vesting in the village community. It will ensure that the conditions of tenure prescribed by the Act are not violated. It will also be its duty to take measures for the development and improvement of agriculture and cottage industries. If Government so direct, the gaon panchayats will also collect and realize the land revenue. A committee of the gaon panchayats will be formed for each village consisting of the representatives of that village to deal with the settlement of vacant lands and discharge other functions relating to land management.

New land tenures.- There will be two main classes of tenure-holders, namely, bhumidars and sirdars, and two minor classes, namely, asamis and adhivasis.

Bhumidars.- Bhumidhari rights will accrue in all lands:

(a) in possession of or held or deemed to be held by an intermediary as sir, khudkasht or as intermediary's grove,

(b) held as a ~~grove~~ grove by, or in the personal cultivation of, a permanent lessee in Avadh,

(c) held by a fixed-rate tenant or a rent-free grantee as such, or

(d) held as such by

(i) an ~~occupancy~~ occupancy tenant, possessing the right to transfer the holding by sale,

(ii) hereditary tenant, possessing the right to transfer the holding by ~~sale~~ sale,

(iii) a tenant of patta dawami or istamcari referred to in section 17 possessing the right to transfer the holding by sale.

All the tenants, who, become sirdars, will have the right on payment of ten times of their rent, to become bhumidars. A bhumidar will have a permanent heritable and transferable right in his holding and the right to use his land for any purpose, whatsoever. He will not be liable to ejection.

Sirdars.- Sirdar's rights will be conferred on all tenants with a right of occupancy, namely-

- (i) tenants holding on special terms in Avadh,
- (ii) exproprietary tenants,
- (iii) occupancy tenants,
- (iv) hereditary tenants,
- (v) grantees at a favourable rate of rent, and
- (vi) grove-holders.

Sirdars will have a permanent and heritable interest in their holdings but will not be allowed to use them for any purpose other than agriculture, horticulture or animal husbandry.

Asami.- Asami rights will be conferred upon:-

- (i) tenants or sub-tenants of grove land,
- (ii) tenants' mortgagees,
- (iii) non-occupancy tenants of pasture lands or lands covered by water, lands set apart for afforestation, land in the bed of river and use for casual or occasional cultivation, and tracts of shifting and unstable cultivation, and
- (iv) persons to whom leases are subsequently given by bhumidars or sirdars in accordance with the provisions of the Act.

Asami rights will be heritable, but will, generally, not be permanent. Provisions have, however, been made to give asamis such security as is consistent with the conditions of their tenure. Bhumidars and sirdars will, in future, be allowed to let their land only when they are unable to cultivate it themselves, that is, in cases of a minor or a widow, or a person incapable of cultivation by reason of physical or mental infirmity or because he is ~~in~~ in the military service or is under imprisonment. Where the land has been so let the asami will continue in possession until the disability has ceased.

Adhivasis.- A large class of cultivators has no stable rights in land. This includes tenants-of-sir and sub-tenants. It has been considered necessary to protect their rights and to give them security of tenure. They have been given the right to continue to hold their lands for five years from the commencement of the Act. After the expiry of this period, they may, on payment of 15 times the hereditary rate in case of tenants-of-sir and 15 times the rent of the tenant-in-chief in case of sub-tenants, acquire bhumidhari rights. If they do so, the rights of their land-holders will be extinguished. Provision has been made for the payment of equitable compensation to the bhumidhars or sirdars whose rights will thus be acquired.

Bhumidars and sirdars will, in future, pay land revenue and asamis and adhivasis rent. The adhivasi is only a transitional form of land tenure, which will eventually ~~disappear~~ disappear.

Bhumidars will be free to transfer their holdings or part thereof, to anyone, except to a person who would, as a consequence of the transfer, have a holding exceeding 30 acres. Where the aggregate of land held by any person, along with his minor son, husband or wife or other dependant, and the land acquired, exceeds 30 acres, the acquisition shall be deemed illegal and ~~the~~ he shall be liable to ejectment from the land acquired. This measure is intended to prevent the accumulation of large properties in the hands of a single individual. To prevent letting of land in the guise of a mortgage, the bhumidars will not be allowed to mortgage their land with possession. If they do so, the mortgagee will be deemed to have purchased the land and will acquire the rights of a bhumidar.

Co-operative farms.- There will be two kinds of co-operative farms: (1) small co-operative farms of 30 acres or more, constituted by voluntary agreement among ten or more cultivators and (2) a co-operative farm comprising all the uneconomic holdings in a village. The latter type can be established if two-thirds of the holders of uneconomic holdings in a village apply for the registration of such farm. On their doing so the remaining one-third will have to join.

As soon as a co-operative farm has been established, consolidation proceedings will be taken up. The members of the co-operative farm will retain their individual rights in the land contributed by them. Model byelaws will be framed by Government ~~of~~ to provide for the management of co-operative farms, maintenance of accounts, distribution of produce and other details. As co-operative farming is regarded as the most effective method by which maximum use can be made of land, it is intended to organise a drive ~~by~~ for the encouragement of co-operative farms. A large number of facilities will be given to such farms which may include exemption (partial or total) from ^{agri} cultural income-tax, reduction in land revenue, priority in irrigation, the right to acquire suitable ~~areas~~ areas, ~~of~~ financial aid in the form of loans or subsidies and technical advice from Government experts.

The Act provides for the acquisition of the ~~interest~~ interest of intermediaries for a public purpose, on giving of compensation and is designed to secure the welfare of the large mass of the people of the state, and the planned utilization of the natural and human resources of the state productively, effectively and economically. It is designed to develop the resources of the state, increase the productivity of the land by improvement in the methods of agriculture, utilization of irrigation works, the development of the forests and mineral wealth of the state and to remedy the evils resulting from an unbalanced agricultural economy. It is designed to improve the personality of the peasant and secure social, economic and political justice to him and to bring about equitable adjustment of the ownership and control of the material resources of the state to subserve the common good.

(National Herald, 1-7-1952;
Notification No. 4094/1-A-450/1951,
dated 1 July 1952, Government Gazette
of the Uttar Pradesh, Extraordinary,
1 July 1952, page 2)

CHAPTER 5. WORKING CONDITIONS AND LIVING STANDARDS.

INDIA - JUNE 1952.

50. General.

The Mines Act, 1952 to be enforced from
1 July 1952.

~~The~~ In exercise of the powers conferred under the Mines Act, 1952 (vide page 55 of the report of this Office for April 1952) the Central Government has appointed 1 July 1952 as the date on which the Act shall come into force in the whole of India except the State of Jammu and Kashmir.

(Notification No. SRO 967 dated 27 May 1952, the Gazette of India, Part II, Section 3, 31 May 1952, page 869).

The Repealing and Amending Bill, 1952.

The Government of India published on 21 June 1952 the Repealing and Amending Bill, 1952, introduced in the House of the People on 16 June 1952.

The Statement of Objects and Reasons, appended to the Bill, declares ~~that~~ that the Bill is one of those periodical measures by which enactments which have ceased to be in force or have become obsolete or the retention whereof as separate Acts is unnecessary are repealed or by which formal defects detected in enactments are corrected. Among the Acts to ~~be~~ repealed are the Indian Emigration (Amendment) Act, 1949, the Coal Mines Labour Welfare (Amendment) Act, 1949, and the Dock Workers (Regulation of Employment) Amendment Act, 1949. The Bill also repeals ~~the~~ Section 3 of the Industrial Disputes (Banking and Insurance Companies) Act, 1949 and makes certain minor amendments to the Indian Boilers Act, 1923, and the Part B States (Laws) Act, 1951.

(The Gazette of India, Part II, Section 2, 21 June 1952, pp. 221-235).

Himachal Pradesh: Himachal Pradesh Factories
Rules, 1950, published.

The Chief Commissioner of Himachal Pradesh published on 21 June 1952 the Himachal Pradesh Factories Rules, 1950, made in exercise of the powers conferred under the Factories Act, 1948. The rules deal, inter alia, with registration of and

grant of licence to factories, powers and duties of the inspecting staff, health, safety and welfare, working hours of adults, employment of young persons, leave with wages, and special provisions relating to dangerous operations.

(The Gazette of India, Part II, Section 3,
21 June 1952, pp. 661-694).

Madhya Pradesh: Madhya Pradesh Unregulated
Factories Repealing Bill, 1952: Measure to repeal the
Central Provinces and Berar Unregulated Factories
Act, 1937.

The Government of Madhya Pradesh published on 13 June 1952 the Madhya Pradesh Unregulated Factories Repealing Bill, to be introduced in the Madhya Pradesh Legislative Assembly. The Statement of Objects and Reasons, appended to the Bill, declares that on passing of the Factories Act, 1948, the Central Provinces and Berar Unregulated Factories Act, 1937 (XXI of 1937), has outlived its purpose. The Factories Act, 1937, on which it was modelled has been repealed by section 120 of the Factories Act, 1948. Moreover, according to the provision of Article 254(1) of the Constitution of India, it is the Factories Act, 1948, that will prevail and the Central Provinces and Berar Unregulated Factories Act, 1937 becomes inoperative. It is, therefore, proposed to repeal the said Act.

(The Madhya Pradesh Gazette, Part IVA,
13 June 1952, pp. 11-12).

Patiala and East Punjab States Union: PEPSU
Industrial Statistics (Labour) Rules, 1952,
published.

The Government of Patiala and East Punjab States Union published on 20 April 1952 the PEPSU Industrial Statistics (Labour) Rules, 1952, made in exercise of the powers conferred under the Industrial Statistics Act, 1942. The rules prescribe inter alia, the procedure for service of notice on the employer by the Statistics Authority, the furnishing of returns by the employer and the forms of returns.

(Patiala and East Punjab States Union
Government Gazette, Vol. 5, No. 3, Group C-
Part III, Section I, 20 April, 1952, pp. 1925).

Punjab: Industrial Statistics (Punjab Labour)
Rules, 1952, published.

The Government of Punjab published on 16 May 1952 the Industrial Statistics (Punjab Labour) Rules, 1952, made in exercise of the powers conferred under the Industrial Statistics Act, 1942. The rules deal, inter alia, with service of notice on employer by the

statistics authority, furnishing of returns by the employers, and the forms of notices and returns.

By a notification dated 30 April 1952 the Government has directed that statistics shall be collected in respect of employment and unemployment, attendance, wages and other earnings and hours of work in factories and industrial establishments in Punjab.

(Punjab Government Gazette, Part I, 16 May 1952, pp. 869-874).

Punjab: Punjab Factories Rules, 1952, published.

The Government of Punjab published on 12 June 1952, the Punjab Factories Rules, 1952, made in exercise of the powers conferred under the Factories Act, 1948. The rules deal, inter alia, with approval of plans and licensing and registration of factories, powers and duties of the inspecting staff, provisions relating to health, safety and welfare in factories, working hours of adults, employment of young persons, leave with wages and special provisions relating to dangerous operations.

(Punjab Government Gazette, Extraordinary, 12 June 1952, pp. 317-324).

Conditions of Work of Labour in Punjab:
Deficit Family Budget for Average Industrial Worker.

The average 'per capita' monthly income among industrial workers in Punjab is 16 rupees 13 annas and 5 pies and, the expenditure 19 rupees 14 annas and 10 pies, according to a detailed economic survey of conditions of workers in the more important industrial towns in Punjab conducted by the Board of Economic Inquiry, Government of Punjab*. The total number of families which ~~were~~ were surveyed was 465, comprising nearly 2,500 persons.

Inadequacy of amenities, unsatisfactory conditions of welfare in industrial establishments, indebtedness of 85 per cent of labourers, extreme shortage

* The Board of Economic Inquiry, Punjab. Publication No.14. An Economic Survey of Industrial Labour in the Punjab. By Om Prakash, M.A., pp.173. Price Rs.2/-.

of housing accommodation and inability of wage-earners to make both ends meet, are some of the facts revealed in the survey.

General conditions.- About 54 per cent of the labourers are Hindus, 45 per cent Sikhs and one ~~percent~~ per cent others. The income-wise distribution of families suggests that the percentage of Sikhs relatively to the total number rises, as the scale of income goes up. This is because the higher paid mechanics and engineers are generally Sikhs.

About 45 per cent of the total male population are literate. About three-fourths of the families surveyed have one to five members each.

Employment.- Slightly less than two-thirds of the total number are employed in the textile (including hosiery) industry. The average number of workers engaged per concern other than textiles, varies between 35 and 45. The overwhelmingly large percentage (96.8) of male workers suggests that female and child labour is insignificantly small. About three-fourths of the total strength of workers employed are skilled workers. An appreciable majority are permanently employed, which shows that the employers do not encourage seasonal workers.

By far the largest number of concerns, that is, 85.5 per cent of the total, resort to direct methods of labour recruitment.

The system of apprenticeship seems to be less favoured and is almost confined to the major industries of the State, namely, textile, engineering, and iron and foundry. The term of apprenticeship is more or less fixed; it is between six and 12 months in about 63 per cent of the concerns.

The tendency of workers to be absent from duty was somewhat on the decline during 1950 as compared with 1949. Domestic circumstances were the main cause of their being absent in both the years. ~~General~~ Generally speaking, the concerns allow seven absentee days before striking off the names of the workers.

