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INTERNATIONAL LABOUR OFFICE
INDIAN BRANCH

Industrial and Labour Development in August 1952.

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

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CHAPTER 1. INTERNATIONAL LABOUR ORGANISATION.

INDIA - AUGUST 1952.

11. Political Situation and Administrative Action.

Two New Ministers and Ten Deputy Ministers appointed: Mr. Abid Ali becomes Deputy Minister for Labour.

The appointment of two new Ministers (without Cabinet rank), ten Deputy Ministers and four Parliamentary Secretaries was announced officially at New Delhi on 11 August 1952. The Council of Ministers will now consist of 15 Cabinet Ministers, six Ministers who are not members of the Cabinet and 11 Deputy Ministers.

The names of the new Ministers and the Ministries to which they will be attached are as follows:-

Ministers: Dr. Punjabrao S. Deshmukh (Food and Agriculture).

Mr. D.P. Karmarkar (Commerce and Industry).

Deputy Ministers:- Mr. O.V. Alkagesan (Transport).

Dr. Margatham Chandrasekharan (Health).

Mr. M.V. Krishnappa (Food and Agriculture).

Mr. Keshav Dev Malaviya (Natural Resources and Scientific Research).

Sardar Surjeet Singh Majithia (Defence).

Mr. B.N. Datar (Home Affairs).

Mr. Abid Ali (Labour).

Mr. M.C. Shah (Finance).

Mr. J.K. Bhonsle (Rehabilitation).

Mr. A.K. Chanda (External Affairs).

Parliamentary Secretaries: Mrs. Lakshmi Menon (External Affairs).

Mr. B.R. Bhagat (Finance).

Mr. Shah Nawaz (Transport).

Mr. J.N. Hazarika (Prime Minister's Secretariat).

(The Statesman, 12-8-1952).

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Abid Ali was  
advised by  
4 members of the  
Delegation  
for the Montreal  
Conference.  
S.P.S.  
at Bombay 11/8/52.

CHAPTER 2. INTERNATIONAL AND NATIONAL ORGANISATIONS.

INDIA - AUGUST 1952.

25. Wage-Earners' Organisations.

West Bengal: Working of the Indian Trade Unions Act, 1926, for year ending 31 March 1949\*.

Number of unions.- According to the annual report on the working of the Indian Trade Union Act, 1926, in West Bengal for the period ~~on~~ 1 April 1948-31 March 1949, the number of registered trade unions on 1 April 1948 was 985; of these, registration in respect of 281 unions was cancelled or ~~withent~~ withdrawn for non-submission of annual returns for 1947-48, one union was dissolved and two unions were amalgamated into a new union which was registered during the year under review. To these were added 391 unions which were registered during the year. Thus there were 1,092 unions on the register at the close of the year 1948-49. Figures of registration of the previous three years were: 1945-46 - 90; 1946-47 - 286; and 1947-48 - 410.

The report says that the most important feature of the trade union movement in West Bengal during the year was the growth of trade unionism in tea industry. During the year 72 unions of tea garden labourers were registered. Besides unions of other industries, one agricultural union was also registered.

Number of unions submitting returns.- Out of 1,092 unions only 733 submitted their annual returns. Of these only 352 returns were received on or before 31 July 1949, although, in April, attention of all unions was drawn to the requirements of section 28 of the Indian Trade Unions Act. Notices under section 10 of the Act were also issued soon after 31 July to all unions which had failed to submit their returns by the prescribed date. As a result returns from another 381 unions were received up to the end of February 1950. The returns in respect of 575 unions including four federations were accepted and included in the report.

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\* Government of West Bengal: Home (Publicity) Department. Annual Report on the Working of the Indian Trade Unions Act, 1926; For the year ending 31 March 1949: Superintendent, West Bengal Government Press, Alipore, Calcutta: 1952. pp.106; Price Rs.3-8; or 5s.8d.

Membership.- The total membership reported by 571 unions (excluding four federations) in 1948-49 was 638,104 including 18,826 females, with an average of 1,117.5 membership per union as against 495,579 with an average of 977 membership shown by 507 unions in the previous year. The average membership of 534 State unions was 821.9 and that of 37 Central unions was 5,582.8.

The Central Railway group had the largest number of membership. Eighteen unions of this group had a total membership of 167,823 with an average of 9,523.5 members per union as against 2 unions with a total membership of 10,856 and an average of 5,403 per union at the close of the previous year. The East Indian Railway Employees' Association alone had the highest number of membership, its membership figure being 50,155.

Next in order of strength of membership was the State Dock and Port Trust Group. Six unions in this group had a total membership of 27,758 with an average of 4,626.3 per union as against 10 unions with a total membership of 17,167 with an average of 1,717 per union at the close of the previous year.

The three unions of Tramway Group (provincial) had a total membership of 11,705 with an average of 3,901.6 members per union as against the same number of unions with a total membership of 12,111 with an average of 4,037 in the previous year. Membership strength in this group appeared to have come down to some extent during the year.

The following table shows the membership strength of the unions:-

	Number of Unions.	Membership		Total
		Male.	Female.	
<u>Central Unions.</u>				
Employers.....	4	443	-	443
Employees.....	33	198,038	683	198,721
	37	198,481	683	199,164
<u>Provincial Unions.</u>				
Employers.....	5	3,151	3	3,154
Employees.....	529	417,646	18,140	435,786
	534	420,797	18,143	438,940
Total..	571	619,278	18,826	638,104
Federations.....	4	-	-	315
	575			

Income and expenditure.- The total income of the 571 unions was 2,742,889 rupees 5 pies in 1948-49 and, at the beginning of the year, there was an opening balance of 3,677,195 rupees 14 annas 3 pies. Out of the total income of 6,420,084 rupees 14 annas 8 pies (including opening balance) a total expenditure of 2,811,321 rupees 2 annas pies was incurred during the year. In 13 unions a total excess expenditure of



5,483 rupees was incurred over income during the year.

The highest average income was to be found in Central Textile group. Next in order of income was the Central Miscellaneous group.

Among State unions, the Tramway group had the highest average income during the year.

The Central Textile group had the highest average expenditure during the year under review.

The item representing the largest source of income in all groups was contribution from members amounting to 1,704,422 rupees 3 pies. The item which accounted for highest expenditure was "other expenses" which included, as usual, miscellaneous charges arising out of propaganda, organisation, annual conference, affiliation fee, delegation fee, grant to other unions, contingencies, etc.

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The total balance at the credit of ~~553~~ unions at the close of the year was 3,614,246 rupees 14 annas 6 pies.

Agricultural union.- Two unions under the names and titles "West Bengal Agricultural Employees' Association" and "Sarva Dharma Samanaya Krishak Samity" were registered during the year.

Activities of the trade unions.- The activities of the unions were mainly directed towards increases of pay and allowances or bonus, leave, gratuity, provident fund and taking up the case of dismissed, discharged or retrenched workers. Relief was obtained in a large number of the cases. Disputes were filed in 3,288 cases, besides 1,054 cases pending from previous year of which 3,143 were settled amicably and 102 were reported to Industrial Tribunal set up in the State. The report says that the question of recognition of unions also formed an important item of their demands. The present Act does not provide recognition of a trade union by the employer. With the enforcement of the Indian Trade Unions (Amendment) Act, 1947, there will be compulsory recognition of the unions by employers which represent ~~max~~ majority of the workers.

Federations.- At the close of the year under review there were six federations on the register. Of these, four had submitted their annual returns for 1948-49. The number of member unions affiliated to these four federations was 315. The federations showed a total income of 49,310 rupees 3 annas 3 pies and expenditure of 40,646 rupees 7 annas 3 pies.

CHAPTER 3. ECONOMIC QUESTIONS.

INDIA - AUGUST 1952.

31. General Economic Situation.

National Development Council set up.

With a view to furthering the objectives of the Five-year Plan, the Government of India has, by a resolution dated 6 August 1952, set up a National Development Council.

The resolution states that the Five-year Plan, which was published as a draft outline in July 1951, and, which would be shortly presented in its final form, expressed the common resolve of the Central and State Governments and of the people of India to achieve the maximum social and economic advancement of the country. The fulfilment of the Plan calls for nationwide co-operation in the tasks of development - co-operation between the Central Government and the States, the States and the local authorities, with voluntary social service agencies engaged in constructive work, between the administration and the people, as well as among the people themselves.

The Prime Minister, the Chief Ministers of all the States and the members of the Planning Commission will constitute the Council.

The main functions of the Council will be; to review the working of the National Plan from time to time; to consider important questions of social and economic policy affecting national development; and to recommend measures for the achievement of the aims and targets set out in the National Plan, including measures to secure the active participation and co-operation of the people, improve the efficiency of the administrative services, ensure the fullest development of the less advanced regions and sections of the community and, through sacrifice borne equally by all citizens, build up resources for national development.

The Council is to meet not less than twice a year.

(The Gazette of India, Extraordinary,  
Part I, Section 1, 6 August 1952, p.1861).

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33. Full Employment Policy.

India - August 1952.

Foreign Firms in India: Information regarding  
Employment of Indians and Non-Indians to be  
collected.

Fearing <sup>that</sup> many of the foreign firms have begun to replace Indian members of their superior staff by non-Indians, the Government of India has instituted an inquiry into the nationalities of high-salaried officials of commercial firms.

The Commerce and Industry Ministry is collecting information regarding the employment of Indians and non-Indians on salaries of from 300 rupees to 499 rupees, from 500 rupees to 999 rupees, and over 1,000 rupees. Details have been called for from all firms engaged in industry, trade, banking, insurance, shipping, public utility undertakings, and plantations, including agency firms.

Another aspect of the situation to which the notice of the Government has been drawn is that the distributive business which was in the hands of Indians in the past has slowly changed to foreign houses.

(The National Herald, 11-8-1952 ).

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54. Economic Planning, Control and Development.

India - August 1952.

Control over Essential Goods: Parliament's  
Power to legislate on Certain Items in State  
List extended.

The Council of States adopted on 22 July 1952, a resolution moved by Mr. T.T. Krishnamachari, Minister for Commerce and Industry, Government of India, extending till 15 August 1953 the power given to Parliament in August 1950 and continued in June 1951 (vide pages 17-19 and page 7 of the report of this Office for August 1950 and June 1951 respectively) to legislate in respect of trade and commerce within a State and with regard to production, distribution and supply of goods in the national interest.

(The Statesman, 23 July 1952).

Essential Supplies (Temporary Powers) Amendment  
Bill passed by Parliament.

Mr. T.T. Krishnamachari, Minister for Commerce and Industry, introduced in the Council of States on 23 July 1952 a Bill further to amend the Essential Supplies (Temporary Powers) Act, 1946.

The Statement of Objects and Reasons, appended to the Bill, declares that the Essential Supplies (Temporary Powers) Act, 1946, is due to expire on the 31 December 1952. This Act enables powers of control to be exercised in respect of certain essential commodities, namely, foodstuffs, cattle fodder, cotton and woollen textiles, raw cotton, cotton seed, paper including newsprint, ~~petroleum and petroleum~~ petroleum and petroleum products, spare parts of mechanically propelled vehicles, coal, iron and steel and mica. It is essential that these powers should continue to be available for some time more and even where such powers are not, in fact, being exercised at the present moment, they should continue to be available for use ~~or~~ in an emergency.

The present Bill, therefore, seeks to extend the life of the Essential Supplies (Temporary Powers) Act, 1946, up to and including the 25 January 1955, i.e., for the period during ~~in~~ which Parliament is enabled to make laws with respect to these matters, by virtue of Article 369 of the Constitution. Opportunity has also been taken to omit section 2A of the Act which has now become unnecessary.

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The Bill was passed by the Council of States on 30 July 1952 and by the House of the People on 11 August 1952.

(The Gazette of India, Extraordinary, Part II, Section 2, 24 July 1952, page 30; the Hindustan Times, 12 August 1952 ).

Essential Goods (Declaration and Regulation of Tax on Sale or Purchase) Act, 1952 (Act No. LII of 1952): Certain Goods declared essential for the Life of the Community.

The Essential Goods (Declaration and Regulation of Tax on Sale or Purchase) Bill, 1952, as passed by Parliament received the assent of the President on 9 August 1952 and has been gazetted as Act No. LII of 1952.

The Act declares certain goods specified in the schedule to the Act to be essential for the life of the community and provides that any law made after the commencement of the Act by the Legislature of a State imposing a sales or purchase tax on these goods should be reserved for the consideration of the President.

The goods declared essential for the life of the community include cereals, fresh and dried fruits, milk, meat, edible oils, gur, salt, all cloth, raw cotton, hides and skins, fertilisers, coal, cattle feeds, iron and steel, and books and periodicals.

(The Gazette of India, Extraordinary, Part II, Section 1, 9 August 1952, pages 265-266 ).

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36. Wages.

India - August 1952.

Mysore Iron and Steel Works: Incentive  
Bonus Scheme introduced.

The Government of Mysore published on 14 August 1952, its orders sanctioning for a period of two years from 1 July 1952, the introduction of an incentive bonus scheme in the Mysore Iron and Steel Works. The position will be reviewed at the end of the year.

The chief feature of the scheme is the grant of a production bonus to act as an incentive to higher production, any increase in cost due to payment of the production bonus being more than set off by reduction in unit cost under fixed charges. The entire works have been classified into production, semi-production and service departments.

The production bonus varies from 12 to 20 per cent of basic wages and salaries, including acting allowances in the case of production departments. The percentage of bonus proposed for semi-production and service departments is 75 per cent and 50 per cent respectively, of the average percentage of bonus of the production departments pooled together. The net savings to the works after payment of production bonus to those departments vary from 5,618 rupees to 42,559 rupees per month.

The bonus for a month is to be calculated on the average monthly production, based on the production for that month and, the preceding eleven months. But during the first year, it will be based on the average monthly production from the date of introduction of the scheme. The scheme will apply to all staff, from Superintendents downwards.

(The Mysore Gazette, Part I, 14 August,  
1952, pages 283-293 ).

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Rajasthan: Minimum Rates of Wages for  
Employment in Agriculture: Draft  
Proposals.

In exercise of the powers conferred under the Minimum Wages Act, 1948, the Government of Rajasthan has published its draft proposals to fix minimum rates of wages for employment in agriculture in the State. The proposed rates for time work are one rupee four annas a day for an adult male worker, fourteen annas a day for an adult female worker, and 14 annas a day for a child worker of or the age of 15 years. The proposals will be taken into consideration after 17 September 1952.

(Rajasthan Gazette, Part I, 19 July 1952, page 378 ).

Draft Rajasthan Payment of Wages Rules, 1951.

The Government of Rajasthan published on 7 June 1952 the draft Rajasthan Payment of Wages Rules, 1951, proposed to be made under the Act. The draft rules prescribe, inter alia, the procedure for the imposition of fines, and for the making of deductions under the Act, the extent to which advances of wages may be made, the registers to be maintained, the manner of publicising the days on which wages will be paid, etc. The draft rules will be taken into consideration by the Government after 2 August 1952.

(Rajasthan Gazette, Part III, 7 June 1952, pages 275-286 ).

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38. Housing.

India - August 1952.

Housing Programme for 1952-53: All-India  
Housing Conference, New Delhi, 25 and 26  
August 1952.

An all-India conference on housing was convened by Mr. Swaran Singh, Minister for Housing, to consider the Central Government's 90 million rupees housing programme for 1952-53. The meeting was attended by representatives of State Governments, employers' and workers'.

Housing programme.- The housing problem in India has become acute in the last decade owing mainly to rapid growth of population, increasing shift of population from rural to urban areas, and the liability of private builders to construct a sufficient number of houses owing to high costs and shortage of building materials. Rapid growth and concentration of industries in certain already industrialised areas added to the prevailing shortage. Attempts made since 1947 to deal with the problems of housing industrial workers and others in low income groups have met with only partial success in the absence of statutory provisions for the realisation of contributions from certain parties concerned.

The Central Government has now evolved a programme for the construction of a substantial number of houses of a minimum standard for industrial workers and others in low income groups, construction being carried out partly through Regional Housing Boards, where such exist, or through Governments, Central or State, and partly through employers, co-operatives of industrial workers and other co-operative house building societies. It is also felt that sufficiently attractive terms should be offered to State Governments and private employers to come forward and undertake large-scale construction. The schemes envisage the construction of 40,000 units, including single-storeyed and multi-storeyed tenements, during 1952-53.

The scheme provides for Central subsidies up to 50 per cent of the cost, and loans for the balance where houses ~~built for industrial workers by~~ would be built by Government. In the case of houses built for industrial workers by employers or co-operative societies, the subsidy would be 25 per cent of the cost and loans up to 37 1/2 per cent of the cost of ~~construction~~ construction might also be made available at a suitable rate of interest. But if an employer or co-operative society should seek a larger loan, that



is up to 50 per cent of the cost of construction, interest would be charged at a slightly higher ~~the~~ rate on the entire loan. Loans and subsidies to employers would be given direct by the Central Government, but loans to local bodies, co-operative societies and housing boards would be made through State Governments, which would guarantee them. State Governments and private employers would be required to repay Central Government loans within 25 years and 15 years respectively. Rents of single-storeyed and multi-storeyed tenements would however be so worked out as to be spread over the period of the loan's redemption up to 40 years.

