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INTERNATIONAL LABOUR OFFICE
INDIAN BRANCH

Industrial and Labour Development in September 1952.

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

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CHAPTER 1: INTERNATIONAL LABOUR
ORGANISATION

India - September 1952

11. Political Situation and Adminis-
trative Action.

12th Session of Indian Labour Conference:
Agenda

The twelfth session of the Indian Labour Conference will be held at Naini Tal on 8, 9 and 10 October 1952. The conference will be attended by about 20 representatives of the Central and State Governments, nine representatives of the workers - four from the Indian National Trade Union Congress, two each from the ~~Indian~~ Hind Mazdoor Sabha and the All-India Trade Union Congress and one from the United Trades Union Congress - and nine employers' representatives - four representatives each from the All India Organisation of Industrial Employers and Employers' Federation of India and one from the All India Manufacturers' Organisation.

An important item on the agenda is a discussion on the replies to the questionnaire on industrial relations issued by the Ministry of Labour (vide pages 1-3 of the report of this Office for July 1952). Other subjects that would be discussed at the conference are a special review of the tripartite machinery, uniform standards for paid national and festival holidays in private undertakings, productivity studies and programmes, and industrial housing.

(The Hindustan Times,
22 -9-1952)

Annual Session of the All-India Congress Committee: Economic Policy discussed.

The All-India Congress Committee met at Indore on 13 and 14 September 1952. Mr. Jawaharlal Nehru, President of the Congress, presiding. The Committee, among other matters, adopted resolutions on racialism and the passive resistance movement in South Africa and on economic policy.

Racialism and Satyagraha in South Africa:

The resolution on South Africa said that the A.I.C.C. had viewed with deepest interest and pride the great satyagraha movement against racialism in South Africa and sent its fraternal greetings and good wishes to Africans and the people of Indian descent who were participating in it. The resolution after expressing gratification at the co-operation of Africans and people of Indian descent, declared that the basic principles of the U.N. Charter were being violated in South Africa and it was for the conscience of the world to take heed and to prevent the struggle from developing into something which might endanger world peace.

Economic policy.- The resolution on economic policy stated that the country's advance must be based on a transformation of the structure of the economy of the country, enabling greater capital formation by all feasible methods, and a greater investment in development schemes which expand employment and increase the purchasing power of the people. For this purpose the voluntary labour of the people should be enlisted to the largest possible extent and the public should subscribe to the development loans of the State.

The resolution emphasised that saving, including compulsory saving, should be encouraged. Conditions should be created in which the community, through various organs of the State and through co-operatives, exercises much greater initiative in the conduct and development of industry and trade, and the people themselves, with the help of the State, can play a greater role in accelerating the pace of economic progress. Production and trade should be based progressively on co-operation and the service of the community instead of competition and private profit.

This would necessitate a change of outlook and methods on the part of the administration and large sacrifices on the part of the people which must be according to capacity and on an equitable basis. Such transformation will necessarily have to pass through various stages. The resolution hoped that the Five-Year Plan will reflect full appreciation of the needs for such a change and will move in this direction as far as possible and particularly stress on the achievement of food self-sufficiency, the growth of basic and small-scale industries, and increased opportunities for employment.

Mr. Gulzarilal Nanda, Minister for Planning, speaking on the resolution, said it struck a new path for bringing about changes in society. He urged that all people should put their shoulders together in the task of remoulding the country. The collective endeavour of the people would undoubtedly help in bringing about economic transformation. The resolution stated that advance must be based on a transformation of the structure of the economy of the country, enabling greater capital formation by all feasible methods and a greater investment on schemes which expanded employment and increased the purchasing power of the people. Mr. Nanda said this capital formation did not mean capital formation on the old basis. It meant all forms of national capital necessary for national development. As regards foreign aid, he said it could be accepted on honourable terms.

(The Hindustan Times, 15-9-1952).

Bombay Labour Department to be closed:
No change in Ministers' portfolios.

The Government of Bombay has decided to discontinue, with effect from 2 September 1952, the Labour Department and to amalgamate it with the existing Development Department. The Housing Department, which was hitherto attached to the Labour Department, will now be tagged on to the Public Works Department.

The change-over of departments will result in an annual saving of about 50,000 rupees. There will, however, be no change of the portfolios held by the Ministers at present. Mr. Shantilal Shah, who is now Labour Minister, will continue to remain so and Mr. M.M. Naik Nimbalkar, who is Minister for Public Works, will also continue to hold that Office. Mr. G.D. Tapase, Minister for Backward Classes and Fisheries will be in charge of the Housing Department as at present.

(The Times of India,
31-8-1952)

CHAPTER 2. INTERNATIONAL AND
NATIONAL ORGANISATIONS

India - September 1952

25. Wage-Earners' Organisations.

Joint Trade Union Body: Labour Leaders' suggestions

The setting up of united joint trade union committee based on a plan "which may not involve any sacrifice of views" by any of the four central trade union organisations in the country has been suggested by two prominent trade unionists, Mr. N.M. Joshi and Mr. Mrinal Kanti Bose, in a joint statement issued on 23 September 1952.

The statement says that the ideal of bringing about complete merger of the four trade union organisations in the country is "impossible of attainment". The A.I.T.U.C. is led by the Communists, the I.N.T.U.C. by the Congress, the Hind Mazdoor Sabha by the Socialists and the United T.U.C. though not Communist, is leftist in view and ready to co-operate with the Communists. On account of the divisions in the trade union movement in the country, the movement has become weak. The task of bringing about unity is extremely difficult not only on account of ideological differences but on account of the unwillingness of the leadership even to come together on a common platform on questions on which there cannot be any differences of opinion. A merger of the four is impossible while a confederation would be impracticable. But if the working class in the country is to secure adequate protection of its interests when they differ from that of the employers or the Government, "it can only be done when they can exercise their full influence by some kind of united action and, if possible, united policy"

The statement adds that the "ambitious plan" of one united organisation or even a confederation would have to be given up for the present and "we shall have to be content with a less ambitious plan of forming, if possible, only a united joint trade union Committee based on a plan which may not involve any sacrifice of views by any of the organisations."

For this purpose, every Central trade union organisation with a minimum membership of 2,00,000 should be eligible for representation on the joint committee. Each constituent central organisation should have equal representation on the committee and all decisions should be by agreement of each of the constituent units. Units ~~which~~ which do not join such a committee

in the beginning would be entitled to come in later on. The differences amongst the organisations, now, are due to political views rather than economic questions and " a common policy and action on some of the practical economic questions facing the movement from day to day is not impracticable if there is a genuine desire for the protection of the working classes," the statement says.

Such a plan for a joint trade union committee also the statement says, need not come in the way of any attempts at bringing about unity among different sections of the present movement. If unity is brought about among two or more sections, it might help in the formation of a united joint committee. The present differences are more among the leadership than among the rank and file of the workers and "it is too great a responsibility on the leadership for penalising the working class for what may be regarded as their mistake in the choice of their leadership."

The statement concludes with the hope that the concerned parties will give their best consideration to this suggestion in the interests of the working class in the country.

(The Hindustan Times,
23-9-1952).

Revision of Industrial Relations Legislation urged:
I.N.T.U.C. Reply to Government Questionnaire.

A meeting of the Executive Committee of the Indian National Trade Union Congress was held at New Delhi on 4 and 5 September 1952 to consider the questionnaire on industrial relations issued by the Labour Ministry. The Committee came to the conclusion that a revision in the present industrial law was necessary and essential for various reasons. The new legislation should provide for consultation between the parties at all levels with the help of joint committees and conciliation machinery. A settlement between the parties was more welcome than the reference of disputes to a court of law or adjudication. Trade unions should, therefore, take more to collective bargaining.

The Committee also urged that the Labour Appellate Tribunal should be abolished; there should be no

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appeals and disputes at different levels should be decided finally by competent authorities. Pleaders should be eliminated and the procedure of adjudication and arbitration should be simplified by removing technicalities and basing decisions on principles of natural justice and equity. The committee was also against having special provisions for banking, insurance, etc.

Government employees should have full rights to organise themselves, but machinery in certain cases for redressal of their grievances may be of a special type and Government should have the power, in case of an emergency, to intervene in any dispute.

(The Hindu, 7-9-1952).

Workers' Right to Strike: Hind Mazdoor Sabha's Plea for Recognition: Reply to Questionnaire.

The Hind Mazdoor Sabha, in a memorandum to the Central Labour Ministry containing its reply to the industrial relations 'questionnaire', has urged upon the Government to permit strikes as a weapon of "collective bargaining".

The memorandum said strikes should be permitted in a democratic form of society. "This is necessary because there cannot be effective collective bargaining without the weapon of strike. We are in favour of maintaining highest possible production level, but making strikes illegal will not increase production. Production can be increased only by making the worker more efficient. This can be done by improving his standards of living and giving him better conditions of work. Production can also be increased by maintaining peace in the industry and real peace can be maintained only by having a satisfied labour force".

It said that the parties concerned should be encouraged by the Government to settle disputes by negotiations and collective bargaining. "But at the same time the State should intervene, when conciliation fails," it added.

The memorandum said labour welfare officers had not functioned in any useful manner in the settlement of disputes. ~~It~~ "In fact their presence has only hindered the settlement of a dispute as they generally

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act as agents of employers. It will be useful to have a carefully devised statutory machinery on such questions as certifications of bargaining agents, rights and responsibilities of bargaining agents, and the binding nature of agreements entered into by the bargaining agents. The machinery might not be elaborate but some machinery is essential".

It said that there should be no appeals from decisions of labour courts, except to the High Courts on points of law. It was against the retention of the appellate tribunal. It was also of the view that in no circumstances should Government have power to set aside or modify awards.

The memorandum said that a trade union consisting wholly or partly of civil servants should not be denied registration under the plea that its members participate in political activities.

(The Hindustan Times,
20-9-1952).

A.I.T.U.C.'s Reply to Questionnaire: Compulsory
Recognition of Trade Unions suggested.