Hours of work and holidays.- The actual working hours for the families surveyed are seven to eight and a half hours a day. The labourers seldom work overtime. The remuneration for overtime work is generally double the normal rate. In the matter of holidays, practice varies from factory to factory. About 30 per cent of the families enjoy four festival holidays and 15 days casual leave in a year.

Income and expenditure.- The overwhelming majority of families surveyed (88.6 per cent) are single wage-earner families. The number of families receiving some extra allowance in the form of free dwelling, medical aid and wheat allowance is quite insignificant. The exceedingly high percentage (81.3)

of the families which receive no dearness allowance suggests that most of the factories in the State do not follow the practice of giving separate dearness allowance. About nine per cent receive bonus in addition to their fixed wages.

The average ~~per~~ monthly income of a family comes to 79 rupees 2 annas and 2 pies. By far the largest number, about 93 per cent of the total, earn above 40 rupees per month. The average number of earners per family comes to 1.1. The average income ~~per~~ per capita comes to 16 rupees 13 annas and 5 pies. As the contribution towards family income obtained from subsidiary sources is very negligible, an industrial labourer's family is almost entirely dependent on factory employment.

Of the total family income accruing from employment, 92 per cent is contributed by the head of the family, 4.8 per cent by other adult men in the family, 1.8 per cent by women, and the remaining 1.2 per cent by male children. The contribution made towards the income pool of a family by bonus is equal to 1 rupee 3 annas and 7 pies per month.

The average expenditure per family and per head works out to 90 rupees and 9 pies and 19 rupees 14 annas and 10 pies per mensem, respectively; of this food absorbs 67.2 per cent, fuel and lighting 8.1 per cent, house rent 3.4 per cent, clothing and footwear 10.7 per cent, medicine 2.1 per cent, and recreation 3.1 per cent of the total monthly expenditure. Almost one out of every four families is indebted to some outside agency.

Consumption pattern.- The detailed study of the diet taken by members of the families surveyed reveals that wheat is the major foodgrain consumed.

It has been calculated that the average per capita consumption of milk is four to four and a half seers (one seer - 2 pounds) and of ghee or edible oil about half a seer in a month. In the Indian Union as a whole, the average daily consumption per capita of milk including milk products is about 5.45 ounces compared with the pre-war consumption of 41 ounces in the United Kingdom and 36 ounces in the United States of America.

Welfare facilities.- Welfare facilities are on the whole meagre. Of the concerns providing medical facilities at all, a very large number have only first-aid arrangements. Of 145 concerns surveyed, both large and small, only four concerns are reported to have opened schools. A few big concerns have canteens. Only 25 per cent have provided housing facilities, the nature of which can hardly be said to be satisfactory.

On a comparison of wage-rates and cost of living indices, it is observed that the cost of living has

gone up almost five times as against the dearness allowance generally granted, which varies between 25 and 50 per cent of the basic wage. The suggestion made by the Government is that a detailed objective inquiry should be made to assess the minimum needs of the worker and the financial position of the industry concerned. But to provide immediate relief the report suggests that arrangements should be made in the form of no profit shops, the initial cost being met by a labour welfare fund maintained by the employers.

Regarding labour welfare facilities, the great benefit expected from such facilities is considered to be so real, that the Punjab Government has decided to establish six labour welfare centres in the near future. A sum of 5,000 rupees has been provided for each centre. The centres will provide reading rooms and libraries, indoor games, musical instruments; radios, first-aid arrangements and cinema shows. Arrangements will also be made at ~~xx~~ these centres for sewing, charkhas (spinning wheel) and adult classes.

Housing.- The survey observes that the overwhelming majority of families have insufficient accommodation. Above 50 per cent have one room each to live in. A large majority of families live in rented houses. About three-fifths of them pay less than 2 rupees and the other two-fifths above 2 rupees as monthly rent.

The survey states that a scheme, circulated by the Government of India among employers has not met with the latter's approval. According to that scheme the capital required would be provided by the Central Government to the extent of two-thirds and the State Government one-third. The ownership of the houses would vest in two regional Housing Boards. A second alternative plan has generally met with their approval. According to this, an employer with credit may obtain a housing loan from the Government at three per cent interest. After the repayment of the loan the ownership of the houses will vest with the employer.

(The Hindustan Times, 29 May 1952)

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52. Workers' Welfare and Recreation.

India - June 1952.

Welfare Activities in Coal Mines: Report of
the Coal Mines Welfare Fund for 1950-1951*.

The Ministry of Labour, Government of India, has published a report on the activities financed during the period 1 April 1950 to 31 March 1951 from the Coal Mines Labour Welfare Fund. Some of the more important developments in the scheme are summarised below.

Advisory Committee.- At its meeting held on 5 May 1950, the Advisory Committee constituted a Special Sub-Committee for drawing up a five-year forward programme for budget purposes, taking into consideration the requirements of the different coalfields ~~in~~ and the availability of funds for expenditure in those areas. The Special Sub-Committee prepared a five-year budget commencing with the year 1950-51 which was approved by the Advisory Committee.

Co-ordination Committee.- This Committee was formed with the object of co-ordinating the activities of the Fund with those of the Mines Boards of Health under their statutory powers. To ensure similar co-ordination with the activities of the Hazaribagh Mines Board of Health, the medical officer of the Hazaribagh Board was added as a member of the Co-ordination Committee. The chairman of the Hazaribagh Mines Board was similarly added as a member of the main Coal Mines Advisory Committee.

Levy of Cess.- Welfare cess continued to be levied at the rate of annas six per ton of coal and coke despatched by collieries. It was apportioned between the housing account and the general welfare account in the ratio of 2: 1 as was done during the preceding year.

Extension of Scheme.- The welfare administration of collieries in Vindhya Pradesh was taken over under the Fund in September 1950. The Coal Mine Labour Welfare ^{Fund} Act was due to be extended to the States of Hyderabad and Rajasthan from 1 April 1951.

Medical Assistance.- The health of the miner continued to receive increasing attention and this was one of the important activities of the Fund.

* Memorandum on the Activities of the Coal Mines Labour Welfare Fund 1950-1951, published by the Ministry of Labour, Government of India, 45 pages.

The Central Hospital for miners at Dhanbad was opened on ~~May~~ 6 December, 1951. Though the accommodation is intended for 130 patients, it can accommodate 182 beds without any structural addition. All serious cases which need specialised treatment but cannot be dealt with in the Regional Hospitals will be treated here. Sanction was obtained for purchase of equipment costing 570,900 rupees. As a first instalment, medicines for about 26,472 rupees was also purchased. Steps were taken for recruitment of medical, technical and other staff.

The Regional Hospitals at Tisra and Katras in the Jharia coalfields, which have accommodation for 12 general beds and 6 maternity beds, continued to render extremely useful service. Outdoor wards were opened at these hospitals about the middle of 1941, while the indoor wards started functioning in January 1950. The maternity beds were available from September 1950.

To cater to the resident miners living in the Bhuli township, a dispensary was started in May 1950. A sub-assistant surgeon is in charge with a compounder and other subordinate staff. Medicines and equipment worth 2,175 rupees were purchased during the year.

The Regional hospitals at Chora and Searsole in the Raniganj coalfields, continued to render very useful service for the miners. Outdoor wards of these hospitals were started in the middle of 1948 and the general indoor wards from ~~the~~ 1 January 1950. The maternity and Child-welfare side started functioning from September 1950.

Each regional hospital continued to maintain an ambulance; a fifth van was purchased as a stand by. A lady health visitor was posted to the Sambalpur coalfield for giving pre-natal and post-natal advise to workers.

Plans and estimates for construction of a 165-bed Central Hospital at Kalla, near Asansol in Raniganj coalfields, were finalised and estimates amounting to 3,590,884 rupees were sanctioned by Government for construction of the hospital and its auxiliary buildings.

A scheme for the establishment of a blood bank at Asansol at a non-recurring and recurring cost of 12,360 rupees and 3,500 rupees respectively was sanctioned by Government. If the bank becomes popular, it will ultimately be shifted to the Central Hospital.

Plans and estimates were prepared for a 30-bed hospital in Vindhya Pradesh and for the construction of a dispensary in the coalfields of Mugma.

25 beds were reserved at the Civil Hospital, Dhanbad, for the benefit of the colliery workers in the Jharia coalfield. It was proposed to continue the reservation ~~of~~ till the end of ~~the~~ July 1951 on payment of a sum of 5,000 rupees as a grant-in-aid. Twelve beds were maintained in the leper ward at the Tetulmari hospital, constructed at a cost of 20,000 rupees met by the Fund, and a payment of 7,628 rupees was made to the Dhanbad District Leprosy Association towards the cost of their maintenance.

Health Services.- The Jharia and Asansol Mines Boards of Health were paid 52,000 rupees and 54,382 rupees respectively for extended sanitary services at the collieries in their jurisdiction. Sanction was received from Government for the construction of two tuberculosis clinics - one in the Jharia coalfield and the other in the Raniganj coalfield.

It was decided to train two local teams from the regional hospitals at Tisra and Chora in B.C.G. vaccination technique for the coalfields. During the course of training a number of cases were tuberculin tested and B.C.G. vaccinated.

Anti-malaria ~~operations~~ operations in the coalfields of Jharia, Raniganj, Hazaribagh, Pench Valley and Margherita continued ~~as~~ as before and an expenditure of 0.75 million rupees was incurred during the year by the anti-malaria organisation.

Pithead Baths.- Under the Mines Pithead Bath Rules, 1946, it is compulsory for coal mines to provide baths in accordance with standards prescribed. The mines are classified, for the purposes of pithead baths, into four categories and suitable plans ~~were~~ are prescribed for each of the categories. The total number of pithead baths in operation was 65 and 93 more were under construction. In order to encourage mine owners to provide pithead baths, the Government has offered to pay subsidies at the rate of one tenth of the certified capital cost of construction of the baths, or 1,750 rupees for 'A' class mines, 3,500 rupees for 'B' class mines, 5,000 rupees for 'C' class mines and 7,000 rupees for 'D' class mines, whichever is less.

Creches.- The total number of creches in operation was 89 and 40 were under construction. ✓

Housing.- Out of 1,566 houses constructed at Bhuli township, 432 houses were ready for occupation. 420 quarters were allotted to different colliery ~~companies~~ companies and 12 quarters were occupied by the staff of the Coal Mines Labour Welfare organisation. The various amenities provided in the township include a dispensary, one upper primary school for juveniles, three night schools for adult workers and one women's welfare centre. Forty-eight quarters were constructed on an experimental basis at Bijaynagar. These remained fully occupied.

In May 1950 the Advisory Committee reviewed the progress of the housing scheme of the Fund and decided that in view of the difficulties experienced in the habilitation of the Bhuli township and in consideration of the limited resources of the Fund to undertake construction of houses, a scheme of subsidised housing should be introduced. It was decided that the colliery owners who construct houses of improved type and specification prescribed by the Coal Mines Labour Welfare Organisation should get a subsidy equivalent to 20 per cent of the cost of construction subject to a maximum of 600 rupees per house. Four collieries agreed to construct 81 houses under the subsidy scheme. Out of these, eight houses were completed and 14 were under construction at Gajardhar-Kajora and Sarpi Kajora respectively.

With a view to reducing the cost of construction, the plans and specifications adopted by the organisation earlier were revised and cheaper type plans and specifications were drawn up according to which a miner's house would cost 2,500 rupees approximately. The three Mines Boards of Health at Jharia, Asansol and Hazaribagh decided to adopt the organisation's plans and specification for the purpose of their bye-laws. As soon as the bye-laws are sanctioned it will be obligatory for the collieries situated in the jurisdiction of the three Mines Boards of Health to construct houses according to the plans and specifications prescribed by the Coal Mines Welfare Organisation.

Adult Education and Other Welfare Facilities.- For imparting social education to miners sanction was ~~not~~ accorded to the opening of seven centres in the Bihar coalfields and five in the Bengal coalfields. For want of a suitably trained and experienced officer to run the centres, the scheme could not make any appreciable headway, beyond the selection of sites and accommodation for housing the centres. Sanction was accorded to a grant of ~~Rs~~ 17,000 rupees from the Fund to the Government of Madhya Pradesh for purposes of social education in the Pench Valley and Chanda coalfields. A total sum of 5,388 rupees was paid to three primary schools run by three collieries in the Talcher coalfields. The Governments of West Bengal and Bihar were requested by the Government of India to introduce schemes of social education in the coalfields in their States on the lines of the scheme followed by the Madhya Pradesh Government.

Four mobile cinema units were maintained for the coalfields of Jharia, Raniganj, Talcher and Madhya Pradesh; the total expenditure on these units being 50,501 rupees. Seven radio sets were supplied to each of the collieries in Korea.

In the beginning of the year 1950-51, there were 20 women welfare centres functioning in different coalfields. Two centres were added during the year. These centres provide recreation facilities to miners' children, train the womenfolk in handicrafts and promote other welfare activities for women and ~~children~~ children.

Statement of Accounts.- The Statement of accounts showed receipts for the year 1950-51 as 5.210720 million rupees for the general welfare account and 7.971275 ~~mp~~ million rupees for the housing account; expenditure amounted to 3.701282 million rupees in the general welfare account and 1.180394 million rupees in the housing account. The closing balance at the end of the year was 9.774884 million rupees in the general welfare account and 14.787124 million rupees in the housing account.