Houses would be of standard specifications, subject to minor variations requiring the approval of Government. Single-storeyed tenements are intended for places where the land values are not exorbitant, and multi-storeyed tenements for towns where land values are high. A single-storeyed tenement is estimated to cost about 2,700 rupees and a multi-storeyed tenement about 4,000 rupees per house.

An important feature of the scheme is that rent will not generally exceed 15 per cent of the average earnings of a worker. Rents are expected to be about 11 rupees a month for a single room tenement and 17 rupees a month in the case of tenements in multi-storeyed buildings.

It is stressed that houses should not be built under the scheme in any area without the provision of attendant civic amenities, such as water supply, sewerage and lighting.

Loans and subsidies would not be payable for the housing ~~for~~ of the Central or State Governments except where these are employed by corporations or companies falling within the scope of the Employees' Provident Fund Act.

The plan includes provision for slum clearance which it is felt, should be one of the recognised activities of the housing programme. It is also suggested that there should be separate central legislation for housing in order to ensure uniformity among the various States and to deal with difficulties that may arise under the normal application of the Land Acquisition Act, Co-operative Societies Act, or Rent Acts. If a National Housing Act be passed, it is intended that in specific matters mentioned in the Act, its provisions should supersede those of a contrary nature in the general Acts.

Discussions.- Speaking at the meeting with State Government representatives, Mr. Swaran Singh said the Planning Commission had been working for a considerable time on the subject of housing and had concentrated upon evolving "something tangible which yields results". The plan before the conference was

the outcome of their efforts.

He pointed out that something should be done by the States to subsidize housing schemes so that building activity might be stimulated, while the burden upon the worker was not too great. The present scheme should be regarded as an attempt to translate that principle into effect. The basic principle of the scheme was the placing of a certain limit on rent; and it represented an attempt, by the grant of Central financial help, to evolve a scheme by virtue of which a share of the finance would fall upon the Centre, both by way of subsidies and loans. Declaring that the main responsibility for implementing the plan would devolve upon the State Governments, he said one of the points for consideration related to the enactment of Central legislation to implement the scheme's provisions, and in that connection he mentioned machinery for the speedy acquisition of sites and assessment and payment of compensation to owners of land wanted for building operations. Apart from these, there were problems which concerned provision of essential services such as water and electricity, transport, schools, dispensaries, medical aid and public health centres. All these would throw a heavy responsibility upon the States.

During the discussion, Dr. Jivraj Mehta (Bombay) asked for a guarantee regarding availability of ~~material~~ material and easy transport. Mr. K.P. Mookerjee (West Bengal) stressed the point that in his State the question of housing displaced persons was most acute. The State's requirements under the scheme would be 10 million rupees. Mr. Onkarnath Misra (U.P.) said his State preferred the present scheme to the earlier one but felt there was need for priority to be accorded for securing building materials. Uttar Pradesh required 20 million rupees for implementing the scheme.

At the meeting with employers, Mr. Swaran Singh said the success of the scheme would depend to a large extent upon the co-operation and support of the employers. Speaking for the employers, Mr. G.D. Birla stressed that environments and atmosphere were conducive to good work. He wanted better and more cheerful houses for labour. Mr. Sri Ram urged the Government not to be bound by the ~~plan~~ plan drawn up in the scheme.

Among the points made by workers' representatives were that rents should be 10 per cent and not 15 per cent, that there should be no subsidy for employers and that each flat should have its own lavatory.

Decisions. - ~~According to~~ Addressing the joint session of the conference, Mr. Swaran Singh held out a hope to non-industrial workers that from next year onwards some additional allotment might be made available for solving their housing problem. Ultimately, he said, this movement should embrace the whole country - not confined to ~~town~~ towns and cities alone but reaching practically every village. But the responsibility for this had to be shared by the State Governments as well as local bodies.

Summarising the results of the conference Mr. Swaran Singh said that while everyone realized the inadequacy of 90 million rupees in the context of the requirements of the country as a whole, everyone also appreciated the fact that it was quite an appreciable amount found out of the Central revenues, having regard to the prevailing conditions, especially in a sphere which ought to be more primarily the responsibility of the State Governments, local bodies, and, not the least, of the employers of labour themselves.

As was inevitable, slightly divergent viewpoints were expressed by the three groups of representatives, but these differences were more of detail than of principle. Disappointment was expressed by some people that greater preference was being shown to industrial labour even as against other low-income categories. This, however, was inevitable if there had to be any question of allocation of priorities within the limited quota of money available.

Referring to the point of principle raised by the Labour representatives, the Minister said that they had questioned the wisdom of the State giving an outright gift of 25 per cent of cost to private individual employers. Their view was that where there was such a State subsidy, the property should be owned by the State or some Government authority. He agreed that there was some force in their contention.

The conference generally approved the Government's scheme for providing houses to industrial workers and other low-income groups through the agency of State Governments, housing boards and co-operative societies by means of subsidies and loans on easy terms.

(The Hindustan Times, 26 and 27-8-1952).

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All-India Housing Association: Un-official  
Body formed.

An unofficial body called the All-India Housing Association has been formed in Delhi, to help fight the existing housing shortage in the country, by a large number of members of both the Houses of Parliament.

Mr. Mohan Lal Saxena, Member of Parliament, is the President of the Association and Mr. Om Prakash, Member of Council, Secretary.

The aims and objects of the Association are:-

1. To provide a common meeting ground for organisations and individuals engaged and interested in housing and to provide closer contact between those working on different aspects of the problem. 2. To collect all available data on housing and to act as clearing house for relevant information. 3. To publicise and evaluate new ideas in the field of housing by means of exhibitions, films, lectures and Central and Regional conferences. 4. To promote education and research into the various aspects of the housing problem and make the results of such research readily available. 5. To create conditions favourable to greater building activity in the country to fight the existing housing shortage prevailing amongst the poor and lower middle classes:- (a) By promoting the formation and extension of housing associations and cheap construction agencies throughout the country; (ii) By rousing the social conscience and making the people realise their responsibilities to these classes and by making them take greater interest in solving the housing problem; (iii) By reducing the cost of building low cost houses. 6. To act as a liaison between non-official housing organisations and the Government.

(Summarised from a folder issued by the  
Association setting out its aims and  
objectives ).

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39. International Economic Relations.

India - August 1952.

India's Trade with Pakistan: Agreement signed.

India and Pakistan signed a trade agreement on 5 August 1952 on the basis that trade between the two countries will not be confined to commodities mentioned in the schedules to the Agreement. The Agreement was subsequently ratified by the two Governments.

Valid from 8 August 1952 to 30 June 1953, the agreement covers 26 categories of commodities which can be exported from India and nine categories from Pakistan. Jute and coal have been excluded from the purview of the Agreement.

The various articles of the Agreement provide for mutual consultations in order to facilitate the working of the agreement, to regulate the supply and movement of goods between the two countries, and to alter, amend or add commodities to the two schedules.

Only commodities produced, processed or manufactured in India or Pakistan are covered by the schedules and both the countries have agreed not to permit the re-export of any of the commodities imported from the other country. Exports and imports are to take place through ordinary commercial channels, except, when necessary, on Government account. Such purchases and sales will be reckoned as within the terms of the Agreement. Licences are to be granted in accordance with the regulations in force in either country from time to time.

It has also been agreed that in respect of all commodities, whether included in the schedules or not, import and export licences in respect of the non-dollar currency areas will be valid for India and Pakistan as the case may be.

(The Statesman, 24-8-1952 )

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

INDIA - AUGUST 1952.

41. Agriculture.

Bombay Tenancy and Agricultural Lands  
(Amendment) Bill, 1952.

A Bill to amend the Bombay Tenancy and Agricultural Lands Act, 1948, was introduced in the Bombay Legislative Assembly on 19 August 1952.

The Act provides that no tenancy shall be for less than 10 years. The Bill seeks to provide that such tenancy will be renewed for a further period of 10 years; it will, however, be open to the landlord to terminate the tenancy at the end of each period if he requires it for personal cultivation. Other important features of the Bill are: a landlord must give three months' notice if he desires to terminate a tenancy; powers are given to the mamlatdars before whom an application for the eviction of a tenant is made on the ground of non-payment of rent, to give to the tenant one year to pay the arrears of rent if the failure of the tenant is due to the failure of crop or similar calamity; the Bill enables a tenant to get takavi loans by the mortgage of his interest in the land to the Government; the Bill provides that the purchase money might be paid by a protected tenant in a lump sum or in instalments not exceeding six. It also provides that in the case of backward classes, schedule classes, and scheduled tribes it should be open to Government to fix the maximum rate for the purchase of various kinds of lands.

(The Bombay Government Gazette, Part V,  
18 July 1952, pages 145-151;  
The Hindu, 22 August 1952 ).

Madras: Ordinance fixing Land Rents Promulgated.

The Government of Madras promulgated on 23 August 1952 an Ordinance to provide for the improvement of agrarian conditions in Tanjore district, fixing the rents payable by tenants to landowners in that district. The Ordinance came into force at once.

The Ordinance entitled the Tanjore Tenants and Pannaiyal (Protection) Ordinance 1952, provides that where the produce is to be shared between the tenant and the landowner, the tenant shall be entitled to two-fifths of the gross produce or such higher proportion as may have been agreed upon; and where the tenancy provides for any rent the tenant shall give

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the land-owner three-fifths of the gross produce or such lower proportion as may have been agreed upon. The tenant is not bound by any agreement which gives him less favourable terms.

The Ordinance also fixes the wages payable to pannaiyals (labourers) in accordance with the Mayuram agreement of 28 October 1948.

The Ordinance does not apply in respect of land held by a landowner in any village if the land held by him in such village does not exceed one veli (6-2/3 acres) which is either wet land or dry land irrigated from any Government source or three valis (20 acres) of dry land not irrigated from any Government source.

Provision is made for the reinstatement of cultivating tenants who were evicted by landlords in favour of other tenants or agricultural workers. The tenant is assured fixity of tenure for a five-year period, there being an option to continue the tenancy on the same terms for a further five-year period. For settling disputes conciliation machinery is to be set up.

(The Fort St. George Gazette, Extraordinary, Part IV B, 25 August, 1952; 11-51-58; The Hindu; 24 August 1952 ).

Punjab and East Punjab States Union:  
Ordinances for cultivation of Fallow  
Land promulgated.

The Rajpramukh of Punjab and East Punjab States Union promulgated on 18 August, 1952, two ordinances which aim at bringing uncultivable land in the State under the plough.

The first ordinance, entitled the PEPSU Utilisation of Lands Ordinance, empowers the Government to take possession of lands which remain uncultivated for two or more years. Such lands would be leased out by the Government to proper persons for a period of not less than seven years and not more than 20 for growing food, cotton or fodder crops. The Ordinance provides for due compensation to owners who are dispossessed of their land.

The second Ordinance, entitled Reclamation of Land Ordinance, empowers the Government to take possession of waste lands with a view to their reclamation. The owners of such lands would be liable to pay reclamation costs incurred by the Government. Such lands would not be kept by the Government for more than ten years.

Delhi: Land Reform Committee set up.

The Chief Commissioner, Delhi, has by an order dated 14 August 1952, set up a seven-man committee with Mr. Gopi Nath Aman as chairman to examine the question of land reforms in Delhi State. The committee consists of six non-officials and one official. The terms of reference of the committee are to work out proposals for a unified system of land tenancy which should contain adequate measure of agrarian reforms. The committee will also examine whether zamindari system should be completely abolished in the State. It will further undertake the revision of all relevant legislation on the subject.

(The Gazette of India, Part III, Section 3, 23 August 1952, p.900).

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CHAPTER 5. WORKING CONDITIONS AND LIVING STANDARDS.

INDIA - AUGUST 1952.

50. General.

Conditions of Labour in Principal Ports in  
India during 1951.

An enquiry into the labour conditions in the principal ports in India was conducted by the Labour Investigation Committee during 1944-45 and a report<sup>1</sup> on the results of the enquiry was published in 1946. More up-to-date material was collected from the ports in the years 1948 and 1950 and special articles based on the information thus collected were published in the Indian Labour Gazette<sup>2</sup>. Again, in September 1951 questionnaires asking for more recent information were sent to the five principal ports, viz., Bombay, Calcutta, Madras, Cochin and Vizagapatam and all these ports responded. The information thus collected is analysed in an article in the June 1952, issue of the Indian Labour Gazette.

Employment.- Employment during the year recorded a rise in all the ports except Bombay. The percentage of permanent employees formed 81 per cent of the total labour force. The number of women employed was only 458 out of 42,016 persons employed directly. There was no regular employment of contract labour, although such labour continued to be employed off and on.

Wages and earnings.- There has been no change in the basic rates of pay admissible to the workers, employed directly in the ports of Calcutta, and Vizagapatam since June 1950. In Madras, however, the minimum wages of women workers was raised from 25 rupees per month to 30 rupees per month from 18 March 1951. In pursuance of a demand by the workers' union for a modification of the rates of pay of certain types of workers, the Bombay Port Trust also revised the pay scales of workers employed in the docks and in the engineering and ports departments. These revised rates of pay were enforced from 1 August 1949. The port authorities of Cochin have

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1. Labour Investigation Committee - Report on an Enquiry into Conditions of Labour in Ports in India by Shri S.R. Deshpande. Manager of Publications, Civil Lines, Delhi.
  2. Indian Labour Gazette, July 1949 and January 1951.

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also revised the daily rates of wages of their workers. The monthly scales of basic pay for selected occupations in the four major ports in India are shown in the table below:-

Occupations.	Bombay	Madras	Calcutta	Vizagapatam
	Rs.	Rs.	Rs.	Rs.
1. Fitters.....	55-130	60-3-75 43-3-55 35-1-40	50-1-55 ) 40-1-50 ) 33-1-45 ) 35-1/2-40 )	
2. Turners....	55-130	60-3-75 ) 43-3-55 )	50-1-55 )	(a) 55-3-85-4- 93-E.B.-4- 125-5-130.
3. Carpenters.	55-130	60-3-75 ) 43-3-55 )	35-1/2-40 ) 40-1-50 )	
4. Boiler-makers.	55-130	60-3-75 ) 43-3-35 )		(b) 35-1-50-E.B.- -2-60.
5. Blacksmiths..	55-130	60-3-75 43-3-55	32-1/2-36 ) 40-1/2-45 ) 35-1-40 ) 30-1-40 )	
6. Painters.....	75-130 <del>40-2-60</del> 40-75	43-4-55 35-1-40	30-1-40 ) 38-1-45 ) 37-1/2-40 )	
7. Riveters....	40-2-60	60-3-75 43-3-55	32-1/2-36 ) 40 ) 60 )	Scale (a) above.
8. Hammermen....	35-1-50	35-1-40	30-1-35 ) 30-1-35 )	Scale (b) above.
9. Watchmen.....	30-1-35	30-1/2-35	30-1/2-35	30-1/2-35
10. Firemen.....	35-1-50 -2-60	30-1/2-35	30-1-40 ) 30-1/2-35 )	Scale (b) above.
11. Tindals.....	80-110 ) 70-3-85 ) 60-70 ) 55-65 ) 40-1-50 )	45-3-60	40-1-45 ) 37-1-42 ) 30-1-35 ) 30-1/2-35 )	(Scales (a) and (b) above).
12. Trolley-men.	35-1-40	30-1/2-35	30-1/2-35	Scale (b) above
13. Sweepers...	30-1-35	*	30-1/2-35	
14. Mazdoors...	30-1-35	30-1/2-35	30-1/2-35	30-1/2-35

\* Women sweepers are employed in the scale of Rs.25-1/2-30. It has been stated that the minimum basic wage of women Mazdoors have been raised from Rs.25 to Rs.30 per month from 18 March, 1951.

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In the case of contract labour employed in the Railway Department and the Chief Engineer's Department of the Bombay Port the wage rates are as under:-

Railway Department

Cotton Depot

Loading cotton bales.... Rs.6-4-0 per 100 bales  
 Unloading cotton bales.. Rs.4-6-0 per 100 bales

Grain Depot

Loading charges..... Rs.4-4-0 per 100 bags of grain  
 Unloading charges..... Rs.4-6-0 per 100 bags of grain  
 Loading miscellaneous goods..... Rs.0-1-6 per package.  
 Unloading Miscellaneous goods..... Re.0-1-3 per package.

Chief Engineer's Department

Scaler or Boiler Boys..... Rs. 3-14-0 per day  
 Painters..... Rs. 4- 0-0 per day  
 Tindals..... Rs. 5- 4-0 per day

In the Madras port, a shore labourer who is on the 'A' Register gets a retainer fee of 22 rupees per month if he is a mazdoor and 27 rupees per month if he is a mistri. Shore labour in the Madras Port get a dearness allowance of 15 rupees, house rent allowance of 7 rupees and compensatory allowance of 3 rupees per month. In addition they get one free meal per day. The worker on 'B' Register gets an attendance allowance, when no work is offered, of 8 annas per day if he is a mistry and 6 annas per day if he is a mazdoor.