In its reply to the Central Labour Ministry's questionnaire on industrial relations, the All-India Trade Union Congress has suggested that the Industrial Disputes Act of 1947 should be repealed and new laws framed without any political prejudices.

The reply said that for better industrial relations the law should provide compulsory recognition of all trade unions of employees. Only this would facilitate mutual negotiations and settlement of disputes. The law should provide for industrial courts to help workers if they desired to take their disputes there for settlement.

(The Hindustan Times,
26-9-1952).

Bengal-Nagpur Railwaymen's Congress and Eastern Railwaymen's Congress merge: Decision taken at joint meeting

The Bengal-Nagpur Railwaymen's Congress and the East Indian Railwaymen's Congress have been merged into a "Eastern Railwaymen's Congress".

The merger decision was taken at the two-day joint session of the two bodies held near Dhanbad on 8 and 9 September 1952. Mr. A.P. Sharma, President of the East Indian Railwaymen's Congress, presided.

Mr. Sharma and Mr. J.N. Bose were elected president and general secretary respectively of the newly formed Eastern Railwaymen's Congress.

This merger is a consequence of the formation of the Eastern Railway, by integration of the former Bengal-Nagpur and East Indian Railways.

(National Herald,
12-9-1952)

I.N.T.U.C. to start Workers' Journal:
Workers' Publication Trust formed

A decision to create a publication trust under the name of the All Indian Workers' Publication Trust, was taken at a meeting of the working committee of the Indian National Trade Union Congress, held at New Delhi on 4 September 1952.

The Committee decided that the immediate task of the Trust would be to start an English weekly under the name of the Indian Worker to be published from New Delhi with effect from 2 October with Mr. Hariharnath Shastri as managing editor.

(The Hindustan Times,
5-9-1952).

28. Employers' Organisations.

India - September 1952.

Annual General Meeting of United Planters' Association of Southern India, Coonoor, 26 - 30 August 1952.

The annual general meeting of the United Planters' Association of Southern India was held at Coonoor from 26 to 30 August 1952, Mr. E.H. Stanes presiding. The conference was inaugurated by Mr. Sri Prakasa, Governor of Madras.

Presidential address: false impressions about industry. In his presidential address, Mr. Stanes referred to certain false impressions about the plantation industry, particularly, the impression created by certain persons that the planting industry was predominantly a foreign interest, whereas in South India 619,000 acres or nearly two-thirds of the total South Indian acreage of tea, coffee, rubber, cinchona, cardamom, and pepper, were held by Indian proprietors, whilst a further one-sixth was held by Rupee companies, the majority of which were entirely Indian owned and controlled. He had also in mind stories of excessive profits, and of the enormous amount of dividends being sent out of India; the truth was that the average return to South Indian planting company shareholders was just over 8 1/2 per cent. per annum over the past twenty years, and the return to Sterling company shareholders, including bonuses was lower than that of the Rupee companies. The various Government gilt-edged loans within the same period had averaged over 4 per cent. and the planting shareholder had to face present and future risks of capital inherent in any agricultural pursuit. In the case of tea, the Central Government took a proportionately & bigger return than dividends in excise and export duties alone. On coffee, which was entirely a South Indian crop, the excise duty now averaged 7.5 million rupees per year, and in addition, the Madras Government alone, last financial year, took over 6 million rupees in sales tax on the first sale of coffee by the Indian Coffee Board. Besides, last year labour in Madras got a bonus of 8 1/3 per cent. on total earnings on tea estates.

Labour legislation: Mr. Stanes said that labour in particular, and the public in general, had been told from time to time by responsible Ministers that any industry which cannot afford to pay for the wages and amenities which Government considered necessary for its labour in these modern times, had no right to survive. He would fully agree with this, if wages and amenities were the same throughout

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the country. "I could only say that if this is the policy of Government towards its most highly taxed and most labour-legislated industry, with a standard well in excess of the rest of the 90 per cent. agriculturists in the country, then it is a complete negation of the responsibilities of Government, and instead of saying such an industry has no right to survive, I would say, it has chance to survive."

Mr. Stanes referred to the draft model rules drawn up under the Plantations Labour Act and said the rules not only betrayed a complete lack of knowledge of conditions as they existed on plantations, but also clearly showed that no thought whatever was given to the financial implications of the many amenities and services proposed. A preliminary calculation of the cost of these amenities and services required under the Plantations Labour Act revealed an additional cost of One Rupee, four annas and three pies per worker per day for recurring expenditure only.

Problems of the tea industry: As regards the tea industry, Mr. Stanes said that the Government had appointed the Rajaram Rao Committee, to enquire into the problems of the industry. He hoped that its report to Government would be that a halt must be called to idealistic labour legislation, which increased the cost of production out of all proportion to the direct benefit to labour, whose chief problem always had been, and would be food and clothing. He also hoped it would recommend that taxes which bear on the cost of production must be lightened. It had been reported in the Press that the Committee, at their meeting with plantation labour representatives in Delhi, was advised that uneconomic estates should close down. He did not know whether these labour representatives were aware that the estimate of estates in South India which produced tea known as 'common', and which, due to their elevation and climatic conditions could not produce any other class of tea, was 40 per cent. of South Indian crop - also whether they realised the misery and want which would result to plantation labourers and their dependents whose numbers run into hundreds of thousands, if these estates were closed down. The cost of labour, and hence most of the cost of production, had been fixed by Government by the institution of minimum wages; there, therefore, remained no possibility of co-operation between management and labour in trying to work together in tiding over hard times by a reduced standard for both. Low grown tea - of which there were many million pounds unsold both in India and in the U.K. from last year's crops - cannot carry on without reduced taxation, and reduced costs of production.

Coffee industry: The coffee industry had a different set of problems. Here the world price was high and it was their endeavour to keep the price of coffee in their main and most important home market of India, down to a price which the consumer could afford. His standard of living is much lower than that of U.S.A. The producers were anxious about the increased cost of production because the sellers' market could not continue for ever, as vast new areas of coffee were said to have been planted out in Brazil. If the cost of production got out of hand, the producers did not want to get into the same position as had happened before, when large areas of borderline estates reverted to jungle, and thousands of workers were thrown out of employment.

Rubber: As regards rubber he said it was sold in India at a price fixed by Government, and with production cost rising, their selling price was always a long way behind; rubber in India had no share in the inflated world prices during the Korean War boom, and had no reserves put aside for replanting work. He was afraid Government would find - too late - that rubber production in India had decreased until there was only a negligible quantity left.

Office bearers: Colonel G.A.H. Spain was elected President of the United Planters' Association of Southern India and Mr. L.W. Russell was elected President of the Southern India Estate Labour Relations Organisation.

(Copies of the proceedings of the conference have been called for and will be reviewed in detail, in a subsequent report, if considered necessary).

(The Hindu, 26-8-1952
and 2-9-1952).

29. International Co-operation.

India - September 1952.

Co-ordination of U.N. Technical Aid: Dr. Steinig appointed Resident Representative.

Dr. Leon Steinig who has been appointed U.N. Technical Assistance Representative for India (vide page 15 of the report of this Office for February 1952) arrived in New Delhi on 31 August 1952.

Dr. Steinig's chief functions will include: working in close co-operation with Government authorities to co-ordinate the activities of specialised agencies in the technical assistance field; advising the Government on requests submitted to the Technical Board for Assistance; responsibility for the general administration of technical assistance missions of U.N. specialized agencies; advising the Technical Assistance Board and specialized agencies on technical assistance matters concerning India; and working in close co-operation with the Point-Four programme, the Colombo Plan and other organizations ~~assisting India technically~~ giving technical assistance to India. As Resident Representative, Dr. Steinig represents the Technical Assistance Board as a whole and each of its associate organizations.

Dr. Steinig joined the ILO in 1926 where he worked on problems of forced labour. From 1930 to 1946 he was in the League of Nations. During his last five years with the League of Nations, he was in charge of the League's office at Washington. In 1946, Dr. Steinig joined the U.N. Department of Social Affairs of which he was acting Principal from September 1950, and at times Acting Assistant Secretary-General of the U.N. till he took up his latest assignment in India.

(The Statesman,
3-9-1952).

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CHAPTER 3: ECONOMIC QUESTIONS

India - September 1952

32: PUBLIC FINANCE AND FISCAL POLICY

Estate Duty Bill introduced in Parliament

Mr. Mahabir Tyagi, Minister for Revenue and Expenditure, Government of India, introduced on 11 August 1952 in the House of the People, the Estate Duty Bill, 1952, which seeks to provide for the imposition of an estate duty on property passing or deemed to pass on the death of a person.

Under the Bill, property which passes on death or which is deemed to have passed on death is liable to estate duty. Also liable to estate duty is property which has been gifted away in contemplation of death, if such gift has been made within a certain period - six months in the case of gifts made for public, charitable purposes, and two years in any other case.

Estate duty is also chargeable under the Bill on property in which the deceased had an interest which ceased on death. This category covers the case of co-parcenary property of a Hindu family, governed by various inheritance laws. Estate duty is payable ~~inheritance~~ to the extent to which a benefit occurs or arises on account of ceasing of interest of a deceased member of the joint family.

As in the case of income-tax, the rates of duty and the maximum exemption limit will be determined by the annual Finance Acts. Certain exemptions and reliefs have been provided, which will be governed by rules made under the Act. These exemptions include cases where quick succession to property has taken place. Reliefs varying between 50 per cent and 10 per cent are contemplated, according as the second death occurs within one to five years of the first death.

Another exemption contemplated is in regard to the property which passes to the widow on the death of her husband. While the duty would be charged on the estate on the husband's death, if the widow dies within seven years, no estate duty is to be chargeable on the property passing from her.

The machinery for assessment and collection of estate duty will be under the authority of the Central Board of Revenue, which is the authority for collection of all Central revenues, including income-tax, customs and central excise. The Bill contemplates the creation of this machinery within the Central Board. The Act will be administered by a Controller or Controllers of Estate Duty.