(The review of the activities financed under the Coal Mines Labour Welfare Fund during the period 1949-1950 was reported at pages 60-64 of the report of this Office for March 1951).

Orissa Welfare Officers (Recruitment and Conditions of Service) Rules, 1951.

The Government of Orissa published on 23 May 1952 the Orissa Welfare Officers (Recruitment and Conditions of Service) Rules, 1951, made in exercise of the powers conferred under the Factories Act, 1948. The Rules prescribe, inter alia, the duties, qualifications and conditions of service of welfare officers to be appointed under the rules.

(The Orissa Gazette, Part III, 23 May, 1952, pages 607-609).

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56. Labour Administration.

India - June 1952.

Demand for Grants of Ministry of Labour voted by House of People.

The House of People passed on 19 June 1952, the demands for grants totalling 36.8 million rupees under the head "Labour Ministry".

Many ~~cut~~ cut motions were moved, seeking inter alia, to discuss conditions of jute industry labour, implementation of labour legislation, labour policy with special reference to duplication of Labour Department work at the Centre and in the States, unemployment caused by retrenchment in factories, failure to improve conditions of labour, failure of regional commissioners to intervene and settle labour disputes and policy with regard to employment of Scheduled Castes.

Debate.- Mr. Tushar Chatterjee (Communist - West Bengal) said the Government's policy towards labour could appropriately be described as "anti-labour". He stressed the need for tackling the country-wide unemployment.

Mr. P.N. Raj Bhoj (Scheduled Caste Federation - Bombay) suggested technical training for labour to minimise the risks of unemployment.

Dr. Lanka Sundaram (Independent - Madras) said the progressive decline in the number of workers' strikes and man-hour lost showed that labour had become more responsible and responsive and had no intention to impede the activities of the Government. He wanted to know whether the Labour Minister's recent statement that he believed more in mutual understanding between the labour and capital than in legislation, meant a departure from the accepted approach of the Government of India to labour problems. Labour organisations wanted abolition of the provision for appellate tribunals, for it led to delay in the disposal of industrial disputes. He also wanted profit-sharing and co-partnership between labour and capital. He appealed to trade union leaders to declare a "truce" for a period of five years, which alone would help increase the country's production.

Mr. R. Venkatraman (Congress - Madras), an I.N.T.U.C. leader, said that the procedure for the settlement of disputes under the present Industrial Disputes Act was "circumlocutory", as it was based on the Civil Procedure Code. He suggested that industrial tribunals should consist of persons who were capable of understanding "industrial psychology" and the economic consequences involved in the changes sought to be made. In spite of his respect for the

judiciary, he thought judges were "hopelessly unfit" to man these tribunals.

He said the enforcement of the Minimum Wages Act had been delayed because the Finance Minister and the Planning Commission wanted to examine the implications. They had now come to the conclusion that the Act could be implemented in certain areas and for certain occupations, and that it should be enforced before the end of 1953. One difficulty in its enforcement was the absence of organised trade unions amongst agricultural labour. Unless the trade union movement was extended to agricultural labourers, no legislation was likely to benefit them.

As a result of the industrial appellate tribunal's decision, supervisory staff was now excluded from the purview of the Industrial Disputes Act. This defect should be rectified as this may lead to a rift in the trade union movement. The Labour Minister should strive to bring about unity in the trade union movement.

Refuting the charges that the Indian National Trade Union Congress was Government-sponsored or under party control, he said I.N.T.U.C. was an independent body like any other labour organisation in the country.

He supported the suggestion that there should be greater emphasis on the settlement of labour disputes through direct negotiations and tripartite talks rather than through compulsory arbitration. The present tribunals made both ~~and~~ labour and capital litigation-minded. He was sure that if the fear of a strike was there, both labour and capital would think many times over before they decided to break off negotiations.

Mr. K.A. Damodara Menon (Socialist - Praja Party Madras) charged the Government with extending "maternal care" to the Indian National Trade Union Congress and being partial to it as against other trade unions. The Government should hold a referendum to ascertain the representative character of a union before giving it recognition. He wanted the Works Committees which had proved a "thorough failure" to be given sufficient powers. The present industrial tribunals should be either scrapped or so amended as to be able to function effectively.

Mr. Ganpati Ram (Congress - Uttar Pradesh) urged the Government to ensure that agricultural labour in India enjoyed at least the benefits which urban labour enjoyed. Forced labour was still prevalent in the villages. The Minimum Wages Act did not operate there and workers seldom received full wages.

Labour Minister's reply: need for capital - labour co-operation.- Replying to the debate, Mr. Giri said during his long connection with the labour movement he had always insisted that for improving its condition labour must harness itself into "strong, reasonable, well-organised and democratic trade unions". Whenever employers had failed to recognise the fundamental rights of workers and refused to treat them as equals, he had not hesitated to resort to direct action against them. He still held the same views.

If the employers complained today that the trade unions were not doing their duty but were pampering the workers, he would tell the employers that they alone were responsible for such a state of things. Twenty years ago when trade union workers had demanded legitimate recognition and treatment as equals, the employers had not respected these sentiments. Labour was "a weak, but dominant partner in industry". It could secure its position by organising itself in a democratic and constitutional manner and representing its demands to employers and Government alike. In the present democratic set-up, labour leaders should realise that there was no need for direct action to achieve their ends. "I want to tell employers that if they want to have peace in India, if they want to have the benefit of the workers and their loyalty to industry, they must treat them as equal. They must forget that hackneyed principle of demand and supply. They must forget the idea that labour was a commodity. They must realise that without the help of the dominant partner, industry cannot run for a single day". Both labour and industry could depend on his assistance and co-operation if they followed these principles.

Internal settlement of disputes favoured.- Pleading for internal settlement of labour disputes as against external settlement, Mr. Giri said that he did not want interference by Government. He wanted the parties to sit across the table as equals with equal interest in the development of industry and settle matters. He, therefore, welcomed the idea of the Planning Commission for consultative committees in all industries consisting of representatives of workers and employers with an independent chairman to discuss problems connected with that industry from time to time. This would also help tribunals to understand what each party wanted.

Mr. Giri said: "I am for internal settlement of disputes and for joint standing machinery for all industries at all levels. I am for bipartite and tripartite agreements, and, if I may say so, I am enemy No. 1 to the courts and tribunals and the compulsory adjudication machinery of the Government. I have found from experience, that if both sides are reasonable and know how to meet each other as equals, anything, no matter how difficult it may be, can be settled". If this idea was developed there would be peace in industry. Wherever agreements were reached

between parties, he would like them to be registered, so that for a certain period the industry and unions might go forward without trouble.

He believed in labour legislation no doubt. But if there was an agreement between the labour and capital on all matters with reference to wages, working conditions etc., legislation was an easy matter. Legislation was only to put into effect the agreement that was already in existence. He said he would see to the implementation of the beneficent labour legislation placed on the statute book so far.

Labour Bills to be revised.- As regards the Labour Relations and Trade Unions Bill, he proposed to put them before the various sections of the labour movement, employers and the public. A questionnaire would be issued very soon and the views of every one concerned would be obtained. New legislation would be brought forward after taking into consideration all the views obtained.

As regards the labour appellate tribunals, the Government would soon come to a conclusion on the matter after taking into account the views of the employers and of the labour movement, which felt strongly that these tribunals should go.

As regards the implementation of the Minimum Wages Act for agricultural labour, his predecessor had done his best to see that State Governments brought it into effect at the earliest opportunity. He would continue to do so. But it was a vast field full of difficulties, though difficulties should not be allowed to come in the way. The conditions of labour in villages, he stated, could be improved only by organising them properly. Mere legislation would not be enough. If labour was organised in the villages then they would put in motion the implementation of the legislation by bringing pressure on the employers and the Governments.

Mr. Giri said the problem of landless labourer was connected with the question of ~~auxiliary~~ subsidiary employment for him. At present the agricultural labourer worked only for 165 to 200 days in the year. He must be provided subsidiary occupations by the establishments of cottage industry and the like.

Progress of social insurance.- Mr. Giri said that the ~~employees'~~ State Insurance Scheme was at present working in Kanpur and Delhi. He was glad to say that by January 1955, the Government will be able to introduce it in Bombay. The Bombay Millowners' Association was considering a proposal to set up a hospital with 300 beds in Bombay. A sum of 5.4 million rupees was to be given from the Gandhi Memorial Fund for this purpose. A six-man committee had been set up to implement the scheme. When the hospital was constructed, the pressure on other hospitals and the

hardships of workers in getting treatment would ease. The Punjab Government was also taking steps to implement the scheme within the allotted time. As Labour Minister in the Centre he would not only see to it that the scheme was implemented, but would be a propagandist of labour to get the moral support of public opinion and workers' organisations in the country.

Referring to future labour legislation, Mr. Giri said he would like to give an assurance to employers, workers and the public that he would circulate the ideas of the Government to the fullest possible extent, and, no bills would be introduced without consulting all sections.

Appeal for unity in labour ranks.- Referring to the need for unity in labour ranks, Mr. Giri said it took ten years to bring about unity in the movement after the break in 1929 at Nagpur. But as a result of the war, ~~against~~ again ideas changed and the trade union movement again broke up. There would not be any two opinions in the matter, namely, that the people who believed in a democratic trade union movement should come together and with one voice put forth their demands before the employers or the Government. Otherwise their voice would be a voice in the wilderness. As an independent trade unionist during the last six years, he had been emphasising this. Leaders of the trade union movement were realising this. No one would be happier than himself to see a really democratic trade union movement working for the cause of the workers and securing for the masses their fundamental rights.

All the demands were passed after the cut motions had been rejected.

(The Hindustan Times, 20 June 1952).

Mysore: Mysore Labour (Administration) Act, 1952
(No. XVI of 1952).

The Mysore Labour (Administration) Bill, 1951, (vide page 9 of the report of this Office for February 1952), as passed by the Mysore Legislative Assembly, received the assent of the President on 8 May 1952 and has been gazetted as Mysore Act XVI of 1952.

The Act empowers the State Government to appoint a Commissioner of Labour with jurisdiction throughout the State and Assistant Commissioners of Labour for local areas. The Assistant Commissioners are subject to the control and supervision of the Commissioner and are to exercise such of the powers and perform such of the duties of the Commissioner as may be delegated by him. The Act further repeals the Mysore Labour Act, 1942, provided that all labour associations registered under the Mysore Labour Act shall be deemed

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to be trade unions registered under the Indian Trade Unions Act, 1926.

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(The Mysore Gazette, Part IV, Section 2B, 29 May, 1952, pp. 103-104).

Conditions of Work in Ceylon during 1951:
Administration Report of the Commissioner
of Labour.

The following information about the principal aspects of labour administration in Ceylon during the year 1951 is taken from the Administration Report of the Commissioner of Labour*.

Wage Boards.- All Wages Boards, with the exception of the Boards for the coconut growing and the cigar manufacturing trades, met during the year. In all 50 meetings were held, eleven of which were meetings of the Wages Boards for the rubber growing and manufacturing trade. The provisions of Part II of the Wages Boards Ordinance were applicable to the following trades during the year under review: tea growing and manufacturing; cocoa, cardamom and pepper growing and manufacturing; rubber growing and manufacturing; coconut growing; coconut manufacturing; engineering; printing; plumbago; tea export; rubber export; toddy, arrack and vinegar; cigar manufacturing; cinema; dock, harbour and port transport; and building.

Investigations were made during the year into the need for setting up of Wages Boards covering workers employed in the manufacture of soap, perfumery and cosmetics, in growing and curing cigarette tobacco, manufacturing cigarettes and tobacco and dispensers employed under private medical practitioners. Investigations had previously been made in respect of workers employed in nursing homes and private hospitals, the manufacture of ice and aerated waters, hair dressing and shaving saloons, bars, ~~restaurants~~ hotels and shops, co-operative society stores, and Kankapulles (account clerks) and subordinate staff on estates. None of the investigations resulted in decisions to set up Wages Boards. In a number of cases it was found that conditions in the trade were satisfactory vis-a-vis trades already covered by Wages Boards; in certain others administrative difficulties militated

* Ceylon: Part I-Civil(F). Administration Report of the Commissioner of Labour for 1951; Government Publications Bureau, Colombo: Price: Re.1.95; pp.97.

against steps being taken, while in the remainder collective agreements covering these matters were deemed to be the most desirable course.

As regards the decisions of the Wages Boards, the report mentions, that agreements between the employers' and the workers' groups on the Wages Board for the dock, harbour and port transport trade has achieved harmonious labour conditions in the Port of Colombo. The representative members of this Wages Board have always attempted to work in co-operation and to adjust their differences to cater to the complex needs of the trade. The grant of a special living allowance to Government employees with effect from October 1950 formed the ground-work for increases in the rates of special allowances payable to workers in several ~~trades~~ trades. The Motions seeking increases were considered by the Wages Boards for the engineering, the printing, the tea export, the rubber export, the motor transport, the match manufacturing, the cinema and the building trades, and, in all cases an increase in the rates of special allowances to the extent of about 5 rupees a month was made. These decisions which were unanimous were made effective from 1 April 1951.