Dearness allowance.- The rates of dearness allowance paid to workers in the ports of Bombay, Madras, and Cochin are regulated in accordance with the rates sanctioned by the Central Government for their own employees. Workers in the port of Vizagapatam get dearness allowance in accordance with the rates prevailing in the Railway Department of the Government of India. In Calcutta workers get dearness allowance at the following rates:-

<u>Pay</u>	<u>Dearness allowance</u>
Upto Rs.50 .....	Rs. 40 per month
Exceeding Rs.50 to Rs.70.	50 per cent of pay plus Rs.15 per month.
Exceeding Rs.70 to Rs. 100.....	Rs.50 per month.

In Bombay, workers who are in receipt of the revised cheap grain concession get dearness allowance at the rate of 17 1/2 per cent of basic pay plus 5 rupees per month. The rate is, however, subject to a minimum of 24 rupees per month in the case of

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those whose pay is below 40 rupees per month and 25 rupees per month in the case of those whose pay is 40 rupees per month and above. The number of workers who are governed by the scheme is stated to be only 500.

The minimum dearness allowance paid to 'A' category mazdoors in the Bombay Port is 40 rupees per month. The mazdoors on 'B' category and casual mazdoors get the dearness allowance at the rate of Rs.1-9-0 per day.

Compensatory allowance is also paid to the workers of the Calcutta and Bombay Ports. The rates are the same as those sanctioned by the Central Government for their employees at these stations.

Incentive bonus.- In the Bombay port registered and casual labourers numbering 20,701 earned bonus amounting to about 171,331 rupees. On an average each mazdoor earned bonus at the rate of 8 rupees 4 annas 5 pies per month. The bonus is paid as an 'incentive' and is directly related to out-turn.

Standing Orders.- ~~Standing Orders~~ Standing Orders relating to conditions of work, hours of work, shifts, etc., have been framed in the ports of Madras and Cochin. The Government of India has exempted the port of Bombay from the provisions of the Industrial Employment (Standing Orders) Act, 1946 subject to the conditions of that a pamphlet bringing together all the rules and regulations governing the conditions of employment is published and a copy thereof is supplied to each worker. The pamphlet, it is stated, has now been completed and is awaiting the sanction of the Government. In the Calcutta port, service conditions of workers are governed by the Commissioners' general rules.

Works Committees have been formed in the ports of Madras and Cochin only. In Calcutta arrangements were reported to be under way to form works committees. With the exception of Madras, all the ports have appointed Labour Officers to look after the welfare of labour and to investigate their complaints. The Bombay Port has a Lady Welfare Officer for the women workers.

Rest shelters.- All the ports except Vizagapatam have provided rest shelters where arrangements for drinking water also exist.

Leave and holidays.- There has been no change in the system of leave and holidays in any of the ports since June 1950.

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Overtime.- Overtime is worked in cases of emergency. Generally it is not compulsory but the ports of Bombay and Calcutta very often work overtime in their docks and engineering departments. Registers of overtime work are maintained in each port. Workers in these ports, who are not governed by the Factories Act are paid for overtime. In Madras, the rate is one day's pay for a day of 8 hours in the Marine Department and 1 1/2 times the ordinary rate for work done in excess of 48 hours per week in the Engineering Department. In Calcutta overtime is paid at the rate of 2 annas 11 pies per hour to piece-rate workers and 4 annas per hour to casual labour. Other workers are paid at the rate of 1 1/2 pies per hour per rupee of their basic pay. In Bombay overtime is paid at the ~~the~~ rate of 1 1/2 times the normal basic wage for work done beyond 8 hours a day. In Cochin overtime is paid at the rate of 1 1/2 times the daily rate for work done beyond 48 hours per week. In the Traffic Department, however, this allowance is paid on an hourly basis at the rate of 2 annas per hour for work done beyond the normal working hours on ordinary days and 4 annas per hour on Sundays and holidays.

In Vizagapatam overtime is paid according to a schedule approved by Government from time to time.

Housing.- In the port of Madras no change has taken place in regard to the provision of housing since January 1948.

At Vizagapatam 60 units of 'A' type quarters are available for workers. It is stated that 48 additional units are under construction. The percentage of workers thus housed is 10 and the rent recovered from the employees ~~from~~ for these quarters is 10 per cent of their pay. Others get house rent allowance ranging from 5 rupees to 7 rupees per month.

In the port of Cochin a few members of the staff engaged in essential services have been allotted quarters and 10 per cent of their pay is recovered from them as rent. Fifty per cent of the workers in the Port of Calcutta, it is stated, have been provided with housing accommodation. No rent is charged from Class IV employees. Workers not living in the Calcutta Port quarters are in receipt of house rent allowance at the rate of 10 rupees per month, if with family, and 5 rupees per month, if single.

No change has been reported by the Bombay Port Trust in regard to housing accommodation provided to their workers. Workers not provided with housing accommodation are in receipt of house rent allowance at rates varying from 10 rupees to 20 rupees per month.

Medical aid.- All the ports have replied that arrangements for medical aid have practically remained

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the same as in 1950. In the Madras Port, however, an out-patient department with a few beds for emergency cases fitted with ~~an~~ X-ray equipment is reported to have now been provided.

Canteens.- All the ports except the Vizagapatam port have provided canteens for their workers. Snacks and tea at cheap rates and cheap food in some cases are given.

Creches.- None of the ports provide creches except at the Pallavaram quarries in Madras Port.

Education.- In the ports of Bombay and Calcutta primary schools have been provided for the benefit of workers' children. It is stated that 629 children were in the Bombay Port Trust School and 1,000 in the Calcutta Port School. The expenditure incurred on these schools was about 30,000 rupees in each of the ports. In Bombay there is a night school for adult education. Ten scholarships of 25 rupees per month for 4 years each for the children of Class III employees and 10 scholarships of 10 rupees per month for 5 years each for the children of Class IV employees ~~are granted~~ are granted. It is stated that 35 literacy classes were held in the Bombay Port by the Bombay City Social Education Committee during the year. There are 10 scholarships granted for the workers' children in the port of Cochin. In Madras 6 scholarships, 3 for scholastic courses and 3 for collegiate courses are granted to the workers' ~~children~~ children.

Co-operative Credit Societies.- Arrangements by virtue of which workers can take loans payable on easy instalments exist in all the ports except the port of Cochin. It is stated that the Bombay Port Trust Co-operative Society had 7,581 members during the year ended 30 June 1951. During the year loans aggregating to 990,520 rupees were granted to 2,325 members by the Society. In Calcutta, there is a Loan Fund for Class IV employees from which loans are granted to permanent workers. The maximum amount of loan granted to an employee is six times his monthly pay or 300 rupees whichever is less.

Recreational facilities.- Recreational facilities have been provided by all the ports for their workers.

Libraries or reading rooms have been provided in the ports of Bombay, Calcutta and Vizagapatam. Cinema shows are also arranged for the entertainment of the workers in the ports of Calcutta and Bombay.

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Provident Funds.- The following table gives the number of workers contributing to Provident Fund and the amount contributed by the ports towards these funds in 1950.

Name of Port	No. of Workers contributing to Provident Fund.	Amount contributed by Ports.
		Rs.
Bombay .....	14,049	699,608
Calcutta.....	22,400	738,631
Madras.....	2,453	81,274
Cochin.....	685	19,700
Vizagapatam.....	1,836	76,929

Accidents.- The table below gives statistics of accidents and the amount of compensation paid during 1950 in the major ports.

Name of Port	No. of Accidents				Amount of compensation paid.
	Fatal	Major	Minor	Total	
Bombay.....	2	28	348	378	39,324
Calcutta.....	-	-	Not available	-	81,257
Madras.....	1	14	358	373	15,133
Cochin.....	-	7	29	36	259
Vizagapatam....	-	-	122	122	2,409

Industrial relations.- The workers in all the ports surveyed, have organised themselves into trade unions which have been registered under the Indian Trade Unions Act, 1926, and have also been recognised by the Port authorities. During 1950 only fourteen strikes were reported by the workers in the docks and ports have been reported. The number of workers involved in the strikes was about 14,458 and the number of man-days lost 46,310. Two industrial disputes in Bombay Port have been referred to the Industrial Tribunal at Dhanbad. The decisions of the Tribunal in both the cases are awaited.

(Indian Labour Gazette, June 1952).

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Plantation Labour in Assam Valley : Report on  
Wages and Conditions of Work.

The following information is taken from the report "Plantation Labour in Assam Valley" published by the Labour Bureau, Ministry of Labour, Government of India. During May-June 1951, the Labour Bureau conducted an enquiry into wages and conditions of work of plantation workers in 38 gardens of the Assam Valley and the present report is the result of the enquiry.

The report points out that one of the functions of the Labour Bureau is to keep up-to-date the information contained in the various reports of the Labour Investigation Committee. The present enquiry was, therefore, designed to bring the information contained in the Labour Investigation Committee's report on Conditions of Labour in Plantations up-to-date in regard to certain subjects as well as to supplement the information contained in the annual reports of the Controller of Emigrant Labour. The tea districts were divided into three zones and the enquiries in each were taken up by one officer. However, the officer in charge initiated the enquiries in the zones. The field work in connection with the enquiry covered a period of six weeks in May-June, 1951.

In all, there are 16 plantation circles (in addition to a few individual gardens not coming under any circle) in the Assam Valley. The number of gardens in each circle varies from 11 to 56 and the total acreage under tea from about 8,000 to over 40,000. The total number of gardens in the 16 circles (including the individual gardens) was 446. From the list of these 446 gardens which was arranged alphabetically for each circle the 1st, 19th, 37th, etc., were ticked, that is, every 18th garden was selected for the enquiry. In the sample thus drawn, however, it was found that two circles and the 6 individual gardens did not get any representation. One garden from each of these was, therefore, selected on a random basis. In four cases only an Indian owned garden in the circle figured in the sample. Without disturbing the basic sample, therefore, an additional European owned garden in each of these circles was selected.

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\* Publication No.13 - "Plantation Labour in Assam Valley" - published by the Labour Bureau, Ministry of Labour, Government of India (1951): Price Rs.2/6/-, pages 68. (DLB 7/700).



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Structure and organisation of the industry.- In Assam, tea is grown in the valley of the Brahmaputra on either side of the river and in Cachar. ~~The four important planting districts are, Golaghat, Jorhat, Pinsukia and Sibsagar.~~ The following table shows the distribution of ~~the~~ tea gardens by districts and the number of persons employed.

District	Number of Plantations.	Area under tea (Acres)	Number of persons employed (Daily average)			Plantation	
			Garden Labour permanent.	Outside Labour permanent.	Outside Labour Temporary.	Black Tea	Green Tea
1	2	3	4	5	6	7	8
		(Acres)				(Lbs.)	(Lbs.)
Cachar...	231	74,985	71,739	2,038	2,215	39,523,969	-
Goalpara.	10	3,531	3,997	198	259	3,588,081	-
Kamrup...	22	4,496	4,604	581	289	2,732,436	-
Darrang..	151	61,284	73,773	2,759	4,436	55,483,668	306,875
Nowgong..	46	12,216	11,502	1,027	1,579	8,106,894	-
Sibsagar.	282	105,211	128,084	9,652	8,689	77,800,605	-
Lakhimpur.	260	112,804	144,538	11,858	8,010	109,420,964	90,316
Sadiya....	2	657	643	-	42	329,931	29,836
Frontier Tract.							
<b>Total...</b>	<b>1,004</b>	<b>375,184</b>	<b>438,880</b>	<b>28,113</b>	<b>25,519</b>	<b>296,986,548</b>	<b>427,027</b>
ASSAM							

The estates are owned by joint-stock companies mostly registered in England. In recent years the proportion of Indian owned gardens is on the increase as a result of several Indians buying European owned gardens. In 1944 the area of Indian owned gardens was about 15 per cent of the total\*.

Employers' Associations.- There are two ~~important~~ important organisations of employers in the Assam Valley, namely, the Assam Branch of the India Tea Association and the Assam Tea Planters' Association. The Office of the Assam Branch of the Indian Tea Association is located at Dibrugarh and as its name suggests the Association is the branch of the Indian Tea Association at Calcutta and its general policy is governed by the directions of the Indian Tea Association. All the European owned estates are represented by the Association but it does not exclusively represent foreign planting interests.

\* Report on the Enquiry into the Conditions of Labour in Plantations in India, Delhi, 1946, p.15.

Several Indian planters are also members of the Association. The Assam Tea Planters' Association, the Office of which is located at Jorhat, represents Indian planting interests. Several Indian planters are members of both the Associations.

During 1949 the Assam Branch of the Indian Tea Association had in its membership 446 tea estates with an ~~acreeage~~ acreage of 280,523. In 431 cases the sizes of the estates were ~~available~~ available and 79 of these had an acreage of 1,000 or more; 143 had 600 and less than 1,000; 89 had 400 and less than 600; 92 had 150 and less than 400 and 28 had less than 150 acres. The Assam Tea Planters' Association has 196 tea estates in its membership with a planted area of 31,100 acres. Out of the 196 estates none had an acreage of over 1,000; only 2 had an acreage of between 600 and 1,000; only 7 had between 400 and 600; 79 had between 150 and 400; and the rest were below 150 acres.

~~Recruitment~~ Recruitment and employment.- The Annual Report on the Working of the Tea Districts Emigrant Labour Act gives figures of labour population living on the tea plantations of Assam. The labour population and the number of workers living in the tea estates in Assam Valley were as follows:-

Year	Labour Population			Number of Workers			
	Adults	Children	Total	Men	Women	Children	Total
1938-39	428,608	393,049	821,657	185,263	161,134	52,923	399,320
1939-40	428,193	401,800	829,993	186,655	162,173	55,000	403,828
1944-45	408,673	398,293	806,966	164,176	160,297	54,685	379,158
1945-46	409,525	399,307	808,832	168,364	143,234	62,640	364,238
1946-47	415,419	403,493	818,912	177,176	147,690	54,685	379,551
1947-48	418,600	411,795	830,395	175,773	151,580	52,454	379,607
1948-49	420,191	421,553	841,744	178,065	154,179	49,399	381,643
1949-50	424,600	427,750	852,350	190,067	161,529	52,199	403,792 ✓

In 1949-50 only 47.4 per cent of the total labour population living in the tea gardens in the Assam Valley was working on the estates. The trend of the population and of the number of workers shows that there was a fall in both during the war years. During the post-war years both labour population and the number of workers have been steadily increasing year by year and by 1949-50 the labour population living on the gardens as well as the number of workers among them was more than what it was in pre-war days.

Apart from the settled labourers on the gardens there are local people available for work. These are called bustee or faltu labourers and belong to the class of ex-garden labourers who have settled in the busteas (villages) on land of their own.

Recruitment for tea gardens in Assam is regulated by the Tea Districts Emigrant Labour Act. In recent years a large number of workers is also recruited locally. Against an annual intake of about 28,000 labourers from outside the State, 74,000 are recruited locally. Emigrant labourers are recruited mostly for the Assam Valley. During the ~~years~~ war years recruitment to Cachar registered an increase due to the need for replacement of estate labour recruited for the war projects. The important recruiting areas are Bihar, Orissa and Madhya Pradesh. About a fifth of the total emigrants coming ~~the~~ into Assam come as non-assisted emigrants.

One special feature of employment on plantations is that all members of the family, men, women and children, can get work. In the enquiry conducted into 25 European owned estates and 9 Indian owned estates the average number of workers on the books in 1950 for the European owned estates was 1.47 per ~~per acre~~ acre and the average daily employment was 1.15 workers while in the Indian owned estates the average was only 1.08 and 0.82 workers per acre respectively. Forty-seven per cent of the total number of workers on books in the European owned estates were men, 39.4 per cent women and 13.6 per cent children. In the Indian owned estates the proportion of men, women and children was 46.1 per cent, 39.7 per cent and 14.2 per cent. The proportion of men, women and children in the average daily working strength in European owned and Indian owned estates was 49.1, 37.1 and 13.8 and 49.0, 37.9 and 13.4 respectively. The average employment in factories on tea estates was 12.28 per cent of the total complement in European and 8.02 per cent in Indian owned estates. The proportion of men, women and children employed in factories was 74.0, 14.4 and 11.6 in European owned estates. In Indian owned estates children were not employed in the factories and the proportion of men and women employed was 63.2 ~~and~~ per cent and 36.8 per cent. About 40 per cent of the total labour force on Assam tea gardens consisted of women and about 14 per cent of children.

Of the children employed in the 25 European owned estates 2,306 and in 9 Indian owned estates 284 were between the ages of 12 and 14. That is, roughly 54 per cent of the children employed in the European owned estates and 63 per cent of those employed in Indian owned estates were between the ages of 12 and 14.

Absenteeism.- In the 37 gardens in Assam selected by the Labour Investigation Committee for their enquiries, the percentage attendance was 73 in 1939 and only 69 in 1944. The family budget enquiry conducted by the Labour Bureau in 1947 revealed that the percentage of attendance during 1946 was 78.32 for men, 70.32 for women and 74.11 for children.

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On an average absenteeism was also more ~~high~~ in Indian owned than in European owned estates being respectively 23.9 and 21.7 per cent.