The Central Government will have a panel of non-official valuers, whose function will be to determine the value of property where the valuation made by the Controller is not accepted and the person accountable desires that the matter should be referred to the arbitration of valuers.

According to the statement of objects and reasons appended to the Bill, one of the purposes for bringing forward this measure is to rectify the existing unequal distribution of wealth to a large extent. Such a measure would also assist the States ~~and~~ towards financing their development schemes. The Planning Commission too, in its draft Report, has stressed the necessity of undertaking legislation to levy death duties in India as early as possible.

A bill seeking to impose such a duty was introduced 1946 and then re-introduced in the provisional Parliament in 1948 (vide pages 52-53 of the report of this Office for April 1948). The latter bill after being considered by a Select Committee of the House lapsed on the dissolution of that Parliament. The present Bill is practically a reproduction of that Bill as reported on by the Select Committee, but certain changes have been made.

Under article 269 of the Constitution, the net proceeds of the estate duty will be assigned to the States on such principles of distribution as Parliament may hereafter formulate. The appropriate estate duty on agricultural land situated in a State will, of course, be assigned to that State.

(The Gazette of India, Part II,
Section 2, 16 August 1952,
pages 396-422)

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34: ECONOMIC PLANNING, CONTROL AND
DEVELOPMENT

India - September 1952

Essential Supplies (Temporary Powers) Amend-
ment Act, 1952 (Act No. LXV of 1952)

The Essential Supplies (Temporary Powers) Amendment Bill, 1952 (vide pages 7-8 of the report of this Office for August 1952) as passed by Parliament, received the assent of the President on 27 August 1952 and has been gazetted as Act No. LXV of 1952. The Act extends the life of the Essential Supplies (Temporary Powers) Act, 1946, up to 25 January 1955.

(The Gazette of India,
Part II, Section I,
22 August 1952, pages 286)

Financial Aid to Industry: Review of Work of Central
Corporation.

According to the annual report of the Industrial Finance Corporation during the year ended June, 1952, the Corporation sanctioned 33 loan applications involving a total amount of 44.5 million rupees as compared to 17 applications involving 23.8 million rupees during the previous year.

The increase in loans in the year under report, which was about double that of last year, was due partly, the report observes, to the arrangements made for quicker disposal of applications. The quality of the applications received in the year was also better. Other favourable factors were the better prospects of securing machinery and raw material as a result of the commencement of the Korean truce talks in June, 1951, and the emergence of Germany and Japan as exporters of machinery which made it possible to secure plants and machinery for early deliveries. The industries which benefited from these loans are textile machinery (600,000 rupees); mechanical engineering (190,000 rupees), electrical engineering

(30,50,000 rupees); cotton textiles (43,75,000 rupees); chemicals (10 million rupees); ceramics and glass (39,00,000 rupees); electrical power (5,50,000 rupees); Metallurgical industry - non-ferrous metals (5,00,000 rupees); iron and steel - light engineering (8,00,000 rupees); sugar industry (95,00,000 rupees); paper industry (71,00,000 rupees); other unclassified industries (22,00,000 rupees).

During the last four years of the existence of the Corporation, it has sanctioned an amount of 140.3 million million rupees to 94 applicants all over the country. The entire amount of 140.3 million rupees was not, however, ^{drawn} ~~given~~. The report says that about 14.4 million rupees were not actually disbursed because the applicants declined to avail themselves of these loans. Certain borrowers, after receiving the sanction to their loans, change their schemes and submit fresh applications while others, for one reason or another, do not avail themselves fully of the accommodation granted. The extent of such non-utilisation, however, is decreasing, the report observes.

A statement of accounts of the Corporation given in the report, for the year ended June 30, 1952, shows that at the end of the year after making provision for taxation and reserve from the net profit, a balance of Rs.8,25,000 rupees was left. The Corporation proposes to utilise this amount towards the payment of the dividend. It also proposed to call upon Government for an amount of 2,99,000 rupees to make up the guaranteed dividend which the Central Government has guaranteed at 2 1/4 per cent. on the share capital. The total amount already drawn from Government by the Corporation during the preceding three years, by way of subvention to meet the guaranteed dividend amounts to 23,89,000 rupees.

The report records that most of the borrowers of the Corporation have been paying interest and instalments on principal on the due date, but in a few cases extension of time had to be given. The rate of interest was changed, during the latter half of the year, from 5 1/2 per cent. to 6 per cent.

The report announces that the Government of India have renominated Mr. Sri Ram as Chairman of the Corporation for a further period of two years commencing from 1 July 1952.

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55: PRODUCTIVITY

India - September 1952

All-India Record in Post-war Industrial
Production: Official Review

Industrial production, according to an official review, was buoyant in the first half of the current year. At the end of April, the latest month for which indices of production are available, the general index of production was 133.3 as against 117.4 in 1951. This is stated to have established an all-time record in the post-war period, being 33.3 per cent higher than in 1946. If the same trend continues in the second half, production in 1952 is likely to show a further appreciable improvement over the previous year.

Taking into account the actual output in the first half, production in the full year, it is stated can be estimated as follows: cotton piece-goods, 4,330 million yards (against 4,080 million yards in 1951); jute manufacture, nearly one million tons (873,000 tons in 1951); cement, 3.4 million tons (3.2 million tons in 1951); steel 1,100,000 tons (1,072,000 tons) and paper 134,000 tons (131,000 tons).

Besides these prospects of improvement in the private sector, various nationalized industrial schemes have also made progress during this period. Production in the Sindri Fertilizer Factory is increasing. The target of 100,000 tons of ammonium sulphate per day is expected to be reached within this year. The Vishakapatnam ship-building yard has started a big programme of ship building.

The construction work of the Machine Tool Factory at Bangalore is proceeding apace. Arrangements have been made to set up oil refineries. The steel companies are actively pursuing proposals to expand steel production.

Textile output.- The textile industry is stated to be in a healthier state than in March. From an export of 39 million yards in January, there was a decline to 21 million yards in March. Thereafter, exports rose again to 39 million yards in May. The May and July levels of production of textile goods established the highest monthly records during the post-war period.

This is also true of the production of cotton yarn. The monthly rate of production has been steady between 113 million lb and 118 million lb, giving an annual rate of 1.400 million lb which is 100 million lb above the previous year's level. This production has been facilitated by larger imports of foreign cotton, in addition to increased domestic production. During the period January to May, 1952, India imported by sea 790,000 bales of raw cotton as against 400,000 bales in the corresponding period of the last year. This marks an increase of nearly 100 per cent.

Production of jute manufactures has expanded from 427,000 tons in the first half of 1951 to 496,000 tons in the corresponding period of this year. Official steps improved the export of jute goods from 50,000 tons in April to 70,000 tons in May. Exports of hessian to U.S. markets also improved from 212 million yards in the first five months of 1951 to 261 million yards in the corresponding months this year.

Steel industry.- The steel industry has maintained a steady record of production with a slightly upward trend. Production during the half year amounted to 558,000 tons as against 528,000 tons in the corresponding period of last year. It is significant that except in the month of April, production during other months has been steady round 90,000 tons.

The cement industry expanded production from 1,515,000 tons in the first half of 1951 to 1,708,000 tons in the corresponding period this year. Proposals have been sanctioned which will step up the production of cement in the next three years by an additional 1.3 million tons per annum.

The paper industry has also expanded. This is also true of many engineering industries, including grinding wheels, ball-bearings and machine tools.

In the group of chemical industry, production of ammonium sulphate has made a spectacular rise. From 18,000 tons in the first half of 1951, it has gone up to 77,000 tons in the first half of 1952. Caustic soda has improved by 2,000 tons.

Other chemical industries have generally suffered a decline, mainly due to shortage of raw materials. The manufacture of sulphuric acid, the main basis of chemical industry, declined in production from 46,000 tons in the first half of 1951 to 44,000 tons during the first six months of 1952.

36. Wages.

India - September 1952.

Ajmer: Minimum Wages Act, 1948, extended to Wool Cleaning, Pressing and Bailing Establishments,

In exercise of the powers conferred under the Minimum Wages Act, 1948, and in supersession of the notification dated 7 March 1952 (vide page 39 of the report of this Office for March 1952) the Chief Commissioner, Ajmer has added the following employment to Part I of the schedule to the Act: "14. Employment in any wool cleaning, pressing or bailing establishment". The Chief Commissioner of Ajmer has directed that minimum rates should be fixed ~~before~~ ^{from} 1 March 1953.

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

(Notification No.18 Lab/46/52 D and L dated 5 September 1952, The gazette of India, Part III, Section 3, 13 September 1952, p.942).

Bihar: Bonus to Sugar Workers: Tribunal's Award.

The Government of Bihar published on 25 August 1952 the award of the Industrial Tribunal, Bihar, in the dispute between the managements of 29 sugar factories in the State and their workmen. The dispute related inter alia to the quantum of bonus for the years 1949-50 and 1950-51, establishment of a provident fund and gratuity scheme for workmen and reinstatement of discharged workers.

The tribunal has laid down certain principles for determining the question of bonus. The more important of these are:

- (a) As the sugar industry in Bihar cannot afford

to pay living wages to workers, bonus should be looked upon as the temporary satisfaction, wholly or in part, of the needs of the employees.

(b) As both labour and capital contribute to the earnings of the industrial concerns, labour should derive some benefits by way of bonus if there is a surplus after making prior and necessary charges and after leaving a reasonable return to capital.

(c) The safest and most satisfactory method of determining the question of bonus is to link it with production of sugar on an industry-wise basis leaving it to a particular unit to escape liability by proving loss.

The Tribunal directed that sugar factories in Bihar which produced ~~or more or less~~ 100,000 maunds of sugar or less during 1949-50 and 1950-51 seasons should be exempted from paying bonus. Other factories, excluding six which have been specifically exempted, have been directed to pay bonus at the following rates:

Year 1949-50.