By other decisions taken by the Wages Boards, piece rates in the coconut manufacturing trade were increased substantially with effect from 1 February 1951. The basic rates of wages payable to workers in the cocoa, cardamom and pepper growing and manufacturing trade were raised to the level of the wages prevailing in the tea growing and manufacturing trade, with effect from 1 April 1951. On the same date an increase of 20 cents a day was effected in the basic wage of all workers in the rubber growing and manufacturing trade.

The total number of inspection visits was 4,166, comprising 2,347 visits to estates and 1,819 visits to establishments. There were occasions when the same estate or establishment was visited more than once in the year. The inspections resulted in a check on the wages of 465,539 workers - 428,600 in estates and 36,939 in establishments. The estate workers comprised 202,471 men, 180,031 women and 46,098 children. In the case of the establishments the figures were 27,739 men, 6,145 women and 3,055 young persons. The amount detected as short-payments as a result of inspections was 568,595.21 rupees and the number of workers concerned was 22,404. Action was taken by the department to recover these short-payments and at the end of the year an amount well over half the amount due had been recovered and paid to a large number of workers affected.

The inspections revealed, among other things, that - (a) in 15 cases the purposes for which the fines imposed on the workers were applied had not received prior approval of the Commissioner of Labour, as required by the regulations; b) 207 estates and 412 establishments had failed to grant weekly holidays to the workers, the numbers so affected being 1,772 estate workers and 1,767 workers in establishments;

and (c) annual holidays had not been granted to 10,000 workers in 378 estates and 3,400 workers in 620 establishments. Besides the recovery of short-payments in respect of wages, action was taken to recover for the workers remuneration in lieu of holiday where such holidays had been earned, but had not been granted within the specified period. Unauthorised deductions from the wages of workers were detected in 276 estates and 183 establishments. Deductions exceeding the permissible maximum percentage were detected in 266 estates and 363 establishments while irregular deductions for fines were found in 28 estates and 6 establishments.

Forty cases filed under the Wages Boards Ordinance were pending on 1 January 1951. During the course of the year, 91 cases were filed and 24 cases withdrawn. Convictions were obtained in 83 cases while there were acquittals in three cases, leaving a total of 21 cases pending at the end of the year. The fines imposed in the cases amounted to 1,050 rupees and the arrears recovered for the workers by Court was 1,716.44 rupees during the year.

Industrial Relations: a) Legislation.- The Industrial Disputes Act, No. 43 of 1950, came into operation on 1 September 1951, and the Industrial Disputes (Conciliation) Ordinance (Cap. 110) was repealed on the same date. The Industrial Disputes Regulations, 1951, made under the Act, were approved during the year.

b) Conciliation and arbitration.- Most of the disputes which arose were settled by agreement between the parties at conferences arranged by officers of the department. It was only when such negotiations failed that recourse was had to the machinery available under the law, by the appointment of a board of conciliation, authorised officer or arbitrator for the settlement of disputes.

A joint agreement between the Ceylon Estates Employers Federation and the Ceylon Workers' Congress regarding the procedure for the settlement of disputes in the planting industries came into operation on 1 August 1951. The agreement, among other matters requires 7 days prior notice of an intended strike.

c) Strikes and lockouts.- One hundred and three strikes, of which one was still in progress at the end of the year, were reported during 1951 as against 110 in 1950. The total number of man-days lost as a result of strikes in 1951 was 538,524 as against 108,454 in 1950.

The majority of the strikes were of short duration, some lasting only a day and others even less than a day. Though there has been a decrease in the number of strikes during the year as compared with that of the previous year, there has been a five-fold increase in the number of man-days lost. This was

chiefly due to the prolonged strike of Lellopitiya Estate which alone accounted for the loss of 175,950 man-days and a token strike on 20 December which accounted for the loss of 292,697 man-days. The increase in man-days lost should not therefore be regarded as an indication of an increase in labour unrest. On the contrary, the year ~~was~~ ^{was} one of comparative calm which could partly be attributed to the conclusion of the joint agreement, for the settlement of disputes, between the Ceylon Estates Employers' Federation and the Ceylon Workers' Congress.

The approximate amount of wages lost by workers as a result of strikes was 1,098,926.76 rupees in 1951 as against 194,917.94 rupees in 1950.

As regards plantation, there were 66 strikes on individual estates and one Island wide token strike during the year as against 81 strikes on individual estates and one token strike confined to one planting district in 1950. The number of workers involved and man-days lost were 306,091 and 521,040 in 1951 as against 22,808 and 85,837 respectively in 1950.

The following table shows the number of strikes during 1951 analysed according to causes:-

Causes	Estates	Others	Total	Percent
1. Dismissal or loss of employment in any way.				
Failure to provide work	12	10	22	21.57
2. Wage increases. Higher rates for piece work, etc.	6	8	14	13.73
3. Other wage disputes (i.e., delay in payment, cash advances, etc.)	6	4	10	9.81
4. Estate rules, working arrangements, discipline disputes with sub-staff, etc.	22	7	29	28.43
5. Food matters. Welfare	4	0	4	3.92
6. Right of association and meeting	2	0	2	1.96
7. Factional disputes and domestic matters	4	0	4	3.92
8. External matters (e.g., arrest by Police, immorality, etc.)	0	0	0	0
9. Assaults or by employer or agent or others ..	6	2	8	7.84
10. General demands	3	4	7	6.86
11. Sympathetic strikes	2	0	2	1.96
Total..	67	35	102	100.00

Trade Unions.- During the year 105 unions applied for registration under the Trade Unions Ordinance and the number registered was 94. This was the largest number of unions registered in any one year and the highest since the Trade Unions Ordinance came into force. One hundred and eighty five ~~were~~ unions were functioning at the end of 1950. The registration of 42 unions was cancelled during the year and with the 94 unions registered during the year, the number of unions functioning at the end of the year was 237. Fifty-six unions of public servants applied for registration during the year, and 65 unions including some of those that had applied for registration in 1950, were registered. The total number of

unions of public servants functioning at the end of the year was 129 as against 76 at the end of 1950. A classification of unions and their membership ~~was~~ according to trade during 1951 is given in the table below:-

Number of Trade Unions at the end of 1950.....	185
Number of Trade Unions registered during 1951..	94
Number of Trade Unions whose registrations were cancelled in 1951	42
Total number of Trade Unions at the end of 1951	237

	Number of Unions federated	Total Membership
Federations:		
Employers-		
(1) Employers' Federation of Ceylon.	7	165
Employees-		
(1) Ceylon Trade Union Federation...	14	17,306
(2) All Ceylon Trade Union Congress.	4	24,151
(3) Ceylon Federation of Labour.....	12*	15,204

* Annual returns of two Unions due only in 1951-52.

	Number of Unions	Total Membership
Unions:		
Employers'		
Employers'	10	1,639
Workers:-		
Central Government.....	57	28,719
Imperial Government	-	-
Local Government.....	7	2,363
Non-Government	50	202,571
	<u>114</u>	<u>233,653</u>

Workers' Unions-		
(1) Plantations and Agriculture.....	9	159,873
(2) Industrial	14	6,704
(3) Transportation	23	11,283
(4) Clerical	16	13,990
(5) Professional	20	4,854
(6) General	32	36,949
	<u>114</u>	<u>233,653</u>

Among the workers' unions, the Lorry Drivers' Union of Matara had the largest credit balance, viz., 35,961.26 rupees which represents an increase of 4,729.59 rupees over the previous year's balance. The Government Medical Officers' Association came next with a credit balance of 15,052.21 rupees and the Government Apothecaries' Association was third with 13,633.74 rupees.

At the end of 1950 there were three unions which had a political fund namely, the Ceylon Labour

Union, the Ceylon Estates Staffs Union, and the Bank Clerks' Union. No contributions appear to have been made during the year to the political fund of the Ceylon Labour Union and the Bank Clerks' Union. The total amount of the fund to the credit of the Ceylon Estates Staff Union at the end of the year was 4,285.29 rupees.

The total membership of workers' unions at the end of the year was 233,653 as against 127,809 at the end of 1950, which gives a density of 15.57 per cent, if the total number of organisable workers in the country is assumed to be 1,500,000. The largest membership of unions was in the plantation industry, which had 159,408 union-members, more than 69.45 per cent the total membership of trade unions.

Of the 124 unions which sent in their returns 21 had a membership of below 50, 38 between 50 and 250, 48 between 250 and 1,000, 13 between 1,000 and 5,000, and 4 over 5,000. There has been a phenomenal increase in the membership of the following unions during the year: All Ceylon Estates Workers' Union - 10,379 as against 1,025 in 1950; Ceylon Labour Union - 21,519 as against 5,919 in 1950; and Ceylon Workers' Congress 134,271 as against 72,527 in 1950.

The report points out that as in the previous year, most unions did not pay sufficient attention to the maintenance of proper accounts, as a result of which, the annual returns were very often delayed or not sent in at all. This resulted in the cancellation of the registration of no less than 37 unions. Statutory requirements such as notifying changes of officers and amendment of rules were not observed by many unions and very often letters addressed to the registered addresses have been returned undelivered due to the failure of unions to notify such changes. It adds that the financial position of most unions is fast deteriorating. The collection of membership fees has been poor, and, some unions do not seem to have taken any action against defaulters though their rules provide for such action.

Employment service.- More employment opportunities were available during the year under review. The prices of export commodities remained at a high level throughout the year and several unemployed workers were found employment in these industries. Government schemes, such as the Gal Oya Project and Colombo Harbour Development Scheme, also provided employment for a good number of the unemployed during the year.

There were 52,707 persons on the registers of the employment exchanges at the end of the year as against 65,122 last year. They were classified as follows:-

Technical and Clerical	5,515
Skilled	8,186
Semi-skilled	12,520
Unskilled	26,486

The employment exchanges were able to place 11,306 persons in employment during the year as against 10,779 in 1950.

The total number of fresh registrations for the year was 72,906 as against 89,410 last year. The report ~~says~~ says that a large percentage of the registrants are not actually unemployed. Most of them have casual employment, and, it is the desire for regular employment or employment under Government, which prompts them to register at the exchanges. With a view to obtaining an accurate picture of the unemployment situation, inquiries were made from registrants calling at the Central Employment Exchange as to whether they were totally unemployed, under-employed, or already employed. Information collected in this manner for the period 1 March to 31 June indicated that, of the 18,598 persons who had called at the exchanges, 9,161 were totally unemployed, 9,403 were under-employed and 34 were already employed.

Relief schemes.- Relief schemes continued to be undertaken in the year in and near Colombo as well as in the outstations. These schemes provided employment to nearly 6,721 persons.

Training Within Industry.- The 'trainèns' from the Labour Department conducted several T.W.I. classes for departmental officers as well as for officers of other departments. Mr. Silberer, Acting Director of the I.L.O. Field Office, Bangalore, visited Ceylon in May to examine the possibilities of popularising T.W.I. methods in this country. Consequent on his visit Mr. Sven Grabe, an expert on T.W.I., visited Ceylon in July and conducted a course of training for officers at the higher levels in certain Government departments. A referresher course was also conducted for the trainers who had participated in the T.W.I. course given by him in 1950 at Peradeniya. Since then several heads of departments have requested the Labour Commissioner to arrange for T.W.I. courses for officers in their departments. It is therefore proposed to get an expert, with the assistance of the I.L.O. to conduct a series of classes of these officers. It is also proposed to extend the scheme to private industry.

Technical training and trade testing.- In July, the Cabinet decided that schemes should be formulated for the training of unemployed persons in certain skilled occupations, to give the latter a means of livelihood. It was also suggested that, at the end of such training, a certificate should be issued to those who proved themselves proficient. Accordingly

scheme for the training and trade testing of brick-laying masons and building carpenters, prepared in 1948 is under consideration.

Manpower survey.- Dr. John I. Saks, I.L.O. Expert on Manpower visited Ceylon at the invitation of the Labour Ministry to carry out a manpower survey of the Island. The first part of the survey which was completed by the end of the year was concerned chiefly with a long-term estimate of the country's labour resources and needs. The second part will be the introduction of a continuous programme for the collection, analysis and dissemination of employment information dealing with short term manpower needs and supply. A few officers of the Labour Department are being trained to continue this programme after Dr. Saks leaves on completion of his term of service in Ceylon.

Finance.- A sum of 6,000,000 rupees was originally provided in the estimates 1950-51 under "Measures for Increasing Employment". During the course of the year a supplementary estimate for 1,747,600 rupees was obtained. The total expenditure during the year from this vote was 7,022,879.73 rupees. The expenditure during last year from this vote was 5,335,906.32 rupees.

Shops Ordinance.- An intensive campaign of inspection under the Shops Ordinance was conducted during the year under review. During the year, 2,199 shops were inspected for the first time and 6,056 re-inspected in municipal and urban areas. The main infringement was found to be in regard to the payment of overtime wages and the granting of weekly and annual holidays. In the case of hotels and barber saloons alone, a sum of 24,391.75 rupees was collected as short-payments and disbursed to the employees concerned. Where irregularities were detected, action was taken to obtain for the employees concerned their under-paid overtime wages; a total amount of 3,111.08 rupees was thus collected and disbursed.