Wages. During 1944 ~~when~~ the basic wages in the Lakhimpur District were 6 annas for men, 5 annas for women and 3 to 4 annas for children and the rates were one anna less in each case in other districts. At present the basic wages in all districts are 8 annas for men, 6 annas for women and 4 to 5 annas for children. Besides, the workers now get dearness allowance at the rate of 6 annas per day for adults and 3 annas for children. The total cash wages per day are now 14 annas, 12 annas and 7 to 8 annas for men, women and children respectively as against 5 to 6 annas, 4 to 5 annas and 2 to 4 annas in 1944.

The wage system on plantations in Assam has been based on what is known as the "hazira and ticca" system for several decades now. Hazira means the standard task for completing which the labourer gets his basic wage. The basic wage is also called hazira. Ticca means any ~~per~~ piece wage. Plucking on piece rates is invariably called ticca. Tipping, that is, plucking early and late in the season when the leaf is inadequate for most workers to earn their basic wage on piece basis, is paid for on hazira basis. The present system of wage payment is essentially a unit system in the sense that calculation of wages is based on a task related to 1 anna and a basic wage of 8 annas for men. If less work is done the workers get proportionately less wages. In short, the unit system has supplanted the former hazira and ticca system although the wage system still goes by the old name.

Wage calculation and payment in Assam is essentially on a piece basis. For pruning and cultivation work such as hoeing, forking and weeding, a task related to a unit of work for 1 anna is set and the workers get paid for at that rate for the work done. Plucking is also on the piece basis and the wages are calculated at one anna for 4 lbs. of green leaf on gardens on the South bank of the Brahmaputra and at one anna for 5 lbs. on gardens on the North bank. In a few estates to encourage the workers to start work early in the day leaf plucked up to 9 a.m. is paid for at the rate of 3 lbs. for 1 anna. Baskets of uniform size and weight are issued to the workers for putting the plucked leaf and taking it for weighing. Weighing is done by the Salter Spring balance which is set back to the extent of the weight of the basket. The leaf is weighed with the basket and the needle of the balance indicates the net weight of the

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leaf. The person incharge of weighment does not announce the weight but only the amount the worker has earned.

In the factory the workers are on time rates and earn their basic wage for 8 hours of work. In the slack season when some of the field workers are engaged on miscellaneous work which cannot easily be measured on a piece basis, such as repair of roads and bridges, putting up of fences, etc., they are paid on the time basis. All estates pay the pluckers on the time basis for the first few rounds of plucking usually called tipping. The time they are required to spend on the work is from 6 to 7 hours excluding an hour's interval at mid-day. Similarly towards the end of the flush season also plucking on time basis is followed.

Overtime wages.- Overtime work does not generally exist on the plantations except in regard to work in the factory which is regulated by the provisions of the Factories Act.

Wage period.- In 13 out of the 25 European owned estates the wage period was a fortnight and in the rest a week. Only in one out of the 13 Indian owned estates was the wage period a fortnight; in others it was a week. Wages are paid on a working day and the Manager himself or one of the Assistant Managers disburses the wages. Usually no fines are levied except for gross misconduct, such as, theft, etc.

Family earnings.- According to the family budget enquiry conducted during 1947, there were 4.15 members in the average family in Assam Valley consisting of 2.44 earners (1.17 men, 0.96 women and 0.31 children) and 1.71 dependents. Assuming that the family composition has not changed materially since 1947 the average family earnings during 1950 could be worked out by multiplying the average monthly cash earnings of men, women and children by 1.17, 0.96 and 0.31 respectively and adding up the results. The following table shows the average monthly cash earnings per family of 2.44 earners in the European and Indian owned estates. (The weekly cash earnings during March - May 1947 were 7 rupees 2 annas and 1 pie per family or reckoning that a month consists of 4.29 weeks, the monthly cash earnings were 30 rupees 9 annas and 5 pies).

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Average monthly earnings of a family of 2.44  
earners, 1950.

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	European owned estates			Indian owned estates		
	Rs.	As.	P.	Rs.	As.	P.
January .....	36	1	1	31	11	8
February.....	36	12	1	32	14	2
March.....	41	4	3	34	1	4
April.....	39	5	8	33	7	3
May .....	40	8	3	34	10	4
June.....	46	2	2	36	15	2
July.....	43	1	5	37	1	9
August.....	52	8	7	40	7	6
September.....	52	14	7	42	2	8
October.....	50	13	2	39	5	9
November.....	44	5	0	37	4	5
December.....	37	9	5	35	13	1

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The increase in the family earnings as compared to 1947 shown by the above figures is only to be expected because there has been an increase both in the basic wages and in the rate of dearness allowance as compared to 1947.

Concessions.- Apart from cash wages, plantation workers in Assam receive several concessions and amenities. Issue of foodstuffs at concession rates, grant of land for private cultivation, free fuel and facilities for the grazing of cattle are some of the important concessions, while free housing and medical treatment are among the important amenities enjoyed by the workers.

Hours of work.- Work on plantations does not follow any rigid pattern and the time taken for the completion of the task varies from one estate to another and from one individual worker to another. The tea factories on the estates, however, conform to the provisions of the Factories Act and factory workers work a 48-hour week. The pluckers on the tea estates usually work for 7 to 8 hours with a spreadover of 8 to 9 hours. In times of heavy flush work for an extra hour or so is also not uncommon. But the daily tasks in respect of cultivation work can be finished much sooner. Those engaged on hoeing usually take 3 to 5 hours to finish their hazira. Pruning takes 4 to 6 hours and forking and weeding also as much. The efficient and hard working labourers can finish their hazira in the minimum time given above and some do finish much earlier. The time taken by the less efficient and the less industrious workers is naturally more. The tasks are generally designed so that a worker of average skill and ability could complete them in about 5 hours.

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A rest interval of an hour is given to the workers by about mid-day. Usually those on cultivation work do not avail of the interval.

One day in a week is a holiday for the workers. Usually it is Sunday for field workers and Monday for factory workers as in the flush season the factory has to work on Sunday to manufacture the leaf plucked the day before. Several estates give two or three paid holidays during the year. These are usually for Independence Day, Puja and Holi.

Housing and Sanitation.— The housing provided was of three types: pucca, semi-pucca and kutcha. The distinction between one type and another was not very clear. For example, a house that was considered semi-pucca in one garden may be considered kutcha in another.

Usually each family was allotted a house and even though the house was mostly kutcha from the point of view of living space the plantation worker was in a much happier position than his confrere in factory industries. According to the information furnished by the Indian Tea Association there was a total of 139,477 houses on plantations in Assam Valley in their membership. Of those, 13,146 were stated to be pucca, 38,251 semi-pucca and 88,080 kutcha. In the 38 gardens included in the survey there were in all 13,185 houses. Comparable figures ~~the~~ of number of workers and total population, however, were available only in respect of 34 estates. In these 34 estates there ~~was~~ were 12,869 houses, for a population of 65,168, that is, an average of 5.06 persons including children per house. If only the workers were taken into account the density per house was only 2.69; and if only adult workers were reckoned it would have been only 2.31.

Housing of plantation workers was discussed in some of the tripartite conferences, and in the one held in November, 1950, the employers gave an undertaking that they ~~will~~ provide houses to the workers according to an agreed specification to the extent of 8 per cent every year and complete their housing programme in a period of 12 years. Up to the end of March 1951, tea estates in the membership of the Indian Tea Association had constructed 15,362 houses according to specifications.

Protected water supply has now become very common in the plantations. In several estates water is pumped into an overhead tank from which it is laid on to the workers' colony through pipes. Several estates provide tube wells. Although several estates have anti-malaria teams who are required to attend to drainage, much remains to be done in regard to this matter.

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In 26 out of the 38 estates sampled for the present enquiry no latrines were provided except one or two in the vicinity of the hospital and the factory. Even in the remaining 12, 11 of which were European owned gardens, the number of latrines was wholly inadequate. In all, there were in these 12 estates only 1,116 latrine seats for a total population of 28,755 or one seat per 25.8 persons. In three of these estates there were 711 latrine seats for a population of 7,462, that is, one seat for 10.5 persons. The inadequacy of the provision of latrines in the remaining 9 estates became all the more evident for ~~the~~ in those the average was only one seat for 52.3 persons. Except for 115 latrines of the septic tank type, 111 of which were in one estate, the rest were of the bore-hole type. The attitude of several employers appeared to be that even if latrines were provided the workers would not use them and, therefore, it would be a waste of money to build latrines.

Health and Welfare.- Free medical aid to the workers and their dependants has been a feature of the welfare activities on plantations for several years. Out of the 38 estates included in the sample, in two Indian owned ~~estates~~ gardens there were no arrangements whatever for medical treatment. All the European owned estates had resident qualified Assistant Medical Officers and had besides a visiting Medical Officer who generally visited the estates once a week or once a fortnight and gave directions, etc., to the Assistant Medical Officers. Each ~~European~~ European owned estate had a well-equipped dispensary and several had hospitals. The hospitals generally contained 8 to 30 beds and some had as many as about 100.

In case of sickness the workers were paid a sickness allowance at the rate of 9 annas 6 pies per day for adult and half their daily basic wage plus 2 annas for miners for a period of up to two weeks in any year. Besides the cash allowance the workers were also entitled to the existing food concessions during this period.

Education.- ~~There~~ Education of children in tea gardens had not received the attention it deserved. In three out of the 25 European owned estates and in four of the 13 Indian estates no schools were provided. Even in the remaining 31 estates the total number of children on the registers was only 1,648.

Adult education was receiving more attention although there was nothing to suggest that even the fringe of the problem had been touched. In six of the 25 sampled European owned gardens and in three of the 13 Indian gardens adult classes were run. Generally the school shed is used in



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the evening for this purpose and the school teacher conducts the adult classes also. The attendance was between 20 and 30 workers and women did not usually attend these classes. In one estate the adult class had been organised by the trade union.

Recreation.- Except for a monthly cinema show in some estates and occasional dance and magic performances not much was done by way of providing facilities for the workers' recreation. In some estates situated near the forests the managers frequently organise shikars (hunting) and the workers are given the meat of the kill. In other estates also hunting small game is a favourite pastime of the workers. Most estates doubtless provide a foot-ball ground and some even provide sports equipment such as foot-balls, hockey sticks, etc., but only in a few estates are games really encouraged.

Canteens.- Neither cooked food nor tea and snack canteens were found in the tea gardens. Once or twice during working hours the managements provide free liquid tea to the workers. No sugar, gur or milk is added but the infusion is salted. Some estates instead of giving liquid tea provide each worker with about half a pound of tea per month. In some cases the workers are charged the excise duty on this account while in others the managements themselves pay the excise duty. Drinking water is also provided to the workers in the field through paniwalla (water suppliers) specially appointed.

Industrial relations.- The tea industry has a unique record of being almost completely free from industrial strife, according to the publication.

Giving figures regarding strikes in the estates under the Indian Tea Association, the publication disclosed that in Assam Valley, there were only 14 strikes involving 8,317 workers in 1949 and 25 involving 14,046 workers in 1950; in Cachar, the figures were 4 strikes involving 2,226 workers in 1950, 1949, and 2 strikes involving 4,525 workers in 1950.

Assam Valley alone employs about a million workers.

Number of man-days lost in Assam Valley were 21,270 in 1949 and 17,890 in 1950, and in Cachar 2,975 and 10,336. Wages lost during these two years were 13,802 rupees and 13,150 rupees in Assam Valley and 1,670 rupees and 5,359 rupees in Cachar.

Loss of production owing to the strikes amounted to 116 and 690 maunds (1 maund = 82.27 lbs.) of tea in 1949 and 1950 respectively in Assam Valley, and to 300 to 222 maunds in Cachar.

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The Repealing and Amending Act, 1952  
(Act No. XLVIII of 1952).

The Repealing and Amending Bill, 1952 (vide page 28 of the report of this Office for June 1952) as passed by Parliament received the assent of the President on 2 August 1952 and has been gazetted as Act No. XLVIII of 1952. The Act repeals inter alia, the Coal Mines Labour Welfare Fund (Amendment) Act, 1949, the Dock Workers (Regulation of Employment) Act, 1949, ~~and section 5 of the Industrial Amendment Act, 1949,~~ the Indian Emigration (Amendment) Act, 1949, and section 3 of the Industrial Disputes (Banking and Insurance Companies) Act, 1949.

(The Gazette of India, Extraordinary,  
Part II, Section 1, 2 August 1952,  
pp. 251-260 ).

Madhya Pradesh Unregulated Factories Repealing  
Act, 1952 (Madhya Pradesh Act No. VII of 1952 ).

The Madhya Pradesh Unregulated Factories Repealing Bill (vide page 29 of the report of this Office for June 1952), as passed by the Madhya Pradesh Assembly, received the assent of the Governor of Madhya Pradesh on 23 July 1952 and has been gazetted as Act VII of 1952. The Act repeals with immediate effect the Central Provinces and Berar Unregulated Factories Act, 1937 (Act XXI of 1937).

(The Madhya Pradesh Gazette, Part IVB,  
25 July 1952, page 154 ).

Mysore Gold Mines Rules, 1952, and Mysore  
Gold Mines Regulations, 1952: Draft published.

The Central Government published on 23 August 1952 the draft of the Mysore Gold Mines Rules, 1952, and the Mysore Gold Mines Regulations, 1952, proposed to be made in exercise of the powers conferred under the Mines Act, 1952.

The draft Mysore Gold Mines Rules, 1952, which apply only to gold mines in the State of Mysore, deal, inter alia, with posting of notices and rules under the Act, sanitary and health arrangements, first aid and medical appliances, and fire rescue brigades.

The draft Mysore Gold Mines Regulations, 1952, which apply only to gold mines in the State of Mysore, deal, inter alia, with measures relating to surface protection, underground workings, prevention of fall of things and persons, shafts

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and outlets, inclines, windings, raising and lowering of persons, signals, travelling and ladder ways, ventilation and lighting, use of explosives, blasting, regulation of the use of machinery, notices of accidents, the plans to be kept by the owner of the mine, etc.

The draft and regulations will be taken into consideration by the Central Government after 29 November 1952.

(The Gazette of India, Part II, Section 3, 23 August 1952, pp. 1311-1339 ).

Mysore Factories Rules, 1952, published.

The draft Mysore Factories Rules (vide page 39 of the report of this Office for December 1951) have been approved by the Government of Mysore and published on 21 August 1952. The Rules deal inter alia, with registration of factories and grant of licences, powers and duties of the inspecting staff, provisions relating to health, safety and welfare, working hours of adults, employment of young persons, leave with wages, special provisions relating to dangerous operations, and notification of accidents.

(The Mysore Gazette Part IV, Section 20, 21 August 1952, page 361(1-155) ).

Rajasthan Weekly Holidays Rules, 1952, gazetted.

The Government of Rajasthan gazetted on 2 August 1952, the Rajasthan Weekly Holidays Rules, 1952, made in exercise of the powers conferred under the Weekly Holidays Act, 1942. The Rules define the persons who shall be deemed to be employed in a confidential capacity for the purpose of exemption from the provisions of the Act, and prescribes the method of inspection and the registers to be maintained for carrying out the purposes of the Act.

(Notification No. F.15(5) Lab/52, dated 26 July 1952, Rajasthan Gazette, Part IVB, 2 August 1952, pages 131-135 ).

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Travancore-Cochin Factories Rules, 1952,  
published.

The Government of Travancore-Cochin published on 15 July 1952 the Travancore-Cochin Factories Rules, 1952, made in exercise of the powers conferred under the Factories Act, 1948. ~~The Rules~~ The Rules deal, inter alia, with registration of and grant of licences to factories, powers and duties of inspecting staff, provisions relating to health, safety and welfare, working hours of adults, employment of young persons, leave with wages, and special provisions relating to dangerous operations.

(Travancore-Cochin Gazette, No. 29, Part I,  
Section IV, 15 July 1952, pp. 1-142 )

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52. Workers' Welfare and Recreation.

India - August 1952.

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

The Government of Assam published on 16 July 1952 the Welfare Officers (Recruitment and Conditions of Service) Rules, 1952, made in exercise of the ~~powers~~ 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.

(Notification No. GLR 118/51 dated 8 July 1952, the Assam Gazette, Part IIA, 16 July 1952, pp. 1191-1192 ).

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

The Government of Bombay gazetted on 14 August 1952, the Welfare Officers (Recruitment and Conditions of Service) Rules, 1952, made in exercise of the powers conferred under the Factories Act, 1948. The rules prescribe, inter alia, the duties, qualifications and conditions of service of welfare officers to be appointed under the rules.

(Notification No. 44/48, dated 7 August 1952, the Bombay Government Gazette, Part IVA, 14 August 1952, pp. 874-876 ).

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53. Women's Work.

India - August 1952.

Employment of Women in Open-cast Mines:  
Exemption.

In exercise of the powers conferred by section 83 of the Mines Act, 1952, the Central Government has, by a notification dated 9 August 1952, exempted all open-cast mines from the operation of section 46 of the said Act in so far as it prohibits the employment of women in any such mine between the hours of 6 a.m. and 7 p.m. (Section 46 of the Act prohibits the employment of women at any time of the day or night in any part of a mine below the adjacent ground level and the employment of women in a mine above ground between the hours of 7 p.m. and 6 a.m.; the Central Government may however vary the hours of employment of women above ground so that no employment of women between the hours of 10 p.m. and 5 a.m. is permitted thereby ).