Factories which have produced

- (i) Over 100,000 maunds of sugar and up to 200,000 maunds. At the rate of two annas per maund of sugar produced.
- (ii) Over 200,000 maunds and up to 350,000 maunds. Four annas per maund of sugar produced subject to the condition that the rate would be two annas for the first 200,000 maunds.
- (iii) Over 350,000 maunds and up to 500,000 maunds. Six annas per maund of sugar produced subject to the condition that the rates would be two annas for the first 200,000 maunds, four annas for the next 150,000 maunds and six annas for the balance.
- (iv) Over 500,000 maunds. Eight annas per maund of sugar produced subject to the condition that the rate would be two annas for the first 200,000 maunds; four annas for the next 150,000 maunds; six annas for the next 150,000 maunds and eight annas for the balance.

Year 1950-51.

Factories which have produced:

- | | |
|--|---|
| (i) Over 100,000 maunds of sugar and up to 200,000 maunds. | At the rate of two annas per maund of sugar produced. |
| (ii) Over 200,000 maunds and up to 350,000 maunds. | Five annas per maund of sugar produced. |
| (iii) Over 350,000 maunds and up to 500,000 maunds. | Seven annas per maund of sugar produced. |
| (iv) Over 500,000 maunds maunds. | Ten annas per maund of sugar produced. |

Bonus is to be distributed on the basis of the total wages earned by each workman during the crushing season.

The claim of the workmen for a share in the amount received by the factories as concession in excise duty and cane cess from Government on the quantity of sugar produced during the crushing season 1949-50, has been rejected by the tribunal. An extra payment at the rate of five rupees per maund of sugar released for free sale will be paid, however, by those factories which made a free sale in 1950-51.

Provident fund scheme wherever exists, has been made applicable to the seasonal employees also. The tribunal considered it inexpedient, to impose the additional burden of gratuity on the industry at present.

(Bihar Gazette, Extraordinary,
25 August 1952, pages 1-40).

38: HOUSING

India - September 1952

Government Housing Factory: New Undertaking
formed in agreement with private company

An agreement has been reached between the Government of India and Baisakha Singh Ltd., under which a combined undertaking will be registered to take over the assets and liabilities of the Government Housing Factory at New Delhi.

The new company will consist of the Government of India and the Indo-Swedish firm of Messrs. Baisakha Singh-Wallenborg and Sons as equal partners. The plant, machinery, buildings and estate of the present Government Housing Factory will be leased to the new company. Messrs. Baisakha Singh-Wallenborg and Sons will make available to the new company, on lease, the additional machinery required for running the factory, as well as the working capital. The agreement will be for a period of 15 years in the first instance, and is subject to renewal.

The scheme of producing complete pre-fabricated houses has been abandoned and the new company will, in the main, manufacture foam concrete slabs for roofing, pre-stressed concrete components and wooden doors and windows in standardised patterns. The factory will also undertake steel fabrication employing a modern process of electrical welding which is expected to reduce consumption of steel by as much as 30 per cent.

The new company, it is expected, will go into production early next year.

(The Hindustan Times,
5 and 16 September
1952)

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

41: AGRICULTURE.

India - September 1952.

Agricultural Labour Conditions: Government
of India's Survey

The Government of India's survey dealing with the agricultural labour conditions in the country has now been completed. The report on the first stage of the enquiry will soon be published as a monograph entitled "Agricultural Wages in India".

The object of the enquiry was to collect data on employment, earnings, cost and standard of living and indebtedness of agricultural workers with a view to considering what protective and ameliorative measures, including the fixing of minimum wages under the Act of 1948, should be undertaken. The inquiry covers all the States and Jammu and Kashmir.

As no inquiry into the conditions of agricultural workers on an all-India basis had been conducted before, the Departmental Committee of Economists and Statisticians set up under the Cabinet Secretariat recommended that the survey should be in gradual stages and that the first should be a preliminary inquiry in a few villages in some of the States with a view to testing the questionnaires, collecting data for sampling, amplifying the instructions and getting an idea of the time taken and the nature of the field organisation required.

The recommendation was accepted and preliminary inquiries were conducted from June to November 1949, in 27 villages - one in Mysore, two each in Assam, Orissa and Madhya Pradesh, three in Madras, four in Bihar, five in West Bengal and eight in U.P. Eight separate reports on one village in each State have already been published.

Due to limited resources, it was not possible to conduct the main inquiry in all the 560,000 villages of India. It was therefore decided to restrict it to 815 villages, selected on the principle of stratified random sampling. The period of the inquiry was a year and the data collected also referred to the same period. The inquiry was conducted in three stages through three schedules. The main object of the first two stages was to gather an idea of the general economic conditions and the employment structure in the village and to delimit the families which should be regarded as agricultural labour families for the purpose of the intensive family survey which formed the third stage. An agricultural labour family was regarded as one in which either the head of the family or 50 per cent or more of the ~~earning~~ earners reported agricultural labour as their main occupation. Having delimited them, a specified sampling fraction of such families was selected at random for the third stage. Thus, for the first two stages the sampling unit was a village and for the third stage an agricultural labour family.

A comprehensive questionnaire was drawn up in consultation with the State Governments, economists and experts. It consisted of three parts. The first was for collecting information on the general economic conditions of the villages, the system of land tenure, employment structure of families, land utilization, prevailing wage rates, methods of wage payment, wholesale and retail prices of important items of consumption and the existence, if any, of involuntary and imported labour.

The second part was designed to gather data on employment, size and earning capacity of all families in the selected villages, housing, size of holdings, extent of employment of hired labour, livestock and implements. The third part was confined to a representative sample of families of agricultural workers selected at random from amongst such families. Information pertaining to employment and unemployment, gross and net income, involuntary labour, cost and standard of living of agricultural labour families and indebtedness was collected in this part.

Population ratio.- In all, 815 "general village schedule" were collected. The data in these were carefully examined and thereafter posted, checked and manually tabulated in the Statistical Unit of the Ministry of Labour. In all, 16 zonal and 16 State tables for each zone and State were prepared.

Analysing the distribution of families in the sample villages in each State according to occupation, the report classified the families into four main groups - owners, ^{tenants} agricultural workers and ~~non-tenants~~ agriculturists. Taking the families in all the States together, it was found that the agricultural and non-agricultural families formed respectively 77.7% and 22.3 per cent out of the total. The families of owners formed 26.5 per cent, those of tenants 25.1 per cent, of agricultural workers 28.1 per cent and those of non-agriculturists 22.3 per cent, the percentage of families per agricultural worker with and without land being 16.1 and 12.0 respectively.

On the basis of this proportion the report estimates that the total number of agricultural labour families in the villages of India comes to 18.7 million, or 27 per cent of the number of rural families. The report also estimates that the average rural family is of five people.

The requirements of the farmer for assistance on his land determine the principal classes of agricultural workers. In the first instance, the farmer, especially if his holdings are large, requires some permanent help, always at hand, to assist him in undertaking the agricultural operations which are continually in progress. This help should be available on the spot at all odd hours. In addition to this assistance, the farmer is usually in need of more help during the crop-preparing and growing season. He also requires every form of assistance when his crops are ready to be harvested; he then looks round eagerly for extra workers and is inclined to accept all who offer themselves for such work.

The employment of various kinds of farm labour - permanent, seasonal and purely temporary or casual - thus arises out of the exigencies of the work to be done on the farm. Permanent help is secured through workers whose contract of employment runs for a period of time, whose presence near at hand is ensured by the assignment of lodgings and whose goodwill is, as a rule, secured by the maintenance of many customary and traditional ~~arr~~ arrangements for their own benefit and that of their dependants.

Custom, in fact, governs a large number of daily acts and usages in agriculture and everywhere constitutes an indispensable guide in the relation between groups of agricultural population. It creates and preserves from generation to generation a characteristic stability in the structure of agricultural society. The immense diversity

existing in different areas in respect of the nature of contract or agreement between the agricultural employer and the employee, the modes of payment of wages, perquisites and the traditional privileges enjoyed by the workers are all the outcome of age long experience and, though all these customs may not be beneficial, their significance has to be recognised in any scheme of agrarian reform.

Rates of minimum wages for agricultural workers have so far been fixed in the Punjab, Delhi, Kutch, Himachal Pradesh and Ajmer. The Governments of Orissa, Coorg, Rajasthan and Vindhya Pradesh have published draft proposals. The Governments of Uttar Pradesh, Assam, Madhya Bharat and PEPSU have appointed committees under Clause (a) of Sub-Section (1) of Section 5 of the Minimum Wages Act, 1948, to examine the question of fixing wages for farm labour. The U.P. and Assam committees have already reported and their recommendations are under consideration.

Details of the conditions in Bombay, Madras and West Bengal are stated below:

Bombay.- The inquiry showed that in Bombay State there is "marked disparity" between the minimum wages in the non-agricultural employment and the prevailing wages in agriculture. The minimum wages in non-agricultural employment is nowhere less than 2 rupees per day.

Even if due allowance is made for the comparatively high cost of living in urban areas, it appears that the disparity between these wages and those prevailing in agriculture is considerable.

The minimum rates of wages for agricultural employment has not yet been fixed in the State of Bombay, although minimum basic wages and dearness allowance have been fixed in certain non-agricultural employments as a result of awards of adjudicators and industrial tribunals.

The average daily wages for ploughing, sowing, weeding and harvesting were Rs. 1-2-8, Rs. 1-1-3, Re. 0-14-0, and Rs. 1-2-5 respectively in the case of men, and annas 0-11-6, 0-14-4 and 0-15-2 respectively in the case of women for the same operations except ploughing for which women are not included.

It is not surprising that the landless agricultural workers in the State of Bombay have preferred employment in the textile mills, ginning and pressing factories and other industrial concerns.