Maternity benefits.- Inspections under the Maternity Benefits Ordinance were normally carried out together with inspections under the Wages Board Ordinance. The compliance with the provisions could be regarded as very satisfactory. Breaches were detected mainly in small establishments inspected for the first time. The employers in these establishments were co-operative. There was no occasion for taking punitive action against any employer in 1951. The report says that some estates experienced difficulties in securing midwives. Consequently a survey of registered midwives who desired employment on estates was conducted and a register of such midwives was prepared in 1949. During the year under review several estates reported that they were able to satisfy their requirements from the list. Certificates issued to 278 authorizing the provision of alternative maternity benefits were in force at the end of the year.

Health, Safety and Welfare in factories.- The report mentions that improvement in health conditions in factories was noticed in many cases, but further advancement will be dependent upon the inspection staff being considerably augmented. There were fewer new factories started in 1951 than in the previous year. It was found that the very small factories provided the worse conditions, since they were usually located in premises in ~~an~~ slums areas or in tumbledown sheds. Attention was directed to the importance of having clean and unobstructed floors, speedy removal of trade rubbish accumulations, good drainage and adequate lighting and ventilation. Artificial lighting was found to have received insufficient thought.

The report adds that there is much to be done in Ceylon in obtaining a reasonable standard of general safety. Until this has been achieved, problems relating to special processes, plant and machinery, cannot be given the fullest attention.

Considerable progress in guarding has been made in tea and rubber factories. In many cases a good standard of fencing already existed and the management possesses a commendable safety outlook.

According to the report the need for wholesome drinking water supply for the factory worker was realised, but often the vessels used were dirty and neglected. More firms are putting in upward jet fountains.

Washing facilities received attention in the larger firms and provision for them was ~~shown~~ shown in all plans for new factories. It will take time, however, before proper wash-basins and showers are provided in the smaller establishments. Towels, soap and brushes were seldom provided and if they were, were lost soon, due to lack of supervision.

Cloak rooms accommodation was a new idea to many firms. Where the work was very hot, dirty, ~~dirty~~ ~~dirty~~ dusty, sticky or damaging to clothing, the Inspectors insisted upon separate cloakrooms with lockers or hangers.

Several hundred first-aid boxes were installed during the year. Many factories, however, find it difficult to obtain a competent attendant. It was known that the first-aid boxes are not always made use of as frequently as they might be in case of minor accidents.

Mines.- According to the report of the Acting Inspector of Mines, owing to the increase in the demand for plumbago, a large number of new mines were opened during the year. A large number of declarations to open new mines were received, but many of these mines did not commence work. The large mines worked throughout the year. The small mines worked at irregular intervals. The total quantity of plumbago

exported during the year 1951 was 12,621 tons valued at 8,145,523.75 rupees as compared with 12,844 tons valued at 6,22,133.45 rupees. At the end of the year under review 67 mines were reported to be working, employing 1,501 men, as compared with 52 mines employing 1,579 men the previous year.

Indian immigrant labour.- Conditions and requirements governing travel between India and Ceylon by Indian immigrant labourers employed on Ceylon estates remained unchanged from the previous year. The ebb and flow of this labour was consistent in volume and character, 54,721 labourers being given assisted passages to Ceylon, in comparison with 50,910 during 1950. Those returning to India numbered approximately 58,591 against 55,360 for the previous year.

Membership of the I.L.O.- The report mentions the participation by Ceylon delegations in the various meetings of the ILO during the year including the 34th Session of the International Labour Conference, Geneva, the third Session of the Asian Advisory Committee, Geneva, and the Asian Manpower Technical Conference held in Bangkok in December. Ceylon also participated in the seminar on labour statistics which was organised by the ILO at New Delhi towards the end of the year. The report also mentions that the International Labour Organisation sent two of its officials, Mr. M. Osmay and Mr. V. Ratnavale, on a mission to Ceylon to discuss with the Government its requirements under the Technical Assistance Programme of the I.L.O. Certain requests were made to the I.L.O. for experts in various fields and their engagement was now being pursued.

Ratification of International Labour Conventions.- Five I.L. Conventions were ratified by Ceylon during the year, bringing the total number of Conventions ratified by the country to 11. The Conventions ratified in 1951 were the following: (1) Convention (No.8) concerning unemployment indemnity in case of loss or foundering of a ship; (2) Convention (No.15) concerning the fixing the minimum age for the admission of young persons to employment as trimmers or stokers, 1921; (3) Convention (No.16) concerning the compulsory medical examination of children and young persons employed at sea, 1921; (4) Convention (No.4) concerning employment of women during the night; and (5) Convention (No.5) concerning fixing the minimum age for admission of children to industrial employment, 1919.

(The Administration Report of the Commissioner of Labour for the year 1950 was summarised at pages 39-50 ~~xxx~~ of the report of this Office for June 1950).

CHAPTER 6. GENERAL RIGHTS OF WORKERS.

INDIA - JUNE 1952.

63. Individual Contracts of Employment.

Travancore-Cochin Industrial Employment
(Standing Orders) Rules, 1952: Draft
published.

The Government of Travancore-Cochin published on 20 May 1952 the draft Travancore-Cochin Industrial Employment (Standing Orders) Rules, 1952, proposed to be made in exercise of the powers conferred under the Industrial Employment (Standing Orders) Act, 1946. The draft rules set out the model standing orders for the purposes of the Act and prescribe inter alia, the procedure for certifying standing orders and termination of employment, lays down the acts and omissions of the workers which may be treated as misconduct, and deals with attendance and late coming, payment of wages, etc.

(Travancore-Cochin Gazette, No. 21,
20 May 1952, Part I, Section IV,
pages 1-9).

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

India - June 1952.

Punjab: Working of the Payment of Wages Act, 1936,
for the Year 1950.

The Government of Punjab published on 6 June 1952 its review on the annual report on the Working of the Payment of Wages Act, 1936, for the year 1950.

The review states that during the year 1950 the provisions of the Act were extended to persons employed in omnibus services, quarries, plantations, workshops and other establishments in which articles are produced, adapted or manufactured, such as, bakeries, restaurants, sweetmeat shops, tailoring shops, furniture shops, shoe-makers or repairers and various contractors' establishment, which cannot organise themselves easily. The Act applied to about 54,303 persons employed in 1,190 registered working factories, as against 39,364 persons employed in 744 registered working factories in the previous year.

The total number of factories registered during the year was 1,267, of which 77 remained closed. Of the remaining 1,190 factories, 1,004 furnished the annual returns; suitable action against defaulters, numbering 186 was under consideration.

A sum of 34,885,065 rupees was paid as wages in 1,004 factories, as against 26,702,722 rupees paid in 640 factories during the previous year.

The total deductions on account of fines etc., from the wages of the employees amounted to 26,091 rupees which were credited to a fine fund of the factories, which is solely used for the benefit of the employed persons.

The report reveals that during the year there were 845 complaints in respect of non-payment or delay in payment of wages including 51 of the preceding year. Of these, 611 complaints were settled amicably, and suitable action taken in others, leaving only 26 complaints pending at the close of the year.

The labour inspectors who were appointed as inspectors under the Payment of Wages Act were responsible for nearly 192 inspections. No prosecution was launched during the year, because the employers did not violate any of the provisions of the Act.

(Supplement to Part II, of the Punjab
Government Gazette, No. 23, 6 June 1952,
pages 65-66)

67. Conciliation and Arbitration.

India - June 1952.

Industrial Disputes in Bombay State during 1951.

During the year 1951, 1,241 cases were decided by the Industrial Court and Tribunals in Bombay State, as compared to 929 awards in the preceding year.

Decisions during 1951 included 500 arbitration cases, 228 adjudications and 513 applications under Section 33 and 33-A of the Industrial Disputes Act, 1947, while the total number before the Court and Tribunals during the year consisted of 588 cases for arbitration, 205 for adjudication and 477 applications under Sections 33 and 33-A.

The Industrial Court.- The Industrial Court, on 1 January 1951, had 356 cases pending before it, while during 1951, 538 ~~cases~~ ~~pending~~ ~~before~~ ~~it~~ more cases were referred to it. Out of this total of 894 cases, decisions were given in respect of 500 cases during the year under review.

These 894 cases comprised 483 references from Government and other parties, 68 submissions, 261 appeals and 82 miscellaneous applications. The ~~following~~ following table gives the details for 1950 and 1951:-

Subject Matter	No. of Cases (1950)				No. of Cases (1951)			
	Pend- ing from 1949	Filed during 1950	Decid- ed dur- ing 1950	Pend- ing at the end of the year 1950	Pend- ing from 1950	Filed during 1951	Decid- ed dur- ing 1951	Pending at the end of the year 1951
1	2	3	4	5	6	7	8	9
References.....	107	350	230	227	227	256	229	254
Submissions.....	40	70	57	53	53	15	47	21
Appeals.....	113	201	263	51	51	210	182	79
Applications....	60	47	82	25	25	57	42	40
Total....	320	668	632	356	356	538	500	394

Analysed according to industry, about 93 per cent of them were from the cotton textile industry. De- tails according to industries are given in the follow- ing table:-

Industry	Number of references filed	
	1950	1951
Textiles	334	238
Sugar	5	2
Banking	6	2
Bombay Electricity and Supply and Transport.....	-	11

Table continued:

Industry	Number of references filed	
	1950	1951
Electricity.....	1	1
Miscellaneous	4	2
Total	350	256

Disputes regarding retrenchment figured prominently among the causes leading to the references and accounted for about 30 per cent of the total number of disputes. Demand for bonus was responsible for 21 per cent of the total references.

Demands	Number of references filed	
	1950	1951
Wages and dearness allowance...	45	45
Bonus	61	54
Leave	3	-
Provident Fund and Gratuity...	28	26
Retrenchment and Reinstatement.	170	75
Holidays.....	2	3
Closure	4	1
Others.....	37	52
Total	350	256

Industrial Tribunals.- A total of 228 cases was decided by the tribunals during the year as against 160 during 1950. There were 131 adjudication cases pending from 1950, while 205 were referred during the year under review. There were 108 adjudication cases pending ~~before~~ before the Tribunals at the end of the year under review. The following table gives comparative details for the year 1950 and 1951:-

	1950	1951
Number of cases pending from the previous year.....	99	131
Number of cases filed during the year	192	205
Number of cases decided during the year	160	228
Number of cases pending at the end of the year.....	131	108

Of these 205 adjudication cases filed during the year, 26 per cent of the total were from the engineering industry, while the chemicals industry accounted for about 20 per cent of the total. The table below sets out the details according to industries for the year 1950 and 1951:-

(Please see table on next page)

Industry	1950	1951
Engineering	76	54
Metals	5	22
Chemicals	28	40
Paper and Printing	6	8
Food, Drink and Tobacco	14	7
Wood, Stone and Glass	5	8
Commerce, Finance and Trade	8	9
Public Administration	6	8
Transport	10	8
Miscellaneous	34	41
Total	192	205

Classified according to issues involved, 37 per cent of the cases arose over demand relating to bonus, while demands for increased wages and dearness allowance ranked next accounting for 33 per cent of the cases. Details for 1950 and 1951 are set out in the table below:-

Nature of Demand	1950	1951
Wages	74	68
Bonus	60	77
Leave and Hours of Work	8	4
Provident Fund and Gratuity	10	14
Retrenchment and Reinstatement	19	21
Miscellaneous	21	21
Total	192	205

(Labour Gazette, Vol. XXXI, No. 9,
May 1952, pp. 1007-1010).

68. Labour Courts.

India - June 1952.

Wages to conform to Level in other Units of Industry: Madras High Court's Judgment.

The Madras High Court in its decision dated 18 March 1952 in Rajamani Transport Co. Ltd., Pudukottai vs. Its Workmen and Others has held, that, whether or not a particular company is able to make profits, has no bearing on the question as to what is the proper wage for the different classes of workers in its business. A comparison of the rates obtaining in similar businesses in the locality is extremely useful in arriving at the proper basic wage. If after paying such wages, the company is unable to make any profit, that may be a consideration for the company deciding to wind up, but the apprehension that the company may have to close down cannot affect the question of proper scale of pay, having regard to relevant factors like the nature of the work done, the capacity of the particular class of industry to pay and other similar factors.

The petitioner in the case was a private limited company engaged in the business of providing bus transport in Madurai, Ramnad, Tiruchirapalli and Tanjore districts in Madras State. By G.O.Ms.No. 4096(Development) dated 9 October 1950 the Government referred to the Industrial Tribunal for adjudication the dispute between the workers and the management of the petitioner company. The items of dispute comprised scales of wages, dearness allowance, etc. The Industrial Tribunal at Madurai fixed basic wages for the different categories of workers like drivers, conductors, checking inspectors, etc., on the basis of wages which were obtaining in other transport companies. There was an appeal by the petitioner to the Labour Appellate Tribunal. That Tribunal confirmed the award of the Industrial Tribunal. The application to the High Court was to quash the orders of the two Tribunals.