(Notification SRO 1395 dated 9 August 1952, the Gazette of India, Part II, Section 3, 9 August 1952, page 1251 ).

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55. Protection of Minors.

India - August 1952.

Working of the Employment of Children's Act,  
1938, on Railways during 1948-1949.

The following is a summary of the report on the working of the Employment of Children Act on Railways during 1948-49, issued by the Chief Labour Commissioner. The Act, applicable to Federal Railways and Major Ports, prohibits the employment of children in certain occupations and such employment is an offence punishable by fine up to 500 rupees.

The Chief Labour Commissioner, the Regional Labour Commissioners (Central) and the Labour Inspectors (Central) are appointed as "inspectors" for purposes of the Act. During the year 1948-49 they carried out inspections of 755 establishments. One hundred and thirty-two cases of irregularities were detected. Most of the irregularities were due to the lack of knowledge of the provisions of the Act on the part of the new contractors. Railways do not employ children in protected occupations but railway officials are charged with the responsibility of seeing that children under 15 years of age are not employed under them and also that within their jurisdiction they are not permitted to work in the prohibited employments. The officers of the Industrial Relations Machinery have been taking the necessary steps for acquainting all Railway contractors with the essential provisions of the Act.

(Indian Labour Gazette, June 1952)

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58. Social Conditions.

India - August 1952.

Madras: School of Social Work opened by  
Chief Minister.

On 5 August 1952, Mr. C. Rajagopalachari, Chief Minister, opening the Madras School of Social Work, regretted the drying up of private charity and said that the effort of social service organisations should be directed towards attracting members of wealthy families to get trained for and engage in social service. The purpose of real social service, he said, was to remove differences in resources among the people. When rich persons with the proper temperament and training engaged in social service, they could help in removing these differences. He hoped that candidates trained in the institution would find employment in various social service institutions and that those in charge of the school would make sure they received good training.

Mr. V. Bhashyam Iyengar, Chairman of the Committee of the School, welcoming Mr. Rajagopalachari and other guests, gave the history of the Guild of Service and the Madras Branch of the Conference of Social Work, under whose auspices the School was being started, and said that the Guild was not only a Federation of various social service and welfare organisations but it had also directly done a good deal of social work in slums, visiting hospitals, establishing destitutes' homes, etc. Mrs. Mary Clubwala was "the central moving figure", in these organisations and their activities. He urged that the School should be taken over by the Government as it was difficult for a private organisation to run such an institution at the standard it should be maintained.

Miss Brockway, Vice-Chairman, said that such schools helped people to learn how to run social service "in a better way". As one who had long been in this country she could say that schools of social service in other centres had good records of work. She was "an enthusiastic teacher" but she also realised that they did not go out among the people or deal with their many problems. The opening of the ~~new~~ institution, she hoped, would help them to realise the need to co-ordinate the work with other agencies outside.

Mrs. Clubwala, Honorary Secretary, presented a report of the School. She said that the School represented a land mark in the field of voluntary social work in Madras. Despite numerous disappointments and discouragements, they had proceeded with



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the work of starting the school, relying on the courage of a few workers. It supplied a long felt want in the City and the State. Some time back a Committee was constituted to discuss plans for starting such a school and though a scheme was drawn up, it was shelved. It was subsequently taken up again and a detailed budget prepared with a non-~~recurring~~ recurring expenditure of 20,000 rupees and a recurring expenditure of 20,000 rupees. The idea, however, was later dropped by the Minister for Education.

Early this year, Lady M. Venkatasubba Rao offered a cottage for housing the School and Mrs. Lakshmi Ammal offered her services as Honorary Director. These two offers gave them courage to start the School.

Mrs. Clubwala said that the curriculum of studies for the School had been carefully prepared by experienced workers and the Government also lent its ~~their~~ officers to help in this connection. They had taken 25 students, including 18 graduates, and seven under-graduates from all over the State for training. The Government had lent some of its lecturers and teachers. She appealed to the Chief Minister to help the School with Government recognition and grants which would enhance its prestige and its usefulness.

(The Hindu, 6-8-1952 ).

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CHAPTER 6. GENERAL RIGHTS OF WORKERS.

INDIA - AUGUST 1952.

61. Civil and Political Rights of Workers.

Preventive Detention (Second Amendment) Bill,  
1952, passed by Parliament.

The Minister for Home Affairs and States, Mr. K.W. Katju, introduced in the House of the People on 9 July 1952, a Bill further to amend the Preventive Detention Act, 1950 (Act IV of 1950).

The Statement of Objects and Reasons, appended to the Bill, declares that the Preventive Detention Act, 1950, is due to expire on the 1 October 1952. The primary reason for the enactment of this legislation is to protect the country against activities intended to subvert the Constitution and the maintenance of law and order or ~~the~~ to interfere ~~the~~ with the maintenance of supplies and services essential to the community. Attempts to do so, though considerably reduced in tempo, have not ceased and it is considered essential that the powers conferred by the Preventive Detention Act should be continued. Instead of going to Parliament year after year for the extension of the life of the Act, it is proposed to extend its life up to 31 December 1954. At the same time, a maximum period of detention has been provided in the Bill, ~~as~~ so that no person will hereafter be detained for more than twelve months from the date of confirmation of the detention order, while those already in detention may be detained until ~~the~~ 1 April 1953 or until the expiry of twelve months from the date on which their detention orders were confirmed, whichever period expires later.

Under the existing Act detention orders passed by prescribed authorities are not subject to confirmation. Provision ~~has~~ has now been made that the orders passed by them hereafter shall be subject to the approval of the State Governments within a period of fifteen days. Under the Act an Advisory Board may hear a detenu in person if it considers it essential to do so. Provision has now been made that a detenu shall be heard in person if he desires to be so heard. The Bill makes also certain other minor provisions.

The Bill was passed by the House of the People on 6 August 1952 and by the Council of States on 12 August 1952.

(The Gazette of India, Part II, Section 2,  
19 July 1952, pages 245-247 )

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

India - August 1952.

Working of the Payment of Wages Act, 1936  
on Railways during 1948-1949

The following is a summary of the annual report of the Chief Labour Commissioner (Central) on the working of the Payment of Wages Act on Railways during 1948-49.

The Chief Labour Commissioner continued to be in charge of the administration of the Act. Irregularities were reported to the Heads of Railways either direct or through the Regional Labour Commissioners. Minor irregularities were rectified by the Inspectors through personal discussions on the spot with the supervisory staff of the Railways. In addition, the Conciliation Officers also inspected selected Railway establishments, with a view to ensuring proper working of labour enactments.

Number of persons employed.- All persons employed directly or through contractors in Indian Railways including workshops, who are getting below 200 rupees per month are covered by the Payment of Wages Act in so far as Railways are concerned. The total number of persons thus governed by the Act during 1948-49 was approximately 1,354,612; of this, the number employed by contractors was 517,946 and those directly employed was 836,666.

Number of inspections made.- During the year under report, 3,202 establishments including Railway establishments, contractors' establishments and offices of the Paymasters were inspected.

During the year 8,622 cases of irregularities were reported. These related mostly to the non-payment of wages in time. Next in importance were the irregularities relating to non-display of notices specifying lists of acts and omissions in the prescribed manner. In the Eastern Zone there were 148 instances in which fines were imposed in excess of the permissible limit. Of the irregularities referred to the administrations, 2,571 cases were rectified, 107 were objected to and 5,944 remained under consideration towards the close of the year.

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Registers were not properly maintained either in the Paymasters' establishments or by the contractors. During the year there were 5,559 cases of non-payment of wages in time. Of these 1,555 occurred in the Southern Zone. In the Eastern Zone 1,624 cases of delayed payment of wages were brought to the notice of the authorities. No such cases were noticed in the contractors' establishments of this zone. The usual explanations given were that the delay was due to oversight on their part or the employee concerned was absent on the due date of payment or was on medical leave at the time of payment, etc. In the Western Zone 2,400 cases of delayed payment were detected. Most of the cases related to the staff coming from Pakistan regarding the non-payment of dues prior to partition period or of annual increments. Railway administrations were requested to take steps and they reported that it would be possible to do so only by the end of the year under report.

There was considerable increase in the cases of imposition of fines. In the Southern Zone 58 cases were detected by Labour Inspectors wherein fines were imposed in excess of the permissible limits. There were 30 cases in which recovery of fines was made after the expiry of 60 days. These cases were taken to the Railway administrations concerned for refunding all irregular recoveries made by them. In the Eastern Zone 352 cases of this type were noticed as against 34 last year. In the Western zone only 30 cases of irregular recovery of fines were reported. The total amount of fines imposed during the year came to 22,986 rupees 10 annas 9 pies. Deductions for damages or loss amounted to 126,181 rupees 11 annas 6 pies.

During the year under review no breaches of the provisions relating to deductions for amenities and services were noticed. In the B.B. and C.I. Railway only 4 cases were detected in which the deductions towards recovery of dues in respect of co-operative societies were made in excess of the prescribed limits.

Average annual earnings.- A summary of the annual returns submitted by the Railway administrations showing the number of persons employed, the amount of total wages paid and the average annual earnings in 1948-49 and 1947-48 are given in the following statement:

Table on next page

	No. of persons employed	Total wages paid			Average annual earnings in 1948-49	Average annual earnings in 1947-48
		Rs. As. P.				
Southern Zone -						
Non-Factory labour	300,784	222,480,040	7 0	781.0	614.5	
Factory labour.	96,942	99,569,250	6 0	933.5	698.1	
Western Zone -						
Non-Factory labour	41,629	29,273,954	8 0	703.2	508.2	
Factory labour	5,507	3,527,333	10 0	640.2	422.1	
Eastern Zone -						
Non-Factory labour	284,675	190,508,425	2 6	669.2	605.8	
Factory labour	88,499	65,544,815	1 0	740.6	657.9	
Total -						
Non-Factory labour	627,088	442,262,420	1 6	705.3	505.0	
Factory labour	190,948	168,641,379	1 0	883.2	619.0	
Grand total.	818,036	610,903,799	2 6	746.8	525.3	

(Indian Labour Gazette, June 1952).

Payment of Wages Act, 1936, extended to Mines.

The draft notification (vide page 72 of the report of this Office for February 1952) to extend the provision of the Payment of Wages Act, 1936, except sub-section (4) of Section 8 thereof, which at present extend to all classes of persons employed in mines, in the rest of India except the State of Jammu and Kashmir, has been approved by the Central Government and gazetted on 2 August 1952.

*in certain parts of India,  
to the payment of wages  
to all classes of persons  
employed in mines*

(Notification No. SRO 1340 dated 29 July 1952, the Gazette of India, Part II, Section 3, 2 August 1952, page 1171).

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Punjab: Minimum Wages Act to be applied to  
Textile Industry.

In exercise of the powers conferred under the Minimum Wages Act, 1948, the Government of Punjab has notified its intention to add "employment in textile industry" to Part I of the Schedule to the said Act after 19 October 1952.

(Notification No.7136-LP-52/3685  
dated 19 July 1952, Punjab  
Government Gazette, Part I,  
25 July 1952, page 1116).

66. Strike and Lockout Rights.

India - August 1952

Assam: Inland Steamer Services, Rice and Oil Mills and Motor Transport Services declared Public Utility Services.

In exercise of the powers conferred under the Industrial Disputes Act, 1947, the Government of Assam has declared the following industries to be public utility services for the purposes of the Act for the periods noted against them.

- (1) All inland services in Assam - For a period of six months from 16 May 1952.
- (2) Rice and Oil Mills in Assam - For a period of six months from 14 June 1952.
- (3) All motor transport services in Assam undertaken by public carriers and stage carriage operators as defined in the Motor Vehicles Act, 1939 - For a period of six months from 14 June 1952.

(Notification No. G.L.R. 86/50/30 and G.L.R. 86/50/31, dated 7 July 1952, the Assam Gazette, Part IIA, 16 July 1952, page 1187).

Uttar Pradesh: Sugar Industry declared a Public Utility Service.

In exercise of the powers conferred under the U.P. Industrial Disputes Act, 1947 (U.P. Act XXVIII of 1947) the Government of Uttar Pradesh has declared the sugar industry and every undertaking connected with the manufacture or distribution of sugar to be a public utility service for the purposes of the Act for a period of six months from 10 August 1952.

(Notification No. 5008(ST)/XVIII(LA)-32(ST)-52 dated 30 July 1952, Government Gazette of Uttar Pradesh Part I, 9 August 1952, p.742).

67. Conciliation and Arbitration.

India - August 1952

Basis for Voluntary Conciliation needed:  
Mr. Giri's advice to Labour Officials



Mr. V.V. Giri, Minister for Labour, Government of India, inaugurating a conference of officials of the Union Government's industrial relations machinery, held at Delhi on 21 August 1952, pleaded for the drilling of industrial relations machinery on the basis of voluntary conciliation and voluntary arbitration.

The session was attended by the Chief Labour Commissioner, Regional Commissioners of Labour and Conciliation Officers from all the States. Mr. Giri said that in the Industrial Relations Bill that might be framed he would most probably not be in favour of any courts at all. "If we have them", he said, "they will be only as a standby, like the military and police, in case of some trouble". He asked Conciliation and Labour Officers to work in such a way that they would not have to rely on courts to come to their help in adjudicating disputes.

Labour and Conciliation Officers should not identify themselves either with the employers' workers' organisations or the workers themselves, but they should try and persuade and influence public opinion as well as employers and workers, to have sound trade unions based on democratic ideals. Mr. Giri advised them to understand the labour point of view first, because the workers did not have efficient organizations to put forward their case. The employer was shrewd, had money and staff, technical and otherwise, to prepare his case.

Mr. Giri said he believed "in the internal settlement of trade disputes at the level of the industry". He asked the officers "to play your part to see that employers and workers are actively encouraged in every manner to settle disputes at the level of the Industry". He added that if those methods were encouraged by the Government and public opinion and employers and workers, 80 per cent. of the disputes might be conveniently settled.

(The Statesman, 22 August 1952)



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Industrial Disputes in India during 1951.

A review of industrial disputes during the year 1951 published in the June 1952 issue of the Indian Labour Gazette shows an increase in the number of disputes resulting in work-stoppages from 814 in 1950 to 1,071 in 1951. The number of workers involved was, however, slightly less than in the previous year, being 691,321 in 1951 as against 719,883 in 1950. The number of disputes, though higher than that in 1949, was appreciably lower than in 1946, 1947 and 1948. The number of mandays lost during the year was the lowest recorded since 1945 being 3,818,928 only.

During the year 1951, the more important disputes were a general strike in the sugar factories in Uttar Pradesh over a demand for fixation of minimum wages in accordance with the recommendations of the Nimbkar Committee, a number of strikes by bank employees all over the country following the judgment of the Supreme Court invalidating the award of the Industrial Tribunal (Banks), a major strike in the Pench Valley coalfields and major strikes and lockouts in the cotton industry at Madras and Nagpur.

Bombay and West Bengal accounted for nearly half of the total number of disputes and for a major part of the reported time loss. Compared to the previous year, both these States reported a larger number of disputes during 1951, but smaller time-losses than in the previous year. In particular, Bombay which suffered a time-loss of over 10.2 million man-days in 1950, mainly on account of a general strike in the cotton mill industry in the Bombay City, recorded an appreciable improvement in 1951. Among other States, Madras, Madhya Pradesh, Uttar Pradesh, Assam and Delhi showed a deterioration in the labour situation during the year under review. On the other hand, Punjab and Ajmer showed notable improvements. In Bihar, although the number of disputes was higher than in 1951, the time-loss was less than in 1950.

A classification of the disputes according to industries is given in the following table. About two-fifths of the time-loss recorded during the year was suffered by the cotton mill industry which accounted for slightly over one-fifth of the total number of disputes. The time-loss suffered by the industry, however, was very much less than in the previous year, when, mainly on account of the general strike in the cotton mill industry in Bombay City, the industry suffered a time-loss of over 10.3 million man-days. Jute and other textiles, coal mining, railways and other transport, docks and ports also showed considerable improvement in the labour situation. Minerals and metals, food, drink and tobacco, wood, stone and glass, paper and printing, skins and hides, plantations and municipalities on the other hand,

reported heavier time-losses during the year on account of industrial disputes.