1. Source: The Statesmen, Delhi, 8-9-1952.

The survey reveals that out of the total population of the State in 1951, the rural population was 24,785,901 or 68.9 per cent. And the urban population 11,170,325 or 31.1 per cent. Two kinds of agricultural workers were found in the 55 'sample' villages where the agricultural labour inquiry was conducted, namely, attached and casual.

The number of attached workers was small; only the big agriculturists employed such workers who were generally engaged for a period of a year. The bulk of agricultural labour consisted of casual workers who are the real backbone of the agriculture industry. They were employed on a daily basis; in some villages it was found that they hold some plots of land. They were usually drawn from castes such as Thakardas, Kolis, Vankars and Ghatias.

Wages were paid to the casual workers mostly in cash without perquisites though in a few cases, perquisites were allowed in addition to usual wages. Payment in kind or partly in cash and partly in kind was also prevalent in some villages. The hours of work for casual workers varied from 7 to 8 a day. The attached workers, however, had to put in about 10 hours ^{work} a day. Only men were employed as attached workers, whereas men, women and children were all engaged as casual workers.

Casual workers.- Wages paid to casual workers were generally in cash. The number of villages reporting payment of wages in kind was no less than 25 per cent. of the villages selected; but for harvesting and threshing the percentage was nearly 50. In addition to the daily wages, perquisites in the form of two meals were allowed in a few cases. Piece wages were not generally in vogue.

The data collected from the general village survey show that whereas the prices of cereals and pulses have risen by 3.5 to 4 times since 1938-39, the comparative ~~increase~~ increase in agricultural wages has, on the whole, been less¹.

Madras.- For the purposes of the enquiry, Madras State was divided into seven zones, and 84 villages were selected by stratified random sampling from village lists relating to each zone.

1. Source: The Times of India, Bombay, 15-9-1952.

Land Tenures.- The general land tenure in the State is now ryotwari under which the ryot, who is a registered owner of the ryotwari holding, is the proprietor of land directly responsible for payment of land revenue to the Government without the intervention of any intermediary; the zamidari tenure and certain kinds of inams were abolished by the Madras Estates (Abolition and Conversion into Ryotwari) Act, 1948.

The agricultural labourers can be classified as attached and casual. The former are engaged for the whole or during the busy season for a period of three to six months. The latter are engaged either on time or on piece rates. Men were employed for agricultural operations and children were usually engaged as graziers. Women were sometimes employed as attached workers for cleaning the cattle sheds in the morning and for lighter agricultural operations. The attached workers were not allowed to work with any person other than ~~their~~ their regular employer. Payment to the attached workers was made in kind and perquisites like meals, chappals, blankets, etc. and certain conventional supplements in the form of grain during the harvesting and threshing seasons were also usually allowed to them.

Minimum rates of wages for agricultural employment have not yet been fixed in the State. The casual workers are commonly paid piece rates for the work of harvesting and threshing and to some extent for the work of transplanting and manuring. Payments are made in cash or kind but wages are mostly paid in cash for ploughing, embanking, harrowing, manuring and sowing. The system of allowing perquisites to casual workers is in vogue to some extent. Gang or group labour is employed during February-March for such workers. Four per cent of the threshed grain is allowed to each member of ~~the~~ the gang irrespective of whether they are men, women or children. The average earning of a worker on this basis amounts to As. 10-8 per day. No special perquisites or any other preferential treatment was accorded to these workers.¹

West Bengal.- In West Bengal 59 villages were selected for the purpose of the inquiry. The State was divided into eight zones and the 59 villages were selected on the basis of "stratified random survey". The inquiry revealed that in West Bengal an attached agricultural worker, as

1. Source: The Hindu, Madras, 14-9-1952.

opposed to a casual worker, received the depressingly low average monthly remuneration of about 22 rupees.

Attached workers employed in several zones in the State were mostly drawn from the scheduled or other backward classes. They were generally indebted to the employers, from whom they obtained loans, advanced on condition that they and members of their family worked for the creditor on his farm. They were also expected to do other household duties. Women were not usually employed as attached workers; adult males were engaged for agricultural and domestic work, while boys helped in grazing cattle and doing other odd jobs during the busy season.

Remuneration.- The inquiry revealed that there were no uniform terms of contracts of employment. Generally, attached workers were engaged either as farm servants or as domestic servants, or probably as both. Their annual remuneration was about 100 rupees, the amount being paid in cash or in kind. In addition, a worker received two meals a day, valued at about 10 annas. It was also customary to supply two dhotis and two pieces of cloth during the year. The value of these perquisites was about 10 rupees per annum. The total remuneration amounted to about 22 rupees a month.

The person who worked purely as a farm servant usually received one-third of the produce of the land he cultivated, the cost of cultivation being borne by the employer. Some employers allotted one bigha of land to the attached worker on the condition that he worked in the employer's fields during the busy season on reduced daily wages.

For this small earning, the labourer had to put in nearly 12 hours' work a day. The working day in the slack season consisted of six to eight hours, exclusive of the rest period.

The inquiry regarding the casual worker was equally revealing. While men were engaged in all agricultural operations, women and children were employed for transplanting and harvesting. Sometimes the worker was given cold rice in the morning or a midday meal in addition to his small daily wage.

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The distribution of sample villages showed that 51 were under the zamindari land tenure, while only eight were ryotwari villages¹.

Rajasthan: Jagirs to be abolished

The Government of Rajasthan announced on 5 September that the process of resumption of jagirs in the State will commence on 16 September 1952.

The Rajasthan Land Reforms and Resumption of Jagirs Act, 1952 (vide pages 46-47 of the report of this Office for February 1952) came into force in February 1952 and Jagirs whose annual income is less than 5000 rupees have been excluded from the purview of the Act.

Jagirs whose annual rental income is 200,000 rupees or more, are to be resumed on 16 September. Six Jagirs in the 200,000 rupee income group are to be resumed on that date. They are Sikar, Khetri, Uniara, Diggi and Chanerao of Jodhpur.

Fifteen jagirs in the next group with an annual income between 100,000 and 200,000 rupees are to be resumed on September 23. October 1 has been fixed for the resumption of jagirs with income between 50,000 and 100,000 rupees. There are about 20 jagirs in this category?

Hyderabad Tenancy (Prevention of Eviction and Transfers) Ordinance, 1952, promulgated

The Rajpramukh of Hyderabad promulgated on 29 August 1952 an Ordinance to prevent the eviction of agricultural ~~lands~~^{tenants} in the State.

The Ordinance entitled the Hyderabad Tenancy (Prevention of Eviction and Transfers) Ordinance, 1952, which came into force at once, declares void all sales by landlords of lands held by protected tenants to other persons after 21 March 1952

1. Source: The Statesman, Delhi, 13-9-1952.
2. Source: The Hindu, Madras, 6-9-1952.

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and empowers the Collector to put the tenant evicted in possession of the land in accordance with certain procedure.

Any landlord who, after the commencement of the ordinance, has "wilfully and dishonestly" evicted a tenant from land and has either retained it himself or settled it with another person will be punishable with imprisonment which may extend to six months or with fine, which extend to 200 rupees or with both.

After the commencement of the ordinance, no suit or other proceeding in which a landlord has made prayer for the eviction of his tenant from any land shall be instituted before or entertained by any court. All suits and other proceedings pending before courts for the eviction of any tenant from land at the commencement of the ordinance will be stayed.

The ordinance will apply only to such classes of lands to which the Hyderabad Tenancy and Agricultural Lands Act, 1950, applies.

(The Times of India,
1 September 1952).

42. Co-operation.

India - September 1952

Madras: Review of the Working of Co-operative Societies for the year 1950-51

According to a review by the Government of Madras of the administration report on the working of the Co-operative Societies for the year ending June 1951, the year 1950-51 was another year of allround progress for the movement in the State.

The progress was particularly evident in the number of societies, their membership and their share capital and working capital. On 30 June 1951, there were 24,205 societies with 3.341 million members and 853.2 million rupees of working capital as against 22,784 co-operative societies with 3.122 million of members and a working capital of 711.1 million rupees at the end of the previous year. The Government continued to use the co-operatives for the procurement and distribution of foodgrains, distribution of chemical fertilizers, and fabrication and distribution of agricultural implements. The Government also entrusted during the year the distribution of iron and steel to co-operative societies and ordered the reallocation of mill cloth quota to co-operatives which had been stopped in January 1950. Co-operatives of different types continued to play an increasing role in the production of food, textiles and cottage industrial goods. The Reserve Bank also evinced a growing interest in assisting the co-operative movement in the State by providing Central Banks with credit facilities for financing seasonal agricultural operations and marketing of crops. It assisted the movement also by reducing the fees for remittances by co-operative banks and societies by 50 per cent.

Agricultural credit societies.- The twofold scheme in respect of agricultural societies, namely, one for increasing their number so as to bring within their fold 50 per cent. of villages and 30 per cent. of rural population and the other for reorganising them into multipurpose societies, was continued during the year with full vigour. On 30 June 1951 there were 16,330 agricultural credit societies as against 15,348 societies at the end of the previous year and they covered 65.54 per cent. of villages and served 17.98 per cent. of the rural population as

against the target of 50 per cent. of the villages and 30 per cent. of the population set by the All-India Planning Committee on Co-operation. Out of the total number of agricultural credit societies, 10,305 societies had undertaken multipurpose activities by the end of 30 June 1951. Their non-credit activities included supply of agricultural, industrial and domestic requirements of members, sale of agricultural produce, construction of godowns and encouragement of subsidiary occupations. Some of them even partook in Government measures for food production, distribution of controlled commodities and provision of lands on lease to members for cultivation. The loans issued by agricultural credit societies during the year amounted to 76.529 million rupees as against 64.400 million rupees during the previous year. Loans issued for productive purposes amount to 73.345 million rupees during the year whereas the corresponding amount during the previous year was 51.357 million rupees. In the seven districts chosen for intensive cultivation, agricultural credit societies obtained 1,225.76 acres of land on lease for cultivation. The societies also lent .619 million rupees to members for buying pump sets.