The contention of the petitioner company was that the award of the Industrial Tribunal has resulted in an increase in the rate of wages by 33 to 100 per cent, and, the financial position of the company was such that it could not bear such rates, and, therefore the award violates the guarantee of equality before the law contained in Article 14 of the Constitution, and also that the rights to property were curtailed. It was also urged that the Tribunal should have taken into account the loss sustained by the petitioner-employer in fixing the wages. The Appellate Tribunal refused to accept this contention and observed: "But the fact remains that the financial position of ~~the~~ the company

has not much bearing on the question as to what should be the basic wages of the workers therein. The workers must get minimum wages as are being paid in comparable undertakings in the local area and, if the company cannot afford to do it, it has no right to exist".

The Appellate Tribunal found that there was no evidence before them to show that any comparable unit was making payment at lesser rates. They therefore saw no reason for interfering with the scales fixed by the Tribunal.

The High Court was in entire agreement with the reasoning of the Appellate Tribunal and dismissed the petition.

(The Indian Factories Journal
(Reports), Vol.IV, Part IV, June 1952,
pp. 128-131).

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69. Co-operation and Participation of Industrial Organisations in the Social and Economic Organisations.

India - June 1952.

Works Committees in Bombay State during 1951.

A recent article in the Labour Gazette, Bombay, reviews the work of the Works Committees in the State of Bombay during the year 1951.

There were 251 works committees constituted under Section 3 of the Industrial ~~Dis~~ Disputes Act, 1947, functioning in Bombay State as on 31 December 1951, as against 216 at the end of the year 1950; 51 more were formed, during the year, while 16 committees became defunct during the same period. The number of committees was the largest in Bombay City which had 200 works committees.

Classification by industry.- Industry-wise classification of the 251 committees showed 74 committees in the engineering industry; 39 in the chemicals and dyes group; 33 in paper and printing industry; 16 in processes relating to wood, stone and glass; 15 in food, drink and tobacco; 12 in commercial firms; 6 in establishments connected with supply of electricity and electrical appliances; 5 in cine production; 3 each in establishments dealing in mineral oil, plastics, rubber and transport and one each in seasonal factories, processes relating to hides and skins and cement. The remaining 36 committees were in miscellaneous industries. It may be noted that the major industries in the State like the textiles and sugar factories have no works committees as they are covered by the Bombay Industrial Relations Act, 1946 and the Industrial Disputes Act is not applicable to them.

Working of the committees.- During the year 1951, subjects relating to health, sanitation, welfare including grain shops, co-operative societies, housing schemes, urinals, lavatories, medical attention, supply of uniforms and shoes, free supply of milk and tea, and other amenities were discussed by nearly a hundred committees. Matters relating to employment and service conditions, including promotions, transfers, disciplinary action for misconduct, retrenchment, reinstatement, recruitment, classification of jobs, service records, etc., figured prominently in nearly seventy committees. On the recommendations of the committee, the management of an automobile manufacturing establishment agreed to give long leave to some workers instead of retrenching them. Individual complaints regarding retrenchment were discussed at some committee meetings while others considered applications of several dismissed workers, some of which were decided in favour of the workers concerned. Problems relating to casual leave, privilege leave,

sick leave, holidays with pay, advance leave salary, accumulation of leave and maintenance of leave records were discussed in nearly 50 committees and decisions taken thereon. Some employers have made it a point to fix weekly holidays in consultation with the committees and the committees in a few cases have regulated the number of workmen that could be given leave at one time without seriously disturbing the working of the establishment. The difficulties in obtaining casual leave were sought to be removed by several committees. Some committees also discussed individual applications for privilege leave.

The Committees scrupulously avoided problems of planning, development and production in their wide sense, and functions which are purely managerial. They did not generally discuss matters which are trade questions, ~~such as wages, allowances, leave, old age benefits and like subjects, or subjects covered by agreements with unions or by reports of Conciliation boards or awards of industrial tribunals or courts or questions which~~ or which were normally taken up by trade unions, such as wages, allowances, leave, old age benefits and like subjects, or subjects covered by agreements with unions or by reports of Conciliation boards or awards of industrial tribunals or courts or questions which ^{were} settled by negotiation elsewhere.

Rule 49 of the Industrial Disputes (Central) Rules requires meetings of the committee to be held as often as necessary, but not less often than once a month. But in practice, it was found that very few committees held meetings every month. The reasons given by some employers for not holding the meetings were that neither the committee members nor the workmen in the establishments suggested any items for discussion at the meetings.

In the absence of a specific provision regarding the procedure for bringing questions on the agenda, the quorum for the meetings, the procedure for arriving at decisions, the minutes of the meetings, etc., several committees formulated their own procedure. In an establishment ~~dealing~~ dealing in automobiles, a book is maintained and any member of the staff may enter in that book any matter which he desires to be discussed. All such subjects are included for discussion by works committees.

In several instances ~~the~~ meetings could not be held for want of quorum. It was also observed that in the absence of any statutory provisions as to when meetings should be held, the employers in several cases called meetings after the working hours when the members were eager to leave for home.

The committees are purely advisory in character, their decisions being recommendations to the management and to the workmen. In several establishments where sound relations between the two prevail, a convention has been established whereby such recommendations are accepted as binding by both.

categories of workers.

74. Indigenous Labour.

India - June 1952.

Problems of Tribal Population in India:
Discussions at Conference convened by
Government of India.

A conference to discuss the various problems of the tribal population in India was convened by the Government of India at New Delhi on 7, 8 and 9 June 1952. The President, Dr. Rajendra Prasad, inaugurated the meeting; Dr. K.N. Katju, Minister for Home Affairs presided. The conference was attended by about 150 delegates including anthropologists, social workers, missionaries connected with tribal welfare work, and tribal representatives in ~~Parliament~~ Parliament and State legislatures, officials concerned with tribal population in the various States, and non-officials interested in tribal welfare. Dr. P.P. Pillai and Dr. D.J.N. Versluis attended the meeting on behalf of the I.L.O. and the UNESCO respectively.

The aboriginal population of India totals 24.8 million, or 7.7 per cent of the total population. Of this, 5.16 million live in Bihar, 4.44 million in Madhya Pradesh, 3.51 million in Orissa, 2.71 million in Bombay and 2.61 million in Assam.

Special Safeguards in the Constitution.- Special provisions for the administration of territories having a concentration of aborigines have been made in the Constitution of India. The Constitution declares certain areas in Assam to be tribal areas; as regards other States the President is empowered to declare ~~certain~~ certain tribes to be "scheduled tribes" and certain areas as "scheduled areas". Part X of the Constitution makes special provision for the administration of the tribal areas of Assam and the scheduled areas elsewhere. The tribal areas of Assam are constituted into autonomous districts which have certain powers, including those of regulating the allotment and use of land for agriculture and grazing, taxation, establishing schools and controlling money-lending and trading by non-tribals. Other States having scheduled areas or scheduled tribes are to have tribal advisory councils to advise the Governor or the Rajapramukh, as the case may be, on the advancement and welfare of aborigines.

Part XVI of the Constitution contains special provisions for scheduled tribes. It provides for the appointment of a special officer for scheduled castes (backward classes) and scheduled tribes, whose duty will be to investigate and report upon all matters relating to the safeguards provided for these classes under the Constitution. For a period of ten years from the commencement of the Constitution, seats are reserved for them in ~~their~~ Parliament and in the State

legislatures in proportion to their numbers in the State concerned. Their claims are also to be considered in public appointments. At the expiration of ten years the President may appoint a commission to report on the welfare of scheduled tribes. In the case of Assam, Schedule VI to the Constitution authorises the Governor to appoint a commission to inquire into the administration of the autonomous districts. Provision is also made for the payment by the Centre of grants-in-aid to the States for tribal development and welfare schemes. The States of Bihar, Madhya Pradesh, Madhya Bharat and Orissa are to have Ministers for tribal welfare.

The solicitude shown by Independent India for her tribal population is reflected not only in the special provisions in the Constitution, but also in the States' expenditure on education and other welfare schemes for them. Available statistics show that, whereas about 800,000 rupees were spent by the State Governments during 1934-37, a sum exceeding 33.8 million rupees was spent for the welfare of the tribals during 1948-51. Besides, a sum of nearly 18 million rupees ~~have~~ has been budgeted for in the current financial year by way of Central grants-in-aid for Assam tribes, and provision for a sum of 2.4 million rupees has been made for tribal areas in Part C States (i.e., States under the direct supervision of the Centre). The Central Government also spends ~~are~~ substantial amounts on the award of scholarships to students belonging to the scheduled tribes.

The meeting discussed the following subjects:
a) Problem of education and dialects; (b) Tribal economy; and c) Grants-in-aid.

President's inaugural address: Six-point plan for improvement.— In the course of his inaugural address, Dr. Rajendra Prasad expressed his opinion that there should be no intention of forcing anything upon the tribal people, either by way of religion, language or even mode of living and custom. His own idea was that facilities for education and for general improvement in their economic life should be provided for them, and it should be left to them to choose whether they would like to be assimilated with and absorbed by the surrounding society or would like to maintain their own separate tribal existence. "In other words", he said, "personally, I am for service to them uninfluenced by any consideration of winning them over for particular groups, religious or other. It is only in that way that we can win their confidence, and even for raising their standard of living and improving them educationally, it is necessary to win their confidence first".

The President suggested a six-point programme, in general terms for tribal welfare. Under this programme, the first thing was to encourage the spread of education from the lowest to the highest standard. The difficulty that would have to be encountered would be with regard to text-books and the language

in which they should be written. Personally, he thought that, in the lowest classes, the only language that could be used was the ~~mother-tongue~~ mother-tongue of the child. If there were no books available, these should be prepared. If there was no script, some prevalent script should be accepted. He was in favour of tribal children learning, in addition, Hindi, the national language.

Secondly, for improving the economic conditions, efforts should be made to settle the tribal people on the land. In some places, they had taken to settled agriculture. This should be encouraged; and it should be made difficult, if not impossible, for others to cheat them of their land. There were many tribes which had not taken to settled agriculture and have recourse to "shifting cultivation". Efforts should be made to settle them on land and shifting cultivation should be discouraged. For this, not only propaganda, but demonstration also will be required. Necessary help, financial and otherwise, should be given to induce them to take to a settled life.

Thirdly, the Government should take steps to give them suitable employment in the public services.

Fourthly, their artistic ~~tests~~^{talents} and natural capacity should be availed of by the State by encouraging them to take to occupations which suit them. In the educational curricula, provision should be made for giving them necessary occupational training.

Fifthly, tribal organisations for dealing with social and other matters should be encouraged to fall in line with panchayats (village assemblies) which are being fostered by the State Governments. As their population was concentrated in particular localities, these panchayats will in most cases, be exclusively manned by them, and it was likely that they would run them according to their own notions.

Lastly, efforts should be made to make them feel that they were an important and integral part of the nation and that they had to play their own part in it, as any other community or group in the country.

The Prime Minister's address.- Mr. Jawaharlal Nehru, Prime Minister, said there were generally two ways of approaching the problem of the tribal people. One might be called the anthropological approach of treating these people as museum specimens to be observed and written about, and not as living human beings with whom one could work and play. The other approach was of ignoring that they were something special and different, and, trying to absorb them into the normal patterns of society elsewhere. Both these approaches were wrong. It was an insult to them to treat them as specimens for anthropological examination and analysis except in the sense that everybody was more or less an anthropological specimen.

The other way, of forcible assimilation and even of allowing normal factors to operate, without affording them the special protection needed, would be wrong.

The first priority in the tribal areas as well as elsewhere in the country must be for roads and communications. Then, ~~was~~ there was need for some kind of schools, some health relief work and cottage industries and the like - simple things which fitted in - but one had always to keep in view the fact that "we are going there not to interfere with their way of life but to help them live it".

Dr. K.N. Katju, Minister for Home Affairs, who also addressed the conference, stressed the need for utilization of non-official channels, rather than official ones, for work among the tribals.

The conference did not come to any definite decisions. Mr. L.M. Shrikant, Commissioner for Scheduled Castes and Scheduled Tribes, reviewing the discussions at the conference, said that the approach to the tribal people should be one of learning from them, and having learnt, to try to help them to help themselves. No compulsion or force should be used, because the greatest problem of India today was psychological integration and consolidation.

Referring to the various subjects discussed at the conference under the head 'education', he said the conference mostly agreed that "basic" education or education with vocational or craft bias was the only suitable education for the tribals. It should be imparted to them in their own dialects, which should not only be tolerated, but encouraged.

Speaking on tribal economy, he said there was a great volume of opinion in favour of doing away with "shifting" cultivation, not by force, but through persuasion and by giving waste lands and providing other facilities for better cultivation by the tribals. It was emphasised that co-operative institutions should be started to replace the middlemen who exploited the tribal people, though at the beginning these would be managed by the State Governments and would not be co-operative institutions in the real sense of the word.

There was difference of opinion regarding the construction of roads, as that would facilitate their economic exploitation before the tribals came to their own. But village approach roads were a dire necessity.

As regards grants-in-aid, Mr. Shrikant said that it should be the policy of State Governments to give top priority for these problems, and, ~~the~~ to earmark adequate amounts in their annual budgets every year. The Central Ministry of Finance had agreed to increase the Central Government grants to 20 million rupees during the current year. This would enable Part C

States also to take some share in the distribution of money for tribal welfare schemes.

(The Hindustan Times, 8 and 14-6-1952;
The Statesman, 14 June 1952).

Mysore: Mysore Restriction of Habitual
Offenders Bill, 1952.