Industry	No. of disputes	No. of workers involved	No. of man-days lost
Textiles -			
Cotton .. ..	221	324,481 /	1,557,381 /
Jute .. ..	18	29,086	103,791
Others .. ..	62	11,534	69,444
Engineering .. ..	73	30,282 //	252,880 //
Minerals and Metals-			
Iron and Steel .. ..	26	19,241	54,193
Others .. ..	42	7,098	87,244
Food, Drink and Tobacco..	120	41,276 ¢	382,231 §
Chemicals and Dyes .. ..	25	6,213 *	61,587 *
Wood, Stone and Glass .. ..	42	13,332	185,617 //
Paper and Printing .. ..	22	4,877 /	32,255 /
Skins and Hides.. ..	19	2,654	13,212
Gins and Presses .. ..	-	-	-
Mines -			
Coal .. ..	50	22,384 //	268,390 ¢
Others .. ..	12	16,285 //	29,426 //
Transport -			
Railways .. ..	26	14,897 **	88,239 ¢
Others .. ..	8	924 *	8,962 *
Docks and Ports.. ..	35	28,142 §	36,475 §§
Plantations .. ..	35	29,507 *	47,037 *
Municipalities .. ..	56	15,436 /	87,811 ¢
Miscellaneous .. ..	179	73,672 ¢¢	442,753 ***
<b>Total:</b>	<b>1,071</b>	<b>691,321</b>	<b>3,818,928</b>

\* Not known in 1 case.  
 / Not known in 2 cases.  
 // Not known in 3 cases.  
 \*\*\* Not known in 4 cases.

¢ Not known in 5 cases.  
 § Not known in 6 cases.  
 §§ Not known in 7 cases.  
 ¢¢ Not known in 11 cases.

\*\*\* Not known in 14 cases.

Classification of disputes by causes.- The following table shows the distribution of disputes according to causes. Compared to the previous year, the table shows a drop in the proportion of disputes relating to bonus and an increase in the percentage of disputes relating to personnel. The proportion

of disputes relating to wages and allowances and leave and hours of work remains more or less stationary.

Cause	No. of disputes*	Percentage to total	
		1951	1950
Wages and allowances ..	301	29.3	28.6
Bonus .. ..	70	6.8	9.3
Personnel .. ..	301	29.3	23.8
Leave and Hours of work.	84	8.2	8.6
Others .. ..	270	26.3	29.7

\* Causes not known in 45 cases.

Classification of disputes by results.- An analysis of the distribution of disputes according to results shows that nearly half the number of disputes which ended during the year and of which results are known were unsuccessful from the point of view of workers. As compared to the previous year, the proportion of partially successful cases showed an appreciable increase during the year, while the percentage of successful cases recorded a slight drop. There was a smaller proportion of indefinite cases in 1951 than in 1950. The figures are shown in the table below:

Results	No. of disputes in 1951*	Percentage to total	
		1951	1950
Successful . . .	150	17.2	18.7
Partially successful .	145	16.7	11.9
Unsuccessful. . .	431	49.5	49.0
Indefinite . . .	144	16.6	20.4

\* Twenty-seven disputes were in progress at the end of the year and results are not known in 174 cases.

Duration of disputes.- A classification of disputes according to duration is given in the table below. As in the previous year, over 70 per cent. of the disputes which ended during the year and of which

duration is known, lasted for 5 days or less. Only 7 per cent. of the disputes lasted for more than a month each;

Duration	No. of disputes in 1951*	Percentage to total	
		1951	1950
A day or less .. .. .	420	41.9	42.6
More than a day up to 5 days..	285	28.5	29.1
More than 5 days upto 10 days.	120	12.0	9.8
More than 10 days upto 20 days	69	6.9	8.3
More than 20 days upto 30 days	35	3.5	4.2
More than 30 days.. .. .	72	7.2	6.0

\* Twenty-seven disputes were in progress at the end of the year and duration is now known in 45 cases.

Industrial Disputes in Bombay State:  
Annual Review for the Year 1951

According to the statistics of industrial disputes in the Bombay State compiled by the Office of the Deputy Commissioner of Labour (Information), there were, during the year, 315 disputes involving 206,645 workers as compared to 271 disputes involving 374,649 workers during 1950. The time loss, however, declined from 10,251,718 man-days in 1950 to 1,112,972 man-days during the year under review. In this connection, it may be mentioned that the general strike of the textile workers in Bombay City was mainly responsible for the rise in the time loss during 1950 and had alone accounted for more than 9.4 million of total man-days lost. Barring the abnormal time loss during 1950, it was seen that the time loss during the year under review was the lowest recorded since 1947, when industrial unrest was at the highest pitch. However, since the passing of the Industrial Truce Resolution in December 1947 there has been a gradual decline in the number of disputes as also in the number of man-days lost.

Causes of disputes.- More than 40 per cent. of the total disputes related to wages, allowances, and bonus issues but only 20 per cent. of the total workers, were involved, while "grievances about personnel", which formed the main cause in over 36 per cent. of the total disputes, affected more than

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33 per cent. of the workers. The table below shows the distribution of disputes according to the main causes:

Causes	No. of disputes.	No. of workers involv- ed	No. of Man-days lost.
Pay and allowances ..	105	32,857	351,382
Bonus .. ..	23	8,047	22,059
Leave and hours of work ..	39	57,003	60,998
Personnel .. ..	115	67,787	321,229
Others .. ..	33	40,951	357,304
Total.	315	206,645	1,112,972

Compared to the previous year, however, while the proportion of disputes relating to wages and allowances increased by 4.92 per cent. the percentage of disputes concerning bonus recorded a slight drop. The disputes relating to personnel also recorded a slight fall as will be seen from the following table which classified disputes according to causes in 1950 and 1951:

Causes	<u>Number of disputes</u>		Per- cent- age to total in 1951	Percent- age to total in 1950.
	1951	1950		
Pay and allowances ..	105	77	33.33	28.41
Bonus .. ..	23	31	7.30	11.44
Leave and hours of work ..	39	34	12.38	12.55
Personnel .. ..	115	101	36.51	37.27
Others .. ..	33	28	10.48	10.33
Total :	315	271	100.00	100.00

Results of disputes.- In 31.44 per cent. of the disputes which ended during the year under review representing 28.15 per cent. of the workers involved, the workers were either partially or entirely successful, while in 175 or 55.5 per cent. of the disputes involving nearly 64 per cent. of the work-people, the strikes were wholly unsuccessful. The results in 27

cases were indefinite i.e., work being resumed pending final settlement of the dispute. The workers were reported to be successful in 21 disputes in which "pay, allowances and bonus" was the principal issue and in 24 cases relating to "grievances about personnel".

Compared to the previous year, while the proportion of successful disputes declined by 11.75 per cent., the percentage of indefinite cases recorded a rise of 4.65 per cent. during the year. The overall percentage of successful and partially successful disputes also recorded a rise of 5.47 per cent. as compared to the previous year.

The table below classifies the results of the disputes according to the nature of demands:

Main causes	Number of disputes that were							Total
	Success- ful.	Part- ially succ- essful	Unsuc- cessful	Incom- plete sive	Inde- finite	In pro- gress		
Wages .. ..	17	22	49	2	10	5	105	
Bonus .. ..	4	4	9	1	5	-	23	
Personnel ..	24	11	67	2	8	3	115	
Leave and hours ..	5	2	31	-	-	1	39	
Others .. ..	7	3	19	-	4	-	33	
<b>Total ..</b>	<b>57</b>	<b>42</b>	<b>175</b>	<b>5</b>	<b>27</b>	<b>9</b>	<b>315</b>	

Workers involved.- More than 59 per cent. of the workers involved in the disputes during 1951 were from the textile industry, while "Metals and Engineering" accounted for only 15.34 per cent. The total number of workers involved was, however, nearly 45 per cent. below the 1950 figure.

Analysing the disputes according to the number of workers involved, 10-100 group accounted for more than 43 per cent. of the total disputes but the time loss caused by these disputes was only 4.77 per cent. As against this 11 disputes involving more than 4,000 workers in each case, accounted for nearly 36 per cent of the total time loss resulting from

all the disputes as will be seen from the following table:

Number of workers involved.	No. of disputes	No. of workers involved	No. of mandays lost
10 to 100 ..	136	5,952	53,101
101 to 250 ..	52	8,504	26,201
251 to 500 ..	39	14,148	162,873
501 to 1,000 ..	28	20,862	67,047
1,001 to 2,000 ..	30	44,585	160,560
2,001 to 3,000 ..	12	28,892	148,640
3,001 to 4,000 ..	7	23,592	98,005
More than 4,000 ..	11	60,110	596,545
<b>Total:</b>	<b>315</b>	<b>206,645</b>	<b>1,112,972</b>

Duration of disputes.- An analysis of the disputes which ended during 1951 according to duration shows that most of the disputes were of short duration and lasted for less than 5 days. Over 30 per cent. of the disputes involving 41.5 per cent. of the workers, lasted for a day or less and another 14 per cent. for two days while nearly 35 per cent. of the disputes which lasted for more than 5 days involved only, 29.64 per cent. of the workers but accounted for 84.08 per cent. of the total time loss. The average duration of a dispute (obtained by dividing the total number of man-days lost by the total number of workers involved) however, declined from 27.4 working days in 1950 to 5.39 working days in 1951.

Classification of disputes by industries.- The following table summarises the disputes recorded during 1951 by industries:

Table on the next page

Industry	No. of disputes.	No. of work-ers invol-ved.	No. of man-days lost	Number of disputes in which the demands related to					Number of disputes that were					In-cess-ful
				wages	bonus	per-son- nel	Leave and hours	others	suc-cess-ful	par-tial-ly suc-cess-ful	un-suc-cess-ful	in-con-clu-sive	In-de-fi-ni-te	
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
Mining														
Wear-	129	122,598	613,899	29	15	45	21	19	27	20	72	1	7	2
Metals														
and En-														
gineer-	42	31,695	202,442	12	2	17	6	5	3	6	26	1	6	-
Others.	144	52,352	296,631	64	6	53	12	9	27	16	77	3	14	7
<b>Total.</b>	<b>315</b>	<b>206645</b>	<b>1112972</b>	<b>105</b>	<b>23</b>	<b>115</b>	<b>39</b>	<b>33</b>	<b>57</b>	<b>42</b>	<b>175</b>	<b>5</b>	<b>27</b>	<b>9</b>

(Labour Gazette, (Bombay), June 1952).

Madhya Pradesh Industrial Disputes Settlement  
(Amendment) Bill 1952: Provision for Appeal  
to Industrial Courts.

A non-official Bill to amend the Central Provinces and Berar Industrial Disputes Settlement Act, 1947 was introduced in the Madhya Pradesh Legislative Assembly on 23 July 1952.

The Statement of Objects and Reasons appended to the Bill declares that the right to appeal is denied under the present Act in many circumstances with the result that the aggrieved party has no remedy under the Act. Provision is made in the Bill for an appeal to the District Industrial Court against an order passed by the Labour Commissioner, a Labour Officer invested with the powers of the Labour Commissioner, as well as against an order passed by the Registrar or the Assistant Registrar.



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The Statement further points out that if one examines the working of the authorities under the Act one would find that no proper justice is done in a majority of cases. The power of superintendence being absent, the authorities are liable to exercise their power with material irregularity leading to miscarriage of justice. It is therefore necessary to give powers to higher court. The provisions regarding review and reference in the Bill are necessary as they would save much cost and litigation. Moreover it would promote peaceful and amicable settlement of industrial disputes.

The intention of the new clause 37-A in the Bill is to give speedy remedy and to preserve the salutary and necessary powers of superintendence over the working of the authorities ~~and~~ under the Act. It is found that the authorities under the Act do not complete the proceedings of conciliation within a period of four weeks under section 37(7) of the Act. This power is specially given to the District Industrial Court only as regards the proceedings under section 37.

(Madhya Pradesh Gazette, Part IVA,  
22 August 1952, pages 108-110).

Madras: Working of the Industrial Disputes Act,  
1947, during 1951.

Number of stoppages.- In Madras State there were 266 cases of stoppages on account of strikes and lockouts during the year 1951; 99,946 workers were involved and 593,096 man-days were lost. The corresponding figures for the previous year were 123 stoppages, 63,426 workers and 339,296 man-days. The increase in the number of stoppages was partly due to efficiency in collecting the required statistics and partly due to industrial unrest. The main causes for the strikes were the demands for increased wages and reinstatement of discharged or retrenched workers. In 38 cases the workers returned to work unconditionally or pending enquiry or investigation, in 162 cases the strikes were settled by mediation and conciliation by labour officers, 50 cases were settled by the parties themselves by direct negotiations and 8 cases were referred to the Industrial Tribunals for adjudication. Details about the various industries in which there were strikes, number of workers involved, man-days lost, etc., are given in the table below. At the close of the year two strikes remained unresolved.

Table on the next page.

Industry	No. of dis-putes	No. of workers involved	Man-days lost	Demands						Results			
				Wa- ges	Bo- nus	Per- son- nel	Lea- ve and bonus	Oth- ers	Su- cc- ess- ful	Parti- al- ly	Un- suc- cess- ful	In- de- fi- ni- te	
1	2	3	4	5	6	7	8	9	10	11	12	13	
1. Cotton, Wool- len, and Silk Mills.	57	46,448	370,388	7	6	11	3	30	10	4	28	14	
2. Jute.	10	8,452	9,093	1	-	3	-	6	-	-	8	2	
3. Engineering Workshops.	25	16,288	35,099	5	1	12	-	7	5	5	10	4	
4. Railways in- cluding Workshops.	3	305	90	-	-	2	1	-	4	-	2	-	
5. Mines	17	5,283	28,706	7	-	4	6	-	12	2	3	-	
6. Miscellaneous	154	23,170	149,720	48	13	26	10	57	56	37	40	21	
<b>Total</b>	<b>..</b>	<b>..</b>	<b>..</b>	<b>68</b>	<b>20</b>	<b>58</b>	<b>20</b>	<b>100</b>	<b>84</b>	<b>48</b>	<b>91</b>	<b>41</b>	
				<b>266</b>			<b>593,096</b>		<b>266</b>			<b>264</b>	

Adjudication of disputes.- At the beginning of the year there were 42 industrial disputes pending adjudication before the Industrial Tribunals. During the year industrial disputes relating to 172 industrial establishments were referred to the Industrial Tribunal for adjudication. The Government accepted 103 final awards, three interim awards and 94 awards under section 33-A of the Industrial Disputes Act. At the end of the year industrial disputes relating to 88 industrial establishments were pending adjudication before the Industrial Tribunals.

Prosecutions.- Six prosecutions were taken up against the employers and workers for various offences under the provisions of the Act, during the year under review. Nine prosecutions were pending at the close of 1950 while five prosecutions were pending before the Courts at the close of the year.

Public utility service.- During the year the State Government has declared the electric tramways services, motor transport services, cotton textiles, coal, sugar and salt industries and transport by water in minor ports in the State as public utility services under the Industrial Disputes Act.

Unit production committees.- During the year 90 unit production committees were constituted in

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the various industries bringing the total number of such committees in the State to 200. The report says that these committees are working satisfactorily.

Works Committees.- There are about 742 industrial establishments in Madras State employing one hundred or more workmen to which section 3 of the Industrial Disputes Act applies. Out of the 742 establishments, 498 establishments had formed the Works Committees and the by-laws have been approved by the Commissioner of Labour. In the remaining establishments, the formation of Works Committees was in progress.

(The Report on the working of the Act for the year 1950 was reviewed at pages 69-70 of the report of this Office for September 1951).

(Annual Report on the Working of the Industrial Disputes Act, 1947, for the year 1951; Madras Government G.O.No. 1109, dated 17 March 1952).

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CHAPTER 7. PROBLEMS PECULIAR TO CERTAIN CATEGORIES  
OF WORKERS

India - August 1952

74. Indigenous Labour

Conditions of Scheduled Castes and Tribes:  
Report of the Commissioner for Scheduled  
Castes and Scheduled Tribes for the Year  
1951

The Government of India placed before both Houses of Parliament, on 30 July 1952, the Report of the Commissioner for Scheduled Castes and Scheduled Tribes for period ending 31 December 1951.

The Commissioner for Scheduled Castes and Tribes was appointed by the President under Article 338 of the Constitution. His duties are to investigate into all matters relating to the safeguards provided for the scheduled castes and tribes under the Constitution and to report to the President upon the working of those safeguards.

In his report for 1951, Mr. Shrikant, Commissioner for Scheduled Castes and Scheduled Tribes, has gone into all safeguards provided for Scheduled Castes and Tribes under the Constitution, untouchability, reservation in services, education and representation in legislatures - and said though considerable progress had been made in all these directions, much remained to be done to achieve the goals. According to the report there is every hope of reaching the target envisaged in the Constitution of bringing the backward classes in line with others within ten years. The target could be reached, if the people, including Government officials, discharge their duties towards the backward classes and tribes and help them in all ways possible to vindicate their legal and constitutional rights.

Dealing with untouchability, which has been ruled out by the Constitution, Mr. Shrikant says that during his extensive tours in different States he did not come across any cases where roads or Government Schools were forbidden for the Harijan. Their worst difficulty was in respect of access to shops, public restaurants, places of

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entertainment, wells, tanks or bathing ghats, noticeable in some interior parts of merged and integrated areas of Parts 'B' and 'C' States. Some State Governments have already legislated for the removal of these disabilities. The enactment of Central legislation for making untouchability a cognisable offence is under the consideration of the Government of India.

From his field experience, Mr. Shrikant concludes that "without strong public opinion legislation cannot take us very far". Non-official institutions are already working for the welfare and advancement of the Scheduled castes and for building up and strengthening public opinion for the removal of untouchability. The Commissioner feels that such agencies should be helped with grants-in-aid. At the same time he opined that Harijans should show "more courage in asserting their rights".