Food Production.- Co-operatives again played a notable part in the production of food crops during the year. Twenty-two irrigation societies provided facilities for irrigating 4,894 acres. Two thousand and twenty-six societies undertook distribution of chemical fertilisers and they distributed 44,421 tons of ammonium sulphate and 10,153 tons of superphosphate to agriculturists. Marketing societies supplied improved seeds, agricultural implements and compost manure worth 16.6 million rupees. Seven hundred and fifty-eight societies undertook retail distribution of iron and steel and sold 8,868 tons of the materials valued at 3.633 million rupees. Four hundred and ninety-six societies selected as distributors for fabricated agricultural implements sold implements worth .806 million rupees.

Co-operative Housing Societies.- Co-operative housing societies recorded another year of progress. The number of housing societies of all types increased from 280 to 293 during the year. Six hundred and seventy-eight houses were completed by these societies during the year and 1,842 houses were in various stages of construction. As against an amount of 12.23 million rupees sanctioned, loans to the extent of 7.996 million rupees were disbursed to the societies during the financial year 1950-51. The rural housing scheme introduced last year was continued, the Government having permitted the organisation of a second society in each district in the second year of the scheme. At the end of the year there were 32 rural housing ~~societies~~ societies. On account of the poor

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resources of these societies the Government extended to them some extra concessions such as exemption from payment towards cost of the land acquisition staff.

Another scheme to which the Department devoted special attention was the one for the development of co-operatives in selected firkas and centres. During the year, 278 more villages were brought within the the co-operative fold either by organising new societies or by including them in the area of operations of existing societies. At the end of the year out of 2,382 revenue villages in the selected areas, 1,989 were served by co-operative societies and in 35 select firkas, every village was served by a co-operative society. These co-operatives also undertook procurement and supply of raw materials to village artisans in selected firkas.

While recording the all-round progress made by the movement during the year, the Government noted its contribution towards increasing production of food and cottage industrial goods. Weavers' co-operatives contributed nearly one-third of the hand-loom cloth manufactured in the State. Other notable items of progress were in the work of resettlement of ex-servicemen, rehabilitation of ex-tappers, equitable distribution of controlled commodities and relief of the housing shortage.

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(The Hindu, 14 September 1952).

44: MERCHANT MARINE AND FISHERIES

India - September 1952.

Calcutta Dock Labour Board set up.

In exercise of the powers conferred under the Calcutta Dock Workers (Regulation of Employment) Scheme, 1951 (vide pages 28-30 of the report of this Office for November 1951), the Central Government has, by a notification dated 2 September 1952, constituted the Calcutta Dock Labour Board consisting of four representatives each of the Central Government, dock workers and employers of dock workers and shipping companies. The Government has nominated Sri N.M. Ayyar, chairman, Commissioners for the Port of Calcutta, as the chairman of the Board.

(Notification No. SRO 1510 dated 2 September 1952, the Gazette of India, Extraordinary Part II, Section 3, 2 September 1952, p. 833)

CHAPTER 5. WORKING CONDITIONS AND LIVING STANDARDS

India - September 1952.

50. General.

Conditions of Labour in Principal Municipalities in India.

The report of the Labour Investigation Committee on labour conditions in principal municipalities in India was published in the year 1946*. Thereafter on the basis of information furnished by the municipalities from time to time, articles on the conditions of municipal labour have appeared in the September 1949 issue and the December 1950 issue of the Indian Labour Gazette. In order to bring the information up-to-date the Bureau issued in September 1951, a comprehensive questionnaire to 20 municipalities of which 18 furnished replies. An article based on the information contained in these replies is published in the July 1952 issue of the Indian Labour Gazette. The following is a brief summary.

Number of workers.- The table below gives the number of workers employed in the 18 municipalities during the year 1950 and 1951:

Table on the next page.

* Labour Investigation Committee - Report on an Enquiry into Conditions of Labour in the Principal Municipalities in India, by S.R. Deshpande.

Name of Municipalities.	Jan. 1950	No. of workers employed in				Total	No. of permanent workers in July 1951
		Men	Women	Children	July 1951		
1. Ahmedabad ..	7,339	4,751	1,391	38	6,180	3,990	
2. Madras ..	10,480	8,391	1,735	522	10,648	6,405	
3. Ajmer ..	1,058	867	8	-	875	212	
4. Delhi ..	3,982	3,243	651	12	3,911	2,561	
5. Simla ..	712	869	5	-	874	357	
6. Kanpur ..	2,480	1,635	1,620	-	3,255	2,307	
7. Calcutta ..	17,986	19,003	995	288	20,291	15,919	
8. Gauhati ..	336	265	71	-	336	336	
9. Cuttack ..	667	370	261	-	631	474	
10. Bombay ..	23,999	23,161	3,959	62	27,182	21,217	
11. Lucknow ..	2,540	6,458	714	93	7,265	2,568	
12. Poona ..	2,422	1,578	1,062	-	2,640	993	
13. Bangalore ..	2,453	1,537	883	-	2,420	1,890	
14. Hyderabad ..	2,118	848	1,360	-	2,208	2,187	
15. New Delhi ..	2,373	2,311	158	-	2,469	1,705	
16. Ambala ..	204	154	32	-	186	50	
17. Patna city ..	1,589	857	706	-	1,563	1,563	
18. Coimbatore ..	X	802	326	-	1,128	928	
Total:	82,738	77,110	15,937	1,015	94,062	65,662	

X means not available.

According to the replies received the percentage of permanent workers to the total varied considerably from municipality to municipality. Workers are made permanent whenever vacancies occur according to seniority, merit, etc. Generally speaking, permanent workers enjoy greater privileges such as grant of privilege, casual and sick leave (maternity leave in case of women workers), gratuity, etc.

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Most of the municipalities maintain waiting lists of candidates for various posts and, whenever vacancies occur, recruit workers directly subject to their suitability and physical fitness. The Kanpur Municipality recruits workers through the Employment Exchange. As far as possible, contract labour is not engaged by most of the municipalities. However, certain specific items of work are given on contract by the Bombay Corporation. Similarly, scavenging work is being done through contractors in the Delhi Municipality. Occasionally the Lucknow Municipality employs contract labour for odd jobs such as overhauling, filtering etc.

Among the four most important municipalities of Bombay, Madras, Delhi and Calcutta, the percentage of workers having at least 10 years of service was the highest in Madras, being nearly 40 per cent. The proportion of those having at least 5 years were highest in Madras, being 68 per cent., followed by Calcutta where it was 58 per cent. Calcutta had also the highest proportion of those with less than ~~£~~ one year's service.

Labour Officers and Works Committees. Some of the municipalities, viz., Bombay, Hyderabad, Ahmedabad and Delhi have appointed Labour Officers to attend to the grievances of the workers. The Corporation of Madras has created the post of a labour Officer but due to financial reasons no appointment has yet been made. Works Committees have not been constituted anywhere except in Bombay and Hyderabad. Eight Works Committees were formed in Bombay. In Hyderabad, a Labour Welfare Sub-Committee consisting of 8 members who are also the councillors has been appointed, which with a private organisation called the Baldia Sahakar Union looks after the welfare of labour.

Wages and earnings: Since 1950 the basic minimum wages of workers have remained the same except in the Municipality of Ambala. The variations in the wages rates in Ambala were due to the implementation of the recommendations of the Committee constituted under the Minimum Wages Act, 1948, by the Government of Punjab. In Ahmedabad, wages of drivers, conductors and daily rated workers were increased as per award of the Industrial Tribunal. Almost all the municipalities have adopted regular monthly scales of pay for their workers. The following table gives figures of monthly basic wages prevailing in 1950 (January) and in 1951 (July):

Table on the next page.

Municipality	Minimum basic wage			
	January 1950		July 1951	
	Rs.	A.	Rs.	A.
Bombay	35	0	35	0
Ahmedabad	25	0	25	0
Poona	30	0	30	0
Madras	15	0	15	0
Coimbatore	-		17	8 *
Bangalore	18	0 ¢	18	0 ¢
Hyderabad	20	0	20	0
Ajmer	30	0	50	0
Delhi	30	0	30	0
New Delhi	30	0	30	0
Ambala	16	0	20	0
Simla	15	0	15	0
Lucknow	25	0	25	0
Kanpur	25	0	25	0
Patna city	18	8 §	18	8 §
Calcutta	25	0	25	0
Gauhati	20	0	20	0
Cuttack	14	0	15	0

* Women get Rs.14/- p.m.

¢ An interim relief of Rs.8-8-0 p.m.
is also given.

§ Women get Rs.16-8-0 p.m.

Dearness and other allowances: After 1950 dearness allowance was enhanced in the municipalities of Delhi and New Delhi only. With effect from 1 June 1951, the New Delhi Municipality sanctioned an ad hoc increase of 5 rupees per month in the dearness allowance for all persons drawing pay up to 25 rupees per month. In some of the municipalities viz., Delhi, New Delhi and Bangalore dearness allowance is linked to the cost of living index and the municipalities generally follow the decision of the Government of India in this respect. The Gauhati Municipality has no system of paying dearness allowance but it supplies to its workers free rations and free quarters.

In addition to dearness allowance, some of the municipalities pay house rent and/or grain compensation allowance, some pay an "unclean allowance" to

certain workers employed on unhygienic work. "Unclean allowance" is paid to certain classes of workers by the Corporation of Bombay and Madras at the rate of 5 rupees and 2 rupees p.m. respectively. The Municipalities of Hyderabad and Poona pay 5 rupees as house rent allowance. The Corporation of Madras used to pay 2 rupees previously to those who have put in continuous service of two years at least. It has now been increased to 4 rupees with effect from 1 April 1951. The Corporations of Bombay, Madras and Calcutta pay for overtime work according to the rules framed under the Factories Act. The Municipalities of Lucknow and Poona also pay for overtime to their labour staff according to the nature of their job. In Hyderabad, if any person works extra hours he is given compensatory holiday by the Corporation. In Madras, labourers are paid invalid bonus by the Corporation in proportion to their past service at the time of retirement. The Municipality of Lucknow gives bonus to all the permanent employees who contribute to the Provident Fund; the rate of bonus varies according to the length of service rendered by the staff. The Bangalore Corporation gives pension to their "disinfection gangmen" at the end of approved service.