The Government of Mysore published on 19 June 1952, the Mysore Restriction of Habitual Offenders Bill, 1952, to be introduced in the Mysore Legislature. The Bill imposes certain restrictions on habitual offenders in the State of Mysore.

The Statement of Objects and Reasons, appended to the Bill, declares that since representations were received by the Government urging the repeal of the State's Criminal Tribes Act, 1916, the Government ~~examined~~ examined the question and, in 1949, prepared the Mysore Restriction of Habitual Offenders Bill. It was not, however, proceeded with, since in the meantime the Government of India had appointed a Committee to enquire into the working of the Central Criminal Tribes Act, 1924. The main recommendations of the Committee was that action should be taken to repeal the Criminal Tribes Act, and that before taking such action legislation should be undertaken for adequate surveillance and control of all habitual offenders without any distinction based on caste, creed or birth.

The Criminal Tribes Laws (Repeal) Act, 1952, (Central Act XXIV of 1952) (vide page 62 of the report of this Office for March 1952) repeals the Criminal Tribes Act, 1924, and corresponding State Acts with effect from 31 August 1952. The Government of India has requested the State Government to sponsor necessary State legislation in respect of habitual offenders, taking into consideration local conditions. This Bill has accordingly been brought forward.

A 'habitual offender' is defined as a person who has been sentenced to a substantive term of imprisonment on not less than three occasions for one or another of the offences set forth in the Schedule to the Bill. The Bill authorises the Government to issue a notification that a habitual offender shall be ~~subject~~ subject to the provisions of the Bill to such extent and subject to such restrictions as may be specified in the notification. Any such notification may be cancelled or modified by the Government. Before a notification is issued in respect of a habitual offender, or modified to his disadvantage, an opportunity will be given to him to show cause against such issue or modification. The Bill requires every notified offender to notify his place of residence and every change or intended change thereof and every absence or intended absence therefrom. The Government may restrict the movements of any notified offender to

specified areas, after ~~transmission~~ considering fully all relevant aspects of the case. The Bill confers power on the Government to establish industrial, agricultural or reformatory settlements and to place a notified offender in any such settlement.

The other clauses of the Bill relate inter alia, to the Government's power to make rules, penalties for contravention of the provisions of the Bill, and arrest and removal of notified offenders.

(The Mysore Gazette, Extraordinary, 19 June, 1952, Part IV, Section 2A, pp. 1-11).

Tribal Welfare in West Bengal: Advisory Committee to be set up.

The Government of West Bengal has decided to constitute a Tribes Advisory Council for West Bengal to advise it on matters pertaining to the welfare and advancement of the scheduled tribes.

Under the Constitution of India, the establishment of such a council is possible, only with the consent of the President, and his directions are, therefore, being obtained.

The proposed Council, will consist of not more than 20 members, of whom three-fourths shall be representatives of the scheduled tribes, including the 12 newly elected scheduled tribe members of the West ~~Bengal~~ Bengal Legislative Assembly. The remaining seats will be filled by nomination by the Governor. The Chief Minister will be the Chairman of the Council.

There are seven scheduled tribes in the State of West Bengal, viz., Santals, Mundas, Oraons, Lepchas, Bhutias, Meches and Mrus; their total population is estimated at 1.177 millions.

(Amrita Bazar Patrika, 31 May 1952).

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CHAPTER 8. EMPLOYMENT PROBLEMS.

INDIA - JUNE 1952.

81. Employment Situation.

Employment Exchanges: Working during
April 1952.

According to the report of the Directorate of Employment Exchanges for April 1952, there was a substantial rise in the number of registered unemployed during the month of April. Most of it was in the States of Uttar Pradesh, Madras and Delhi. Elsewhere, the Live Registers remained more or less static. The number of registrants who were found employment was much the same as in the previous month, but the number of jobs made available by employers to registrants declined. In general, the employment situation was not very satisfactory.

A number of exchanges reported the registration of young men and women, fresh from schools and colleges. The Report anticipates that the closure of the academic year, will further increase the already large number of unemployed persons seeking clerical, administrative and other white-collar jobs.

Shortage of ~~men~~ road roller drivers, electricians, tuners and welders was reported by a number of exchanges. Fresh engineering graduates were surplus to requirements at Bombay and Calcutta. At a number of exchanges untrained teachers were reported to be surplus to local requirements.

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

	April 1952	March 1952
Registrations.....	126,415	114,678
Placements	32,087	31,806

Of those registered 9,436 were displaced persons, 7,309 were ex-Service personnel and 2,279 were discharged Government employees. There was an overall increase of 11,737 in registrations as compared to the previous month. Marked increase in registrations was recorded in Uttar Pradesh (10,614) and Delhi, Ajmer and Rajasthan (2,609). Fall in registrations on the other hand was comparatively large in Madhya Pradesh (519) and Punjab (429). In Uttar Pradesh most of the exchanges showed a rise. Increase in registration was notably large at Kanpur (1,839), Agra (1,141), Bareilly (829), Shahjahanpur (817),

Gorakhpur (796), Meerut (710), Jhansi (539) and Lucknow (493).

Of those placed, 1,810 were displaced persons, 1,268 were ex-Service personnel and 788 were discharged Government employees. A total of ~~PERSONS~~ 18,234 persons were placed with private employers and 13,853 in Central and State Government establishments. Placings during the month showed a slight increase of 281 as compared to the previous month. There was an appreciable increase in placings in West Bengal (747), Delhi, Ajmer and Rajasthan (733), Madhya Pradesh (525) and Uttar Pradesh (489). The exchanges in Madras, Bombay and Bihar regions on the other hand, showed a fall of 1,304, 720 and 469 respectively in placings.

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

<u>Wage groups.</u>	<u>Number placed.</u>
101 rupees and above	2,460
61 rupees and to 100 rupees	9,568
30 rupees to 60 rupees	18,197
Below 30 rupees	1,862

Vacancies notified and submissions.- The number of vacancies notified by employers during April 1952 was 36,852 as compared to 39,830 during March 1952, that is, a fall of 2,978. Of the vacancies notified - 16,272 were by Central and State Government establishments and 20,580 by private employers. There was a fall of 1,397 and 1,581 respectively in the Government and private sectors as compared to the previous month. The fall in vacancies was noticeable in the regions of Madras (2,261), Bombay (1,017), Bihar (998), Orissa (582) and West Bengal (232). On the other hand, there was an increase in notifications in the regions of Uttar Pradesh (841), Delhi (822), Assam (459) and Punjab (329). The number of persons submitted to employers during April 1952 was 78,043 as compared to 65,650 during March 1952.

Employment of highly qualified applicants.- Six hundred and thirtyseven candidates of Appointments Branch standard (persons possessing high technical, scientific or professional qualifications and experience of supervisory or administrative work) were registered during the month under review and 98 placed in employment. The largest placings secured in any region were 28 in the region of Delhi, Ajmer and Rajasthan.

Placement of scheduled caste and tribal applicants.- The number of scheduled caste applicants registered by the employment exchanges during April 1952 was 11,853 as against 10,977 in March 1952. A total of 4,103 applicants was placed in employment during the month under report. There was an increase of 562 in placings as compared to the previous month. Among those placed, 1,021 were in Central Government

vacancies, 599 in State Government vacancies and 2,483 in other vacancies. The number of Scheduled Caste applicants submitted to employers during the month was 8,013. Two hundred and sixty ~~were~~ one vacancies reserved specifically for such applicants were notified to employment exchanges during April. At the end of the month, 29,511 scheduled caste applicants remained on the Live Registers of exchanges, of whom 1,276 were women.

The number of applicants belonging to scheduled tribes registered by the employment exchanges during April 1952 was 1,202 as ~~xxx~~ against 1,356 in March 1952. Six hundred and fiftythree such applicants were placed in employment during April 1952. A total of 2,173 scheduled tribe applicants was on the Live Registers of exchanges at the end of April 1952.

Employment assistance to Anglo-Indian applicants.- From the month of January, 1952, information was collected separately in respect of the employment assistance to Anglo-Indian applicants. Reports received reveal that during the quarter January - March 1952, 510 Anglo-Indian applicants were registered at employment exchanges, of whom 80 (or 15.7 per cent) were placed in employment. Of these placed, 35 were women.

Placings of women.- A total of 5,405 women were registered and 2,523 placed in employment during the month of April as against 6,046 registered and 3,076 placed during the Month of March.

Vacancy and Labour Clearing.- During the month under report the Vacancy Clearing Machinery was utilised to fill 335 vacancies by obtaining applicants from other exchange areas.

One hundred and nineteen ~~xxxxxxxx~~ fresh vacancies (as compared to 234 in the last month) were received by the Central Employment Co-ordination Office through the Regional Employment Co-ordination Offices and employment exchanges, of which 118 were given all-India circulation and the remaining one limited circulation. The total number of such vacancies under circulation on 30 April 1952 was 1,332 as compared to 1,507 at the end of March 1952. Against these vacancies particulars of ~~942xxx~~ 942 applicants were submitted. In addition 38 vacancies of Section Officers in the Central Public Works Department, 569 vacancies in the Indian Air Force, 42 in different trades in the Military Engineering Service, Southern Command, nine Geological Assistants in the Geological Survey of India and ten miscellaneous vacancies requiring all India or limited circulation were dealt with at the Central Employment Co-ordination Office.

Mobile exchanges.- The Mobile Section of employment exchanges registered 8,265 persons and obtained 6,196 placings. The corresponding figures for the month of March were 9,409 and 8,212.

Number of unemployed at the end of April 1952.-
 The number of persons seeking employment assistance through the exchanges on the last day of April was 360,190, which was 18,770 more than the figure for March. Of these 39,125 were displaced persons, 27,482 ex-Service personnel and 9,559 discharged Government employees. Among discharged Government employees 6,642 were Central Government and 2,917 State Government employees.

Special Investigations: a) Employment assistance to women during 1951.- The progress made in finding employment for women applicants in 1950 was well maintained in 1951. During this year 54,074 women (including 6,423 displaced women) were registered as against 53,842 during 1950. The number of women applicants placed in employment during 1951 was 28,321 (including 1,482 displaced women), as against 24,140 during the previous year. The number of women registered and placed during the year 1951 was the highest on record for any one year since the inception of the Employment Exchange Organisation. The Madras region with 17,374 registrations and 11,518 placings gave a lead to all other regions in this sphere of exchange work. Bombay region with 10,364 registrations and 5,238 placings stood second. Employment exchanges were successful in placing one out of every two registrants, the exact percentage of placings to registrations of women applicants being 52.4 as against 30.3 per cent in the case of the totality of applicants. Of the total number of women placed during the year, 872 were employed as telephone operators, 271 as nurses and 216 as teachers.

At the end of the year, 10,374 women applicants of whom 2,002 were displaced women, remained on the Live Registers of exchanges. The following table shows the composition of the Live Register as on 31 December 1951, by broad categories.

<u>Category</u>	<u>No. on Live Register</u>
Clerical	4,053 ✓
Educational (Teachers, etc.)	920 ✓
Telephone Operators	911 ✓
Nurses	305
Midwives	315
Ayahs (nurse-maids)	383
Unskilled workers	2,005 ✓
Others	1,482
Total	10,374

b) Promoting mobility of labour.- The "Mobile Labour Location Statement" was introduced in October 1951 to speedily indicate to employment officers the location of applicants belonging to trades in which ~~where~~ there is a general shortage. The statement, which is based on monthly returns from exchanges, shows the number of qualified applicants who have expressed their willingness to move outside their

home districts for employment. The objective is to remedy the unequal distribution of skills by promoting greater mobility of applicants and by bringing employer in search of ~~xxx~~ workers and applicants in ~~xxxxxxx~~ search of jobs, who are distant from each other, into contact with each each other as speedily as possible.

For this purpose, applicants are classified according to whether they are willing to move (i) to any place in India, or (ii) to a specified region. By studying the Mobile Labour Location Statement, exchanges are in a position to know the likely and more accessible places where suitable applicants may be available in the trades specified and to take speedy action to fill vacancies for which local applicants are not available.

The table shows below gives the average monthly number during the past six months of unemployed qualified mobile applicants who were reported by various exchanges to be available for work in any part of India.

<u>Trade</u>	<u>No. of Applicants</u>	<u>Trade</u>	<u>No. of Applicant</u>
Moulders.....	70	Machinists.....	86
Radio Mechanics.....	130	Die Sinkers.....	6
Boilermen	43	Linemen	46
Draftsmen Civil/Arch.	56	Draftsmen Mech/Elec.	73
Mechanical and Civil Engineers.....	3	Mechanical Engineers.	102
Electrical Engineers.	90	Civil Engineers.	87
Overseers Civil Engineering	166	Road Roller Drivers	12
Doctors Allopathic	175	Nurse Male	20
Compounders	96	Mech. Operators	100
Nurses Female	19	Middle School Teachers	43
Head Masters/Mistresses	19	Stenographers	227
High School Teachers	30	Discharged Governmt	
Elementary School Teachers	60	xxxxxxx employees	
Scheduled Caste Graduates	47	Graduates	102
Scheduled Cates Matriculated	34		
		Total	<u>1,992</u>

Approximately, an equal number of applicants were also willing to move anywhere within their own regions or to one or more specified regions, for employment. The list of trades in regard to which information is circulated, is periodically revised on the basis of changes in the supply and demand position in the various occupations. In addition to shortage categories, information is also circulated regarding certain special types of applicants such as the Scheduled Castes and discharged Government employees.