Scheduled Tribes.- The social disabilities of the Scheduled Tribes, according to the Commissioner, have "nothing to do with untouchability" but are a result of their "segregation". The constitution has provided for Tribes Advisory Councils in scheduled areas in Part 'A' and Part 'B' States and for District and Regional Councils in the Tribal areas of Assam. Tribes Advisory Councils have so far been set up in Bihar, Madhya Pradesh, Madras and Orissa. Elections on the basis of adult suffrage have been held for setting up District and Regional Councils in the Tribal areas of Assam. Some States which have scheduled areas have passed laws to check exploitation of the tribes and transfer of lands belonging to tribal areas. The Central Government has provided grants-in-aid to different States amounting to nearly 20 million rupees for planned welfare for the Tribes.

Dealing with reservation in services, Mr. Shrikant observes that a sufficient number of qualified Scheduled Caste and Scheduled Tribe members are still not coming forward for higher responsible posts. "At the same time, there is a good deal of apathy on the part of various departments of Government for keeping a constant watch on the percentage of reservation laid down". There is no machinery, he adds, for checking whether the percentage of reservation has been kept in view while making appointments.

In the field of education, the Central Government

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has sanctioned for 1951-52 towards the award of scholarships to Scheduled Caste students a sum of 825,000 rupees and to Scheduled Tribe students 300,000 rupees. These sums are in addition to what the State Governments spend on educational facilities to Scheduled Castes and Scheduled Tribes. The report gives the details of such expenditure by all the States.

In regard to representation in the legislature, the report points out that a tremendous advance has been made in the case of Scheduled Castes and Scheduled Tribes and particularly in the case of the latter. The total number of seats reserved is: for Scheduled Castes - House of the People 72; State Legislatures 477; for Scheduled Tribes - House of the People 26; and State Legislatures 192. This special representation will cease after ten years from the commencement of the Constitution - a period within which these backward people should be raised to the level of other classes. "Much is of course being done by Government and the social bodies to achieve this, but more vigorous efforts are still needed on the part of all concerned in order to reach the goal in time."

No new list of other backward classes has yet been drawn up, points out the report. It will be for the Backward Classes Commission to draw up such a new list. State Governments were, however, requested to continue the concessions which were in force regarding backward communities. The needs of backward classes have been taken into account in the Five-Year Plan of the Planning Commission.

The report devotes a section to the working of the safeguards for Anglo-Indians, particularly in respect of reservation to services.

*(A copy of the Report was sent to Geneva with this Office minute no J15/1742/52, dated 4 August 1952)  
(The Hindu, 31-7-1952)*

Punjab Habitual Offenders (Control and Reform) Act, 1952 (Punjab Act XII of 1952).

The Punjab Habitual Offenders (Control and Reform) Bill, 1952 (vide page 49 of the report of this Office for July 1952), as passed by the Punjab Legislature, received the assent of the Governor of Punjab on 16 August 1952, and has been gazetted as Act XII of 1952. The Act provides for the registration of habitual offenders in the State and imposes certain restrictions on them.

(Punjab Government Gazette, Extraordinary, 19 August 1952, pp. 845-856).

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CHAPTER 8. MANPOWER PROBLEMS.

India - August 1952

81. Employment Situation.

Working of Employment Exchanges: Committee to Report.

Addressing a conference of regional Directors of Resettlement and Employment from the various States held at New Delhi on 22 August, 1952, Mr. V.V. Giri, Labour Minister, announced that the Cabinet had set up a committee, with Mr. B. Shiva Rao, M.P., as Chairman, to examine all aspects of the working of the Resettlement and Employment organisation and to make recommendations on its future.

Mr. Giri reiterated his faith in the potentialities of the organisation and said that if India was to have a place in the international sphere, apart from the fact of the usefulness of the employment exchange organisation to the country, he was sure something would be done to retain the existing organisation permanently. He was surprised that while India was a member of various international bodies, certain sections of people were still arguing whether the employment exchange organisation was at all necessary for India.

The conference discussed various departmental problems relating to the working of the employment exchanges and training centres of the Labour Ministry.

(The Statesman, 23-8-1952).

Employment Exchanges: Working during June 1952.

According to the report of the Directorate of Employment Exchanges for June 1952, the cessation of hot weather employment, the close of the academic year and the slow tempo of business activity contributed towards a steep rise in the number of registered unemployed persons during the month under review. Employment opportunities, reflected by the number of vacancies notified by both Government and private employers, remained much below the average for 1951.

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Reports from the various regions offered little hope of an overall improvement in the employment situation during the coming months in either the Government or the private sector. Middle-class unemployment seemed likely to increase as a result of the retrenchment of temporary staff who have been engaged by the various rationing departments.

Shortages of draughtsmen, typists, road roller drivers, diesel engine mechanics and turners were reported by many exchanges. A large surplus of electricians, wiremen, midwives and compositors was also reported.

Registration and placings.- The following table shows registrations for employment and placement during May and June 1952:

	June 1952	May 1952
Registrations .....	135,849	121,703
Placements .....	32,100	30,998

Of those registered 8,584 were displaced persons, 8,344 were ex-Service personnel and 2,385 discharged Government employees. Registrations during the month showed an increase of 14,146 as compared to previous month the number being the highest on record for any one month. All the regions except Bihar and Orissa recorded an increase. The rise in registrations was comparatively large in Uttar Pradesh (5,723), Madras (2,707), Punjab (1,765), Bombay (1,425) and Delhi, Ajmer and Rajasthan (1,135).

Of those placed 1,444 were displaced persons, 1,267 were ex-Service personnel and 632 were discharged Government employees. A total of 19,282 persons was placed with private employers and 12,818 in Central and State Government establishments.

There has been an overall increase of 1,102 in placements during the month. A comparatively large increase in placings was recorded in West Bengal (767), Bombay (592) and Punjab (589). Madras and Madhya Pradesh regions on the other hand, showed a fall of 475 and 212 respectively in placings as compared to the previous month.

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

Table on the next page.



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<u>Wage groups.</u>	<u>Number placed</u>
101 rupees and above .....	2,147
61 rupees to 100 rupees .....	10,563
30 rupees to 60 rupees .....	17,892
Below 30 rupees .....	1,498

Vacancies notified and submissions. The number of vacancies notified by employers during June 1952, was 38,065 as compared to 37,896 during May 1952, that is, a rise of 169. Of the vacancies notified 16,894 were by Central and State Government establishments and 21,171 by private employers. There was an increase of 1,142 in the Government sector and a fall of 973 in the private sector as compared to previous month. There was a considerable increase in vacancies notified in the regions of Punjab (546), Uttar Pradesh (489) and Bombay (448). Orissa and Madras regions on the other hand showed a fall of 391 and 375 respectively.

The number of persons submitted to employers during June was 84,828 as against 79,359 during the preceding month.

Employers using exchanges.- The number of employers who used the exchanges during June was 6,473 as compared to 6,890 during May 1952.

Employment of highly qualified applicants.- During the month, 936 applicants of appointments branch standard were registered and 95 placed in employment as against 965 and 127 respectively, during the previous month. Notable among placings were those of two applicants who were placed as Valuation Officers in Jabalpur on a salary of 550 rupees per month each.

Placement of scheduled castes and tribal applicants.- The number of scheduled caste applicants registered by the employment exchanges during June 1952 was 14,136 as against 11,595 in May 1952. A total of 5,063 such applicants was placed in employment during the month under report. Among those placed 1,752 were in Central Government vacancies. The number of scheduled caste applicants submitted to employers during the month was 10,172. Three hundred and nine vacancies reserved specifically for such applicants were notified in employment exchanges during June 1952. At the end of the month 30,468

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scheduled caste applicants remained on the live registers of exchanges, of whom 670 were women.

The number of applicants belonging to scheduled tribes registered by the employment exchanges during June 1952 was 1,030 as against 1,137 in May 1952. A total of 548 such applicants was placed in employment during the month. The employment exchanges in Bihar region registered 772 and placed 455 in employment during the month under report. Five vacancies reserved specifically for this category of applicants were notified during the month. The total number of scheduled tribe applicants on the live registers of exchanges at the end of June 1952 was 2079.

Re-employment of surplus or retrenched Government employees.- During the month 25 fresh secondary employment index cards in respect of surplus retrenched Central Government gazetted and commissioned officers were included in the all India special register set up for them. The total number of applicants on the special register on the last day of June was 328 including 176 commissioned officers of the Defence Services. Of the total 208 were ex-Class I Officers and remaining 120 ex-Class II Officers.

Seventeen vacancies, recruitment to which is normally required to be made through or in consultation with the Union Public Service Commission, were notified by the various Ministries during the month. This was the lowest number notified in a month since the setting up of the special register in May 1951. Most of these vacancies related to civil engineers and other specialists or technical personnel who are in short supply. Sixty three submissions were made against the vacancies and non-availability certificates were issued in respect of 9 vacancies. Besides these, all submissions were made against vacancies advertised by the Union Public Service Commission.

There was a rise in registration and a fall in placings of surplus and discharged Government employees. The number of registrations and placings were 2,385 and 632 respectively as against 2,070 and 736 respectively during the previous month. Of those registered, 1,367 were discharged Central Government employees and 1,018 discharged State Government employees. Of those placed, 477 were discharged Central Government employees and 155 ex-State Government employees.

Employment assistance given to women.- The number of women registered during the month was 4,941 and the number placed in employment 1,685 as compared with 5,383 and 2,126 respectively during the previous month. During the month under review

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employment exchanges experienced the same difficulties as in the previous months, in obtaining increased placings for women. Howrah complained that women candidates were not at all mobile and wanted local jobs, especially as telephone operators. The employment exchange, Kanpur, reported continued shortage of trained women teachers for employment in high schools, qualified midwives and travelling sales girls. The same exchange also reported that women applicants continued to be shy and unwilling to accept jobs outside their home towns. The employment Officer, Allahabad, reported that among the vacancies for women which were outstanding in his exchange at the end of the month, 35 related to medical categories.

Vacancy and labour clearing.- During the month under report the vacancy clearing machinery was utilised to fill 398 vacancies by obtaining applicants from other exchange areas. Patna, Jaipur, Kidderpore, and Howrah filled 168, 50, 27 and 21 such vacancies respectively, while Gaya, Lansdowne, Howrah and Fyzabad supplied 161, 50, 30 and 29 applicants respectively against vacancies in other areas.

One hundred and nineteen fresh vacancies (as compared to 139 during the last month) were received by the Central Employment Co-ordination Office, through the Regional Employment Co-ordination Offices and employment exchanges which were given all India circulation. The total number of vacancies under circulation on 30 June 1952 was 1,168 as compared to 1,226 at the end of May, 1952. Against these vacancies particulars of 636 applicants were submitted. In addition 10 vacancies of Supervisors (civil engineering) 25 vacancies of nurses and 43 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 10,545 persons for employment assistance and placed 7,233 during the month under review, against 6,865 and 5,561 respectively during the previous month.

Number of unemployed at the end of June 1952.- The number of persons still seeking employment assistance through the exchanges on the last day of June 1952 was 381,739 of whom 1,158 were known to be employed but desired further employment assistance. The number of persons on the live registers at end of the month was 15,144 more than the figure for May 1952. Of the total number on the live register 38,959 were displaced persons, 26,362 were ex-Service personnel and 9,192 discharged Government employees. Among discharged Government employees 6,033 were Central Government and 3,159 State Government employees.

(Report of the Work done by the Directorate of Employment exchanges during the month of June 1952, issued by the Ministry of Labour, Government of India.)

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### 83. Vocational Training.

India - August 1952

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

Technical and vocational training: training of adult civilians.- According to the review of work done by the Directorate General of Resettlement and Employment, the last batch of trainees having passed out, the selection of trainees for the new batch was still in progress at the end of June 1952. The number of trainees on the rolls of the various Training Institutes at the end of the month was 8,288, of whom 6,743 were in the technical trades and 1,545 in vocational trades.

Training of displaced persons.- Similarly, the total number of displaced persons trainees on the rolls, at the end of June 1952 was only 2,648. Of them 2,269 were in technical trades including 234 who were undergoing training in production/professional work. The remaining 379 were undergoing training in vocational trades.

Apprenticeship training scheme for displaced persons.- Three hundred and twenty displaced persons were undergoing training as apprentices in industrial undertakings/establishments in West Bengal and Uttar Pradesh against 1,000 seats sanctioned. They were recruited and posted direct to the undertakings/establishments concerned.

Training of Women.- A total of 322 were undergoing training at the end of the month at the four Women's Industrial Training Institutes at New Delhi, Dehradun and Madras. In addition, one woman at the Industrial Training Institute, Dighaghat, Patna, and 13 women at the Industrial Training Institutes, Virajpet, Coorg, were under training alongside men trainees.

Training of supervisors and instructors.- The total number of supervisors and instructors on roll at the Central Training Institute for Instructors, Koni, Bilaspur, was 125, on 30 June 1952.

The State Governments of Assam, Bombay, Himachal Pradesh, Hyderabad, Kashmir and Jammu, Manipur, Madhya Bharat, Madras, Madhya Pradesh, Orissa, Rajasthan, Uttar Pradesh and West Bengal have selected trainees for the 9th session. A number of candidates from the Jail Departments of ~~the~~ Bombay,

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Rajasthan and Madras States have also been selected for this session. In addition, the following Central Government Departments, Government Institutions and Industrial Establishments have deputed their nominees for training at this Institute:-

- (i) Technical Development Establishment (Army Head Quarters).
- (ii) Indian Post and Telegraph Departments.
- (iii) Delhi Polytechnic, Delhi.
- (iv) Singareni Collieries, Hyderabad.
- (v) Metal Box (India) Ltd., Calcutta.

(Review of Work done by the Directorate General of Resettlement and Employment during the month of June 1952, issued by the Ministry of Labour, Government of India).

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CHAPTER 9. INCOME SECURITY

India - August 1952

92 - Legislation

94. Application.

Mysore Employees' Insurance Court Rules, 1952;  
Draft published.

In exercise of the powers conferred under the Employees' State Insurance Act, 1948, the Government of Mysore has published the draft of Mysore Employees' Insurance Court Rules, 1952, proposed to be made under the Act. The draft rules deal inter alia, with constitution of courts for the adjudication of disputes and claims under the Act, the conditions of service of judges, procedure and execution of orders, fees and costs, etc. The draft rules will be taken into consideration by the Government after 25 August 1952.

(The Mysore Gazette, Part IV,  
Section 2c, 7 August 1952,  
pages 333-352).

Travancore-Cochin Maternity Benefit Bill, 1952, published.- The Government of Travancore-Cochin published on 17 July 1952 the Travancore-Cochin Maternity Benefit Bill, 1952, as revised by the select Committee of the Travancore-Cochin Legislative Assembly. The more important provisions of the Bill are summarised below.

The Bill as revised by the Select Committee seeks to make provision for the payment of maternity benefit to women employed in factories and plantations. The term 'factory' means a factory as defined in the Factories Act, 1948, and the term 'plantation' has been defined to mean an estate which is maintained for the purpose of growing cinchona, rubber, coffee, tea or cardamon and which is 50 acres or more in extent or in which 50 or more persons are employed or were employed on any day of the preceding 12 months for that purpose.

The Bill seeks to prohibit the employment of a woman in any factory or plantation during the four weeks immediately following the day of her confinement.

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Every woman employed in a factory or a plantation is entitled to the payment of maternity benefit at the rate of five rupees and four annas a week for the actual days of her absence during the period immediately preceding her confinement and for eight weeks immediately following confinement. The qualifying period of employment is at least 150 days during the period of 12 months immediately preceding the date on which she gives notice of claim of maternity benefit. The maximum period for which any woman shall be entitled to the payment of maternity benefit shall be 12 weeks, i.e., 4 weeks upto and including the day of her confinement and 8 weeks immediately following that day.

Other provisions of the Bill deal inter alia with notice of claim of maternity benefit and payment thereof, payment of benefit in case of claimant's death, prohibition of notice of dismissal to women in certain cases, powers and duties of inspectors, etc.

The Bill seeks also to repeal the Travancore Maternity Benefit Act and the Cochin Maternity Benefit Act.

(Travancore-Cochin Gazette Extraordinary, Vol.III, No.72, 17 July 1952, pp.19-26).

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94. Application.

India - August 1952.

Ceylon: Administration Report of the  
Director of Social  
Services for  
1951

The Administration Report of the Director of Social Services, Ceylon, reviewing the activities of the Department of Social Services, for the year 1951, has been published recently\*. Among other matters the Report deals with legislation regarding social services during the year, social welfare, public assistance, State Homes for the aged and infirm, relief of distress and workmen's compensation.

General.- The Report states that during the period under review, the organisation and methods of rendering public assistance and relief of widespread distress due to exceptional causes such as floods, drought, etc., have been placed on a sounder footing, so as to ensure that relief is rendered as expeditiously as is consistent with efficiency and freedom

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\* Ceylon: Part I - Civil(Q) - Administration Report of the Director of Social Services for 1951, *May* 1952. To be purchased at the Government Publications Bureau, Colombo. Price 85 cents.