Leave and holidays: The workers in most of the municipalities covered by the present survey are governed by the leave rules applicable to local Government servants. Maternity leave varies from 5 weeks to 8 weeks in accordance ^{with} the rules and regulations in force. The Corporation of Hyderabad has special casual leave, privilege leave, sick leave and maternity leave as provided in Hyderabad Civil Services Regulations. In Madras all workers are entitled to 15 days' casual leave and to two months' sick leave on half pay in a year on production of a medical certificate. All labourers are given 8 days' festival holidays in a year with full pay and allowances. Regular weekly holidays is given in ^{the} half-holidays viz., the after-noons of Saturdays and Sundays. The Corporation of Bangalore grants 15 days' casual leave and one month's sick leave in a calendar year. Two months' maternity leave with pay is allowed to women workers. The Gauhati Municipality allows 21 days' sick leave and 21 days' maternity leave in a year. The Kanpur Municipality grants 20 days' privilege leave ~~in a year.~~ ~~The Kanpur M~~ and 15 days' medical leave on full pay and 15 days* on half pay. The municipalities of Calcutta, Simla and Gauhati do not provide any regular weekly holiday to their conservancy staff. The Municipalities of Delhi, Bangalore and Ajmer allow half holiday in a week while other municipalities give a full day off in a week to their conservancy staff.

Housing: In Bombay about 50 per cent. of the conservancy staff is provided with rent free quarters. The entire Fire Brigade Staff and fairly large number of employees working in the hospitals, drainage Works

etc., whose presence near the place of their duty is considered essential are also provided with rent free quarters. The tenements have about 100 to 200 sq. ft. area. The rent varies from six rupees per head to nine rupees per family per month and is paid in cash to these workers who are not provided with accommodation. The Ahmedabad Municipal authorities have provided for their staff 582 quarters, out of which 381 are occupied by Harijan workers. The rent varies from two rupees to ten rupees p.m. according to the accommodation provided. Some of the members of the staff such as those employed in Fire Department, Water Works, etc., are provided rent free quarters. In Madras twenty per cent. of the workers have been allotted housing accommodation. So far 2,460 tenements with drainage and water supply amenities have been constructed for the low paid staff and the rents of the quarters vary from one rupee eight annas to two rupees and eight annas per month. Generally each tenement consists of one bed-room with verandah and an attached kitchen. An increased house rent allowance of four rupees is paid with effect from 1 April 1951 to all labourers who do not get housing accommodation. Approximately 36 per cent. of the labour staff have been provided with housing accommodation by the Calcutta Corporation. The accommodation provided is 40 sq. ft. of living space for each employee. An allowance of one rupee and eight annas per month is given to those who are not given any accommodation. In Delhi about 10 per cent. of labour who perform essential services are provided rent free quarters. Each quarter contains a single room with a courtyard and a verandah. The rent varies from seven rupees to ten rupees per month. A house rent of seven rupees is paid to employees not provided with housing accommodation. Forty-six per cent. of the employees of the New Delhi Municipality are provided housing accommodation. The rent charged is approximately 10 per cent. of the emoluments. Labour staff not provided with quarters is allowed house rent allowance at rates admissible to Central Government Servants. In Simla accommodation is provided to 36 per cent. of the sweepers. In addition, there are 34 sweepers occupying labour hostels provisionally. The quarters are generally single room tenements. Inferior staff in the Health Department who are not provided with accommodation are allowed two rupees per month in its lieu. In Poona housing accommodation has been provided to 14 per cent. of the municipal employees. The monthly rent ranges from one rupee to six rupees for one-room tenement and from nine rupees to eleven rupees per month for a two-room tenement. Every room has a verandah attached. Employees not provided with free accommodation are given a basic rent allowance of five rupees per month. Free accommodation has been provided by the Bangalore Municipality to 60 per cent.

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per month as rent allowance. The quarters consist of one-room tenements, with a kitchen, bath-room and latrine attached. One water tap is provided for a block of 10 houses. In Hyderabad about 10 per cent. of the staff is provided with housing accommodation. The rent charged is two rupees per month per tenement, which consists of one room (10' x 10') with a small verandah and a kitchen. Each labourer is allowed five rupees per month as house rent but those provided with quarters are paid three annas per month ~~only~~. No house has been provided to any of the workers by the Ambala Municipality as generally all the employees have their own houses. In Lucknow five per cent. of the conservancy staff and four per cent. of the outdoor distribution staff are provided rent free quarters. Every quarter consists of one living room, one kitchen, a verandah and courtyard. New constructions contain all modern sanitary amenities. House rent allowance is not allowed except to sweepers who are given eight annas per month. The Kanpur Municipality has provided housing accommodation to one-third of the employees. There are 50 quarters on rent free basis and others on rental varying from one rupee to two rupees per month. The quarters are pucca built and each consists of a room and a verandah. In Patna rent free quarters which have recently been built have been allotted to about one-third of the conservancy staff. Each quarter contains a room and a verandah. The floors are cemented. No basic rent allowance is given to persons not provided with housing accommodation. All employees are provided with free quarters by the Gauhati Municipality. Each tenement consists of a room and a front verandah. In Cuttack about 170 families of sweepers have been provided with rent free quarters. The rest of the employees who are living in their private houses are exempted from municipal taxes. The quarters given to them contain one bed room, a kitchen and two verandahs. No house rent is paid to those who are not allotted quarters. In Coimbatore accommodation is provided to some of the mazdoors from whom a monthly rent of four rupees is recovered. In Ajmer there are in all 37 quarters for the staff. A quarter consists of one room with a verandah and a kitchen. The rent charged is merely nominal. No basic rent allowance is paid to those who are not provided with housing accommodation.

Welfare work: Most of the municipalities have not taken any special measures to provide welfare activities for the workers. The Madras and Bombay Corporations have a wide net work of welfare activities. In 12 municipalities viz., Hyderabad, Coimbatore, Bangalore, Gauhati, Ahmedabad, Poona, Madras, Kanpur, Bombay, Delhi, Calcutta and Lucknow free medical aid is provided for the workers and their dependants. Free elementary education is also provided in the municipalities of Bangalore, Gauhati, Poona, Madras, Delhi and Lucknow. The Madras Corporation runs 231 schools which are mostly for the working class. The Corporation also runs night schools in slum areas. Free mid-day meals are supplied to poor children by the Corporation. Big municipalities like Hyderabad, Madras, Bombay and Delhi have provided creches for workers' children. Welfare centres and Maternity Homes are provided by the Corporations of Bangalore and Madras. In Bombay a small Maternity Unit has been opened at Chembur Labour Camp. Practically all big municipalities like Madras, Bombay, Kanpur, Delhi, New Delhi and Lucknow have opened Co-operative Credit Societies for their workers. Facilities for recreation of the workers have also been provided by big municipalities.

Provident Fund: Except the municipality of Ajmer which has neither a provident fund nor a gratuity scheme, all other municipalities have made some provision for the future of their permanent employees. The rates of contribution, conditions of eligibility to membership, right of the employee to the employer's contributions etc. differ in the various municipalities. There is no provident fund system in the Hyderabad Municipality. The workers are given ~~facilities~~ of gratuity and pension on retirement according to the length of service. In the municipalities of Coimbatore and Madras labourers subscribe at a rate of about one rupee each per mensem while the rate of subscription in Cuttack and Delhi is one anna per rupee. An equal amount is contributed by the municipalities. In Patna, Provident Fund contribution is at one anna and six pies per rupee to which nine pies are added by the municipality. In Bombay there is a scheme of provident fund under which a subscription at one anna and four pies in the rupee is charged compulsorily. In addition there is a pension scheme for those who joined service before 1920. In Poona ordinarily each worker subscribes one month's salary to the fund every year by instalments and the municipality contributes an equal amount to it. In the

Bangalore Corporation, the Provident Fund and Pension schemes are applicable to only superior staff. However, gratuity equivalent to 3 months' pay is paid to the sweepers on retirement or death. In New Delhi Municipality permanent workers are eligible for contributing to the Provident Fund at the rate of 6 1/4 per cent. as there is no scheme for paying any gratuity or pension to the staff. Kanpur, Madras, Calcutta, Lucknow and Ahmedabad have systems of paying retirement gratuities generally to those who are not eligible for the membership of the Provident Fund Scheme. While, in Madras Corporation all workers are eligible for gratuity provided they have more than 5 years' service, in Ahmedabad and Calcutta the minimum service for eligibility to gratuity is 15 years. A Provident Fund Scheme has been introduced in Madras since 1 April 1946 in lieu of bonus and gratuity schemes.

Supply of protective equipment to Conservancy Staff: Seven municipalities supply protective equipment such as boots, gloves, etc., and eleven municipalities supply uniforms to their conservancy staff. The Poona Municipality supplies blankets once in two years for the rainy season instead of any uniform. In Bangalore, Madras and Poona the conservancy staff are protected by vaccination and inoculation against prevailing epidemics. In Delhi Municipality, the lives of the workers working in sewers are insured against prevailing epidemics. In Calcutta, oil, soap and napkins are supplied as protective equipment to the gully-pit coolies etc. In Madras, soap, oil, dungaree cloth, etc., are supplied to all sewer cleaning labourers, motor/lorry workers, malaria gang coolies, etc., of the Corporation once in two or three months at regular intervals. In Bombay such protective equipment as is considered necessary is provided to the workers in various hazardous occupations.