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This is because of the special responsibility that employment exchanges have been given with regard to the employment of such applicants.

(A Report on the Work Done by the Directorate of Employment Exchanges during the Month of April 1952, issued by the Ministry of Labour, Government of India).

I.

85. Migration and Colonisation.

India - June 1952.

Rehabilitation of Displaced Persons: Work of Ministry during 1951-1952.

According to the annual report of the Ministry of Rehabilitation for the year 1951-52, out of about 500,000 displaced families from West Pakistan, for whom residential accommodation had to be found, the Central Ministry had made provision up to 31 March 1952, for about 444,000 families (88.8 per cent), leaving about 56,000 families (11.2 per cent) to be provided for. Construction of houses for displaced persons from West and East Pakistan accounted for nearly one-third of the entire expenditure that has been incurred on displaced persons up to 31 March 1952; the total expenditure on housing amounting to nearly 458.6 million rupees.

As regards evacuee property the report says no progress could be made during the year with regard to the question of immovable evacuee property in Pakistan and the stalemate continues.

Rural rehabilitation.- Marked progress has been made in respect of the resettlement of rural displaced persons from West Pakistan on land in India. Out of about 500,000 rural families from West Pakistan, 467,000 have been settled on land in Punjab, PEPSU and a dozen other States. A sum of 74.8 million rupees has been given to the families in loans for buying agricultural equipment, construction of hutments, repair of wells, maintenance of families until the first crops are ready, etc.

Urban rehabilitation.- The problem of urban resettlement has been one of great complexity, says the report, "chiefly because of the essential difference in the economic conditions of the ~~incoming~~ incoming and outgoing population. While the Muslim migrant was generally a labourer or an artisan, with a comparatively low standard of living, the incoming non-Muslim was a business man or a shopkeeper or one belonging to the white-collar professions and used to much better conditions of living. Secondly, the urban economy in India during the war and post-war years had been stretched to capacity, and any further economic assimilation offered no ready solution".

Two main aspects of urban rehabilitation relate to the finding of shelter and gainful employment for displaced persons. Housing continued to occupy an important place in the scheme of rehabilitation in urban areas. Ten ~~are~~ new townships and about 150 suburban extensions for West Pakistan displaced persons have been planned and are in various stages of execution.

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The problem of finding gainful employment for displaced persons has been attacked in four directions simultaneously:

1) The bread winners of 160,000 West Pakistan families have been secured jobs through the employment exchanges. Special efforts have been made to utilise the services of displaced Government servants and others found suitable for service under the Central and State Governments. About 80,000 displaced persons have been absorbed in the various Central and State services.

2) Financial assistance to petty traders, shopkeepers or those engaged in cottage and small-scale industries had been given liberally. Loans up to 5,000 rupees have been advanced to 156,000 persons. The total sum actually disbursed stood at about 100 million rupees on 31 March 1952.

3) The Rehabilitation Finance Administration, a statutory body specially set up to finance displaced persons who required assistance on a bigger scale for business or industry, has sanctioned loans amounting to 82.5 million rupees to 9,621 applicants. Out of the sanctioned loans, 41.7 million rupees have ~~xxx~~ actually been paid out.

4) Finally, in view of the limited scope for resettlement in distributive trades, which was the main occupation of a majority of urban displaced persons in ~~Pak~~ Pakistan, technical and vocational training has been given to large numbers. Out of the target of 80,000 displaced persons, for whom training was recommended, by the Rehabilitation Ministers' Conference held in December 1950, more than 50,000 displaced persons from West Pakistan and about 7,000 from East Pakistan have been trained, and 8,000 from West Pakistan and 4,000 from East Pakistan were under training on 31 March 1952.

About 55,000 shops and 2,000 evacuee industrial establishments have also been allotted to displaced persons and a number of industrial areas have been developed in Punjab and Delhi and in some of the new townships like Faridabad which are expected to provide work to a large number of displaced persons.

Relief schemes. - ~~xxxx~~ There are several other ways in which displaced persons from West Pakistan have been assisted. About 36,000 unattached women, children and old and infirm people are being looked after in homes and infirmaries situated in a dozen different States. Over 16,000 old ~~age~~ people, who lived in Pakistan on income from urban immovable property, are receiving monthly maintenance allowances, subject to a maximum of 100 rupees per month in each case. About 325,000 rupees are paid every month, and so far 5 million rupees have been given in this way.

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Provisional payment of pension and provident fund claims up to the extent of 50 per cent of the proved dues has been made to over 2,000 former employees of Governments in Pakistan, while another 450 persons have been sanctioned interim relief payments. Relief payments have also been sanctioned to those who had invested their savings in post offices, postal cash certificates and postal life insurance policies in Pakistan, but had been unable to draw on these owing to Pakistan's failure to honour her obligations in this respect.

Displaced persons from East Bengal.- The 1951 census enumerated about 2,575,000 displaced persons or 515,000 families from East Bengal living in India. Of these, 337,000 families have been resettled on land. They have been given financial assistance amounting to 84.5 million rupees.

For urban displaced persons from East Bengal, two new townships are being built at Habra-Baigachi and Fulia, both in West Bengal. In addition, suburban extensions are being ~~xxxx~~ built to various towns and cities in the eastern region. All these measures would yield over 9,000 residential units.

Employment exchanges have placed nearly 29,000 displaced persons from East Bengal in jobs. Small loans sanctioned for business and trade amount to 42.4 million rupees. Technical and vocational training has been given to 7,000, while another 4,000 are under training.

About 38,000 unattached women and children and old and infirm persons are being looked after as a permanent State responsibility in homes and infirmaries scattered over the eastern region.

At the end of March 1951, the population of displaced persons in transit camps in the eastern region stood at over 100,000. A year later the number had come down to 44,000. As rehabilitation schemes make progress, it is hoped that this residue would also be dispersed to permanent rehabilitation sites.

(The Statesman, 9 June 1952).

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86. Demographic Problems.

India - June 1952.

India's Population Exceeds 356 Million:
Final Figures of 1951 Census.

India's population, according to the final figures of the 1951 Census recently released by the Registrar-General and Census Commissioner of India*, is 356,829,485, representing 12.5 per cent increase in ten years. The male population is 183,305,654 and the female population 173,523,831, a proportion of 947 females for 1,000 males.

The growth of population was general all over India excepting in the Punjab ~~xx~~ and the Andaman and Nicobar Islands. As compared with the ~~1951~~ 1941 figures, there was a decrease of 0.5 per cent in the Punjab and 8.6 per cent in the Andaman and Nicobar Islands.

India has been divided into six zones - north, east, south, west, central and north-west. The total population in north zone (Uttar Pradesh) is 63,285,742, registering an increase of 11.2 per cent compared with 1941. In East India, the rate of increase was 10.8 per cent, the total population being 90,080,297 - the east zone includes Bihar, Orissa, West Bengal, Assam, Manipur, Tripura and Sikkim.

In South India, the overall growth of population was 15.3 per cent in ten years, while in Coorg alone the rate of increase was 30.5 per cent. The total population of the region is enumerated as 75,600,804. There are 1,006 females in Madras and 1,008 in Travancore-Cochin for every 1,000 males.

The total population of Western India is placed at 40,661,115, Bombay State having a population of 35,956,150. The figures for Central India and North-West India are 52,267,959 and 34,972,597 respectively.

Over 82.8 per cent of India's population reside in rural areas. People in rural areas number 295,004,271 and people in urban areas 81,825,214.

* Census of India. Paper No.1 1952. Final Population Totals - 1951 Census. Manager of Publications, Delhi, 1952. pp.25, Price Annas 8.

The northern plains region and the peninsular hills and plateau regions are the most thickly populated areas, 247 million out of 356 million concentrating in these regions alone.

Classification by livelihood.- A novel feature of the census is economic classification of the people by livelihood categories and classes. The entire population of the country is divided into two broad livelihood categories, namely, agricultural and non-agricultural. Each category is divided into four classes.

The agricultural class in India is placed at 249,122,449 and the non-agricultural class at 107,571,940. The heads under which the agricultural class is subdivided are (1) cultivators of land wholly or mainly owned and their dependents, numbering roughly 167.3 million, (2) cultivators of land wholly or mainly unowned and their dependents numbering 31.5 million, (3) cultivating labourers and their dependents numbering 44.7 million, and non-cultivating owners of land receiving agricultural rent and their dependents, numbering 5.2 million.

The non-agricultural population is classified under four heads: (1) people and their dependents whose livelihood depends on production other than cultivation (37.6 million); (2) people whose livelihood depends on commerce (21.2 million); (3) people whose livelihood depends on transport (5.6 million); and (4) people whose livelihood depends on other services and miscellaneous sources (42.8 million).

(The Hindu, 2 June, 1952)

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CHAPTER 9. INCOME SECURITY.

INDIA - JUNE 1952.

92. Legislation.

Mysore Maternity Benefit (Amendment) Bill, 1952:
Provision for increased Maternity Benefits.

The Government of Mysore published on 11 June 1952, the Mysore Maternity Benefit (Amendment) Bill, 1952, to be introduced in the Mysore Legislature.

The Statement of Objects and Reasons, appended to the Bill, declares that according to ~~the~~ section 5 of the Mysore Maternity Benefit Act, 1937, every woman employed in a factory is entitled to payment of maternity benefit at the rate of average daily wage during a period of three months immediately preceding the date on which she gives notice under section 6(1) or at the rate of eight annas a day whichever is less, for the prescribed period. The representatives of labourers have represented to Government that this section may be amended by substituting the words "whichever is more" for the words "whichever is less" in order to enable women whose average daily wage exceeds eight annas to continue to get their daily wage during the period of confinement. The Government considers that this is desirable especially in view of the present high cost of living, a daily wage of eight annas being wholly inadequate. The Bill makes provision accordingly.

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(The Mysore Gazette, Extraordinary, 11 June 1952, Part IV, Section 2A, pp.1-2).

Travancore-Cochin: Draft Travancore-Cochin
Workmen's Compensation Rules, 1952.

The Government of Travancore-Cochin published on 3 June 1952 the draft of certain rules which the Government proposes to make in exercise of the powers conferred under the Workmen's Compensation Act, 1923. The draft rules deal inter alia, with review of half-monthly payments and commutation thereof, deposit of compensation with the Commissioner, reports of accidents, medical examination, the procedure to be followed by the Commissioners in the disposal of cases under the Act, scale of costs and fees payable in respect of proceedings before the Commissioner, and maintenance of registers.

(Travancore-Cochin Gazette, No. 23, dated
3 June 1952, Part I, Section IV, pp.1-30).

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94. Application.

India - June 1952.

Punjab: Working of the Workmen's Compensation Act, 1923, for the Year 1950.

The Government of Punjab published on 16 May 1952 its review on the annual report on the working of the Workmen's Compensation Act, 1923, for the year 1950 in the State of Punjab.

The consolidated statement forwarded by the various establishments covered by the provisions of the Act reveals that during the year there were ~~1,446~~ 1,446 accidents, of which 80 proved fatal, 102 resulted in permanent disablement and 1,264 in temporary disablement.

The total amount of compensation paid in respect of these accidents was 169,946 rupees 14 annas and 6 pias. The breakdown of this figure is given in the table given below:-

	Rs.	As.	P.
Deaths	95,610	0	0
Permanent disablements	56,290	10	3
Temporary Disablements	17,246	4	3

There was no case of death, permanent disablement or temporary disablement due to occupational diseases.

The total number of workmen to whom compensation was paid during the year was 114 (against 72 of the preceding year) and these related to-

Fatal Accidents	48
Permanent disablements	42
Temporary disablements	24

During the year under report only two prosecutions were launched by the Commissioners for compensation under the provisions of the Act.

The review states that the senior sub-judges in the State continued to ~~xxx~~ act as Commissioners for Workmen's Compensation under the provisions of the Act. There were 21 cases pending from the last year for award of compensation, and another 116 were received during the year under report. Of these 41 cases related to payment of compensation for fatal accidents, 43 to payment of disablements and 32 to temporary disablements. Out of these, ~~25~~ 97 were disposed of during the year 1950, leaving a balance of 40 cases at the close of the year.

There were 17 cases relating to proceedings other than award of compensation and deposits

including one case relating to disablement of women and persons under legal disability. Out of these, 15 were disposed of leaving a balance of two still pending at the end of the year.

The total number of cases of agreement was 59 including eleven left over from the last year. Of these, 45 related to payment of compensation for permanent disablement and 14 to temporary disablement. Fiftyone cases were disposed of (42 of the first category and 13 of the second category), leaving a balance of 4 cases undecided at the close of the year.

(Supplement to Part II of the Punjab
Government Gazette, No. 20, 16 May 1952,
pp. 53-54).

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

INDIA - JUNE 1952.

Chapter 5. Working Conditions and Living Standards

Mysore Labour (Administration) Act, 1952
(No. XVI of 1952). (The Mysore Gazette, Part IV,
Section 2B, 29 May 1952, pp. 103-104).

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