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from abuse. The care of the aged and infirm has always offered much scope to voluntary agencies and the State has continued to assist their efforts by the regular grant of annual subsidies to supplement their income from public subscriptions and other sources. The first State Home for the aged was opened at Koggalā on 19 March 1951. Progress has been made during the year under review towards the establishment of similar Homes in each of the nine provinces of the Island.

The proposal to take over the administration of the sheltered workshops for the deaf and blind from the Ceylon School for the Deaf and Blind has been held in abeyance until such time as the construction of the necessary buildings is completed. It is expected to complete these buildings during the current financial year.

During the year under review the Department formulated a scheme for the establishment and running of crechés through the agency of voluntary bodies and local authorities. The object of the scheme is to afford facilities chiefly for working mothers to have their children cared for while they are away at work. The scheme envisages development in several stages, and the proposals for the first stage of the scheme are now being considered by the Government.

The Government continued as heretofore its policy of setting apart large sums of money for the various social services under the respective Ministries and the estimated expenditure on this account in 1951-52 represents about 40 per cent of the total budgeted expenditure.

Legislation: Poor Law Ordinance.- The Ministry of Labour and Social Services gave due consideration to the points raised in the memorandum referred to in the previous report which sets out the financial implications of taking over the responsibility of granting public assistance within the municipalities of Colombo, Kandy and Galle, with the proposed repeal of the Poor Law Ordinance, No. 30 of 1939. The concurrence of the Ministry of Health and Local Government, the Ministry of Home Affairs and Rural Development and the Treasury for the proposals in the memorandum is awaited.

Charities Regulation Bill.- The draft bill has been referred to the Ministries of Labour and Social Services and of Home Affairs and Rural Development for further examination.

Workmen's Compensation Ordinance.- The memorandum embodying the proposed amendments to the Ordinance was discussed at a conference with the Hon. Minister and the Permanent Secretary. The amendments as

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finalized have gone to the Legal Draftsman for the drafting of an amending ordinance.

Social Welfare.- As stated in the last Administration Report, 25 per cent of the amount collected in Ceylon in response to the United Nations Appeal for children was sent to the credit of the United Nations International Children's Emergency Fund. The decision of the Committee to hand over the balance amounting to 153,528 rupees to an incorporated board of trustees for the purpose of establishing a convalescent home for children was implemented during the year under review. A Board of Trustees was appointed by the Minister of Justice, and the money was entrusted to the Board.

Social Surveys.- The sum of 5,000 rupees provided in the 1950-51 estimates for social surveys was allocated to the Department of Census and Statistics to meet the additional expenditure involved in obtaining statistics needed by the Department. The preliminary report of the Economic Survey of Rural Ceylon, 1950, was issued by the Director of Census and Statistics as a Sessional Paper in July 1951. The final report has not been published as yet but it is expected that when it is issued, the information contained therein will help the Department to obtain a better assessment of the social conditions prevailing among the rural population of Ceylon.

Public Assistance.- At the beginning of the financial year 1950-51 the net amount available for payment of public assistance monthly allowances was 6,871,500 rupees. Later a supplementary estimate in a sum of 545,000 rupees for public assistance monthly allowances was passed making the total provision for the year 7,416,500 rupees. The following table ~~was~~ shows the number of persons in receipt of monthly allowances in January and December 1951, the number of persons assisted during the financial year and the total amount paid as allowances during the financial year 1950-51:

Number of Persons in receipt of Monthly Allowances		No. of Persons assisted during the Financial year.	Total amount paid as Allowances during Financial Year 1950-51.	
In January 1951	In December 1951		Rs.	C.
60,141	74,432	81,208	6,836,305	11

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Casual relief is granted in isolated cases to relieve distress resulting from loss of earnings or food supplies or houses by fire, accident or similar cause. Assistance for the repair or the reconstruction of houses and for the replacement of implements of trade damaged by fire, cyclone, rain, storm, sea erosion or other similar cause in cases where destitution was likely to occur in the absence of Government assistance, was granted to 1,806 persons during 1951 as against 1,459 in 1950. The maximum grant payable in any one case is 300 rupees. Towards relief of acute distress among individuals or small groups through loss of earnings or food supplies resulting from fire, accident or other similar cause, money grants were made at public assistance rates. Compared with last year there was an increase of approximately 24 per cent in expenditure. During the year 1950-51, an amount of 134,886 rupees was spent on casual relief.

Sheltered Workshops for adult deaf and blind.-  
In furtherance of the proposal to establish sheltered workshops with residential accommodation for deaf and blind adults, five acres of land were acquired for the purpose. Action is being taken to acquire an additional 5-acre block adjoining the land already acquired at Seeduwa. The Director of Public Works has been entrusted with the task of constructing the necessary buildings for which a sum of 414,000 rupees has been voted by Government.

A grant of 108,000 rupees was made to the Board of Governors, Ceylon School for the Deaf and Blind, to meet the running costs of the workshops.

The two Government scholars who were given training in welfare work among the deaf and blind in the United Kingdom have been employed to look after the welfare of the adult deaf and blind with particular reference to the home workers among them.

Rehabilitation and resettlement scheme of war disabled persons and ex-Servicemen.- The medical rehabilitation scheme for disabled ex-Servicemen and civilians disabled by enemy action continues to work satisfactorily at Regent Street Section and the Orthopaedic Clinic of the General Hospital. Fifty-one fresh cases were brought to the notice of the Department by members of the public and the military authorities. Where investigations by Social Services Officers disclosed that either medical rehabilitation or post-hospital treatment or the supply and fitting of artificial limbs was necessary, the persons were referred to the appropriate branches of the General Hospital for attention. Where resettlement in occupation was recommended, they were referred to the Commissioner of Labour to secure suitable employment.

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Resettlement grants to substantially disabled ex-Servicemen to set up in business continued to be paid as in the previous year. Twenty-four applications were received during the year and 11 were brought over from the previous year. Of these, two applicants were paid grants of 500 rupees each. As only two cases were found eligible for a grant during the year, the question as to whether this scheme is serving a useful purpose is being examined with a view to winding it up.

A general scheme of vocational training and rehabilitation of disabled persons is being formulated in consultation with the Department of Medical and Sanitary Services.

State homes for the aged and infirm.- The Government policy in regard to homes for the aged and infirm is as follows: (1) Government will consider the establishment of homes in suitable areas and run such homes; (2) Government will grant assistance to local authorities and voluntary agencies to construct new homes or extend existing homes; and (3) Government will grant assistance to local authorities and voluntary agencies to enable them to maintain and run homes for the aged and infirm.

The first State home for the aged and infirm at Koggala formally opened on 19 March 1951, was, however, open for admission of inmates since 29 January 1951. Financial provision for the State Homes for the Aged had to be increased in 1950-51 to 1,000,000 rupees and the programme at present envisages the establishment of 10 Homes, two in the Western Province and one in each of the other provinces. It is estimated that, when all these Homes are constructed and properly equipped, it will be possible to accommodate a total of 2,820 persons. According to the statistics available there were in 1950 about 25,365 persons over the age of 60 in receipt of public assistance allowances from Government.

Considerable progress has been made for the construction of Homes at Gangodawila, Mirigama, Anuradhapura and Matale. Sites at Kaithadi (N.P.), Guruthalaws (Uva), Ratmalawinna (Sabaragamuwa), Watupuluwa (C.P.), Kurunegala (N.W.P.) have also been selected, while in the case of the Eastern Province two sites recommended by the Government Agent are being examined regarding their suitability. It is hoped to start the construction of the buildings during the course of the current year.

State Home at Koggala.- This Home is in charge of the Superintendent who is a retired Medical Officer. He is assisted by a staff consisting of an Apothecary, a Clerk, a Storekeeper, four Nurses, Attendants and other minor staff. Persons of either sex over 60

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years of age and who are in receipt of or are eligible to receive public assistance are considered for admission to the Home. A few infirm people below this age limit have been admitted as exceptions of special merit. Priority in admission is given to the people of the Southern Province.

The Home began with 17 inmates on its roll and the number steadily rose within the first few months to full capacity. At present there are 202 inmates. Owing to insufficiency of accommodation, admission had to be refused to a large number of deserving cases, whose names have been kept on a waiting list for consideration when vacancies occur. In the meantime, financial provision is being made to extend the present home to accommodate in all 500 inmates. It is expected that the extensions will be ready by about the beginning of 1953.

Special care is taken in respect of admission of inmates to the Home; an applicant is medically examined to ensure that the Home does not take in people suffering from phthisis, infectious diseases and chronic heart disease, nephritis or other disease who should be cared for in a hospital.

Provision has been made for medical attention, facilities for recreation and entertainment and other occupational interests.

Relief of distress due to failure of crop, floods, etc.- During the year under review, neither major floods nor droughts of an extensive nature afflicted the people. There were minor floods in the Eastern Province, and a severe drought in the Jaffna District. The necessary relief was expeditiously granted. Free issue of water for drinking and domestic purposes, the deepening of ponds and tanks, grant of recoverable loans for the purchase of straw for the cattle-population, were the special measures adopted to relieve distress in the Islands Division of Jaffna District.

An amount of 2,917,400.62 rupees was spent for relief of widespread distress due to failure of crops, floods and other exceptional causes.

Workmen's Compensation.- A total of 10,317 accidents were reported during the year as against 9,805 in 1950. Of these, 220 were fatal as against 196 in 1950.

According to the returns furnished by the employers, the claims paid during the year totalled 687,785.05 rupees in respect of 7,499 cases. The

figures for the last three years <sup>were</sup> ~~are~~ as follows:-

Year	Number of Claims Paid	Total Amount Paid	
		Rs.	C.
1949 . . . . .	7,466	554,244	1
1950 . . . . .	7,239	535,386	90
1951 . . . . .	7,499	687,785	5

As regards fatal accidents proceedings were taken in 220 cases during the year. Liability was admitted and compensation deposited in 136 cases.

Compensation deposited with the Commissioner during the year was 438,965 rupees as against 349,630.89 rupees in 1950. Three hundred and sixty-five new Ceylon Savings Bank Accounts were opened in 1951 with deposits totalling 264,271.71 rupees. 1,520 accounts remained current at the close of the year with a total credit balance amounting to 585,666.25 rupees.

Twelve appeals to the Supreme Court under section 48(1) of the Workmen's Compensation Ordinance were filed during the year. One case was pending at the commencement of the year. Decisions in four cases were affirmed and the appeals dismissed. In one case the order of the Commissioner awarding compensation was set aside. Eight cases were pending at the close of the year.

Of the 1,333 cases registered in 1951, four hundred and eight were in respect of permanent disablement and the total amount of compensation paid in these cases was 316,762.91 rupees. The remaining 925 agreements related to cases of temporary disablement.

The following table shows the number of accidents as reported by employers for the year ended 31 December 1951 and compensation paid by them:

Table on the next page.

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Establishments	Accidents resulting in			Compensation paid in respect of					
	Deaths	Perma- nent Disable- ment.	Tempo- rary Disable- ment.	Deaths	Permanent Disable- ment.	Tempo- rary Disable- ment.			
				Rs.	Rs.	C.	Rs.	C.	
1. Estates including estate factories									
(Adults ...)	38	146	3,255	65,116	96409	54	68425	66	
(Minors ...)	-	1	95	-	120	0	1837	3	
2. Government establish- ments including Rail- way ..	10	44	1,472	27,700	48776	17	65951	66	
(Adults ...)	-	-	-	-	-	-	-	-	
(Minors ...)	-	-	-	-	-	-	-	-	
3. Business establish- ments.	35	93	1,941	102,860	101484	13	95166	59	
(Adults ...)	-	1	-	-	168	0	-	-	
(Minors ...)	-	-	-	-	-	-	-	-	
4. Mines .	2	-	157	4,800	-	-	4108	25	
(Adults ...)	-	-	-	-	-	-	-	-	
(Minors ...)	-	-	-	-	-	-	-	-	
5. Local Bodies	-	1	224	-	1470	0	3204	45	
(Adults ...)	-	-	-	-	-	-	-	-	
(Minors ...)	-	-	-	-	-	-	-	-	
6. Miscellaneous	-	-	4	-	-	-	187	57	
(Adults ...)	-	-	-	-	-	-	-	-	
(Minors ...)	-	-	-	-	-	-	-	-	
<b>Total ...</b>	<b>85</b>	<b>286</b>	<b>7,128</b>	<b>200,476</b>	<b>248427</b>	<b>84</b>	<b>138881</b>	<b>21</b>	

Total number of Claims ... 7,499  
 Total compensation paid Rs.687,785.05

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CHAPTER 10. SOCIAL AND INDUSTRIAL MEDICINE

India - August 1952.

102. Maintenance of Community Health

Central Council of Health set up.

In exercise of the powers conferred by Article 263 of the Constitution, the President by an order dated 9 August 1952 has set up a Central Council of Health.

The Council will be an advisory body and will consider and recommend broad lines of policy in regard to matters concerning health in all its aspects and make proposals for legislation in medical and public health matters. The Council will also have the power to make recommendations to the Central Government regarding distribution of available grants-in-aid for health purposes to the States and to review the utilization of these grants. It has also been vested with the powers of establishing any organisation for promoting co-operation between the Central and State health administrations. It will also examine the entire field of possible co-operation regarding inter-State quarantine during times of festivals, outbreaks of epidemics, etc.

The Council will consist of the Union Minister of Health as Chairman and State Ministers of Health as members. Experts and technical advisers to the Central and State Governments may be required to attend the meetings.

(Notification No.SRO 1418 dated 9 August 1952, the Gazette of India, Part II, Section 3, 16 August 1952, pages 1276-1277).



105. Industrial Medicine.

India - August 1952.

Silicosis and Pneumoconiosis declared as Diseases  
connected with Mining Operations.

In exercise of the powers conferred under section 25(1) of the Mines Act, 1952, and by a notification dated 21 July 1952, the Central Government has declared each of the following diseases viz., silicosis and pneumoconiosis, as a disease connected with mining operations. (Under the Act the Central Government may appoint a competent person to inquire into and report on any case where a notified disease has been or is suspected to have been contracted in a mine).

(Notification No.SRO 1306 dated 21 July 1952, The Gazette of India, Part II, Section 3, 26 July 1952, page 1153).

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

India - August 1952

Chapter 3. Economic Questions

- ( Essential Goods (Declaration and Regulation of tax on Sale or Purchase) Act, 1952 (Act LII of 1952) (Gazette of India, Extraordinary, Part II, Section I, 9 August 1952, pages 265-266).

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

- (a) Tanjore Tenants and Pannaiyaī (Protection) Ordinance, 1952 (No. IV of 1952) (The Fort St. George Gazette, Extraordinary, Part IVB, 23 August 1952, pp. 51-58).
- (b) PEPSU Utilisation of Lands Ordinance, 1952.
- (c) PEPSU Reclamation of Land Ordinance, 1952.

Chapter 5. Working Conditions and Living Standards.

- (a) The Repealing and Amending Act, 1952 (Act XLVIII of 1952) (Gazette of India, Extraordinary, Part II, Section I, 2 August 1952, pp. 251-260).
- (b) Madhya Pradesh Unregulated Factories Repealing Act, 1952 (Act VII of 1952) (Madhya Pradesh Gazette, Part IVB, 25 July 1952, p. 154).

Chapter 7. Problems Peculiar to Certain Categories of  
Workers.

Punjab Habitual Offenders (Control and Reform) Act, 1952 (Act XII of 1952) (Punjab Government Gazette, Extraordinary, 19 August 1952, pp. 845-856).

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- \*(b) Government of West Bengal, Home (Publicity) Department. Annual Report on the working of the Indian Trade Unions Act, 1926. For the year ended 31 March 1949. Superintendent, Government Printing, West Bengal Government Press, Alipore, West Bengal, Calcutta. 1952, Price Rs.3/8/- or 5 sh. 8d. pp.106.

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- \*(a) Government of India, Ministry of Labour, Labour Bureau. Large Industrial Establishments in India, 1947. Published by the Manager of Publications, Delhi. 1952. DLB 2.19/660. 182 pages. (Two copies sent to Geneva under this Office Minute No. D.1/1882/52, dated 26 August 1952).
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- (b) Co-operation and Indian Agriculture - By A.K. Yeena Narayana Aiyer (The Bangalore Printing and Publishing Co. Rs.8/-.)

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- \*(a) Department of Labour, Uttar Pradesh; Annual Review of Activities, 1951: Part I and II: Lucknow, Superintendent, Printing and Stationery, Uttar Pradesh, India. 1952. 321 pages (1 copy).
- \*(b) Role of Uttar Pradesh Government in Improving Workers' Lot: Labour Department, 1951. Booklet issued by the Labour Department, Government of U.P. Superintendent, Printing and Stationery, Lucknow.

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Problems Peculiar to Certain Categories of Workers

- 9(a) Report of the Commissioner for Scheduled Castes and Scheduled Tribes for the period ending 31 December 1951; By L.M. Shrikant, Manager, Government of India Press, New Delhi, 1952. (Sent to Geneva under this Office minute No.J.15/1714/52 dated 4 August 1952).
- (b) Land and Society in Malabar: by A.C. Mayer, (Oxford, Rs.7/-).

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