Fines Fund: Most of the municipalities levy fines on the conservancy staff in case of negligence in proportion to the gravity of offence. Proceeds accruing from fines are generally credited to the revenues of the municipalities. Some of the municipalities viz., Ajmer, Ahmedabad, Poona, Madras, Bombay and Calcutta maintain Fines Fund from which expenditure for welfare activities is met. The amount at credit of the Fines Fund in Bombay, Ahmedabad and Calcutta Corporations on 1 January 1951 was 559,075 rupees, 10,747 rupees and 779 rupees respectively.

Strikes: Generally the municipalities did not have any strikes except in Ajmer, Kanpur and Delhi. In Ajmer about 700 workers went on a strike for a fortnight demanding an increase of their dearness allowance. The matter was referred to the Industrial

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Tribunal which did not consider their demand justified. In Kanpur and Delhi partial strikes were observed by refuse lorry drivers and sweepers respectively but these ultimately fizzled out.

Madras: Factories Act, 1948, applied to
over 2500 Manufacturing Processes, Establishments.

In exercise of the powers conferred by section 85(1) of the Factories Act, 1948 and in supersession of the notification dated 3 May 1949 (vide page 79 of the report of this Office for May 1949) the Government of Madras has applied all the provisions of the said Act to over 2500 establishments in the State wherein a manufacturing process is carried on with or without the aid of power. These establishments include, inter alia, coir factories, oil presses, tobacco factories, lunch homes, meals hotels, coffee works, fibre works, aluminium companies, dress manufacturing companies, bakeries, timber depots, slate works, confectionery works, tanneries, handloom factories, tile factories, jewellery factories, beedi factories, brick kilns, etc. (Section 85(1) of the Act empowers the State Government to apply all or any of the provisions of the Act to any place wherein a manufacturing process is carried on with or without the aid of power notwithstanding that the number of persons employed therein is less than 10 if working with the aid of power and less than 20 if working without the aid of power.)

(Supplement to Part I of the
Fort St. George Gazette,
17 September 1952, pp.1-21).

Rajasthan Factories Rules, 1951, published.

The Government of Rajasthan published on 30 August 1952 the Rajasthan Factories Rules, 1951, made in exercise of the powers conferred under the Factories Act, 1948. The Rules deal, inter alia, with the 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, and special provisions relating to dangerous operations.

(Rajasthan Gazette, Part IVB, 30 August
1952, pages 135-251).

52. Workers' Welfare and Recreation.

India - September 1952.

Welfare of Mica Workers: Review of Activities
financed from the Mica Mines Labour Welfare
Fund for the Year 1951-52.

The Government of India published on 20 September 1952 a report of the activities financed during the period 1951-52 from the Mica Mines Labour Welfare Fund under the Mica Mines Labour Welfare Fund Act, 1946. A summary is given below of the more important developments in the scheme during the period under report.

Activities in Bihar.- The Mica Mines Welfare Fund Advisory Committee for Bihar was reconstituted in May 1951 on the expiry of its three-year term. The Committee met four times during the year under report and its Finance Sub-Committee, three times. The two bodies approved new schemes and reviewed the progress of sanctioned schemes of welfare for mica miners.

Medical facilities: Pending the setting up of the Central Hospital at Karma, reservation of ten beds at Kodarma Hospital for mica miners on payment of a grant of 13,000 rupees per annum was continued. A total of 2,931 cases of mica miners were treated at that hospital during the year against 3,113 during the preceding year.

The Fund maintained three dispensaries of its own. The new and old cases treated at the dispensaries at Dhabband Dhorakola during the year were 10,260 and 6,763 respectively, against 7,225 and 5,919 respectively during the previous year. The new and old cases treated during the year at the Ganpatbaghi dispensary were 7,334 against 652 during the last quarter of the preceding year when this dispensary started functioning.

The Fund had two mobile medical units at Kodarma and Dhorakola. During the year 3,682 and 2,687 cases respectively were treated in these units. These units served those workers and their families who were unable to take advantage of the stationary dispensaries, owing to distance and lack of communication.

The foundation stone of the hospital building at Karma was laid by the Labour Minister in September 1951 and construction was progressing satisfactorily. About 14 per cent. of the work had been done at the close of the year.

The Government sanctioned an estimate of 85,320 rupees for the construction of a dispensary with staff quarters at Dhab and also a further estimate of 33,644 rupees for the construction of a maternity and child welfare centre with staff quarters as an adjunct to the dispensary. As the land acquired for the purpose was not vacated until May 1952, the construction could not be started. An estimate of 111,087 rupees for the construction of a dispensary and a maternity and child welfare centre with staff quarters at Dhorakola was under consideration at the close of the year. Arrangements for the construction of a dispensary and maternity and child welfare centre at Ganpatbaghi were proceeding, and an estimate of 136,187 rupees for this purpose was under consideration at the close of the year.

Anti-malaria operations.- Paludrine tablets were purchased and distributed to workers at all mines as a preventive against the incidence of malaria. The results were encouraging and the incidence was reduced considerably. The Advisory Committee at its meeting held on the 29 March 1952, decided that besides the distribution of paludrine tablets, spraying of D.D.T. should be started in selected areas through the agency of the mobile medical units, at an estimated cost of 42,310 rupees. The scheme was under consideration at the close of the year.

Water Supply.- With a view to expediting the sinking of wells throughout the mica fields, the Government sanctioned a scheme under which mine owners who sink wells at sites approved by the Fund and under its supervision could claim subsidy equal to 75 per cent. of the cost of construction, subject to a maximum of 7,500 rupees for each well. Applications for the sinking of 28 wells were received during the year. Applications for 13 wells were sanctioned subject to the approval of sites by a geologist to be deputed by Government. Consideration of the remaining applications was deferred until provision of additional funds in the budget estimates.

Educational and other welfare facilities.- Owing to non-availability of suitable accommodation, only one centre out of the four multi-purpose welfare centres sanctioned by the Government could be started during the year, at Dabour. This centre provided facilities for education and recreation to children, training in handicrafts like sewing, knitting etc. to women and social education through audio-visual methods to adults. The average daily

number of children, attending the centre was 64 and of women 11. The average number of adults who attended the Centre for social education was 24 per day. Proceedings for the acquisition of land for the construction of multipurpose centre buildings at Saphi, Sankh, Dhorakola and Dabour made progress.

The mobile shop financed from the Fund was discontinued with effect from 1 September 1951 in view of the availability of consumer goods near all the mines. The mobile cinema gave 120 shows during the year and provided recreation to a population of about 30,000 workers.

Activities in Madras.- The Mica Mines Labour Welfare Fund Advisory Committee for Madras was re-constituted in April 1951, on the expiry of its three-year term. The Committee met five times and its Finance Sub-Committee four times.

Medical facilities.- The three dispensaries at Kalichedu, Talupur and Sydapuram continued to work satisfactorily. The average daily attendance at Kalichedu, Talupur and Sydapuram dispensaries was 73, 71 and 59 respectively. The ambulance van was used mostly to transport serious cases to the Headquarters hospital at Nellore. In addition to this, the van was used by the doctors to visit regularly mines which were far away from their respective dispensaries. The three beds provided by the Welfare Fund in the Government Headquarters hospital, Nellore and Gudur last year for the benefit of the Mica Mine labourers, were reserved this year also and the Welfare Fund continued to contribute 15,000 rupees.

Anti-malaria operations.- The anti-malaria scheme was implemented in January 1951 and was continued. In addition, the health authorities distributed quinine tablets to workers and their families. An entomological assistant and a health inspector directed this work. The incidence of malaria has considerably fallen. In July and August of the year under review, there was a severe outbreak of cholera in the mining area. The medical unit under this Organisation and the State Health Department worked together to combat the epidemic.

Water supply.- Providing fresh drinking water to miners remained a difficult problem. Experience had shown that it was hard to find suitable sites where good drinking water could be struck, and to keep water in the wells already sunk without draining away because of the greater depth of the nearby mines. To overcome these difficulties, a scheme to use the water in the mines by pumping it to overhead tanks, was under examination. If this scheme was found practicable, the problem of providing fresh water to the miners ~~was~~ ~~being~~ easily solved.

Maternity centres.- The four maternity centres attended to 53 maternity cases during the year.

Educational and other welfare facilities.- The five elementary schools at Kalichedu, Talupur, Jogipally, Tellabodu and Palamani continued their work with increased strength. The strength of each school was 123 at Kalichedu, 139 at Talupur, 66 at Jogipally, 53 at Tellabodu and 40 at Palamani. The State Government accorded recognition to all the five schools. All the schools were housed in small buildings given by the mine owner free of rent. Twenty-four children of mica miners studying in high schools and colleges were given monetary help by the Welfare Fund. A sum of about 891 rupees was spent on scholarships.

The adult literacy centre at Talupur was recognised by the State Government. The adult literacy centres started during the year at Kalichedu, Tellabodu, Jogipally and Palamani were yet to be recognised. Special efforts were made to make the centres effective and useful.

In addition to the five radio centres, one more centre was opened at Palamani during the year. The radios were well used by workers.

Activities in Rajasthan and Ajmer. Two more Advisory Committees, one for Rajasthan and the other for Ajmer were constituted in January 1952, on the lines of the Committees for Bihar and Madras, to promote welfare measures for mica miners in these two States.

The Committee for Rajasthan held its first meeting on 7 March 1952, and decided that eight multi-purposes welfare centres should be opened in the mica mining areas of that State to provide medical, educational and recreational facilities to men, women and children in the mica fields. It was also decided that depending on the intensity of population, some of the centres should also provide for cheap grain shops and drinking water facilities. The Committee for Ajmer had not met by the close of the year.

Statement of Accounts.- The Statement of Accounts appended to the report showed receipts for the year 1951-52 at 11.023 million rupees, including an opening balance of 7.556 million rupees; expenditure amounted to .277 million rupees leaving a closing balance of 10.745 million rupees.

Bihar Factories Welfare Officers Rules, 1952

The Government of Bihar published on 20 August 1952 the Bihar Factories Welfare Officers 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. II/F-1-1089/52-L-105 dated 5 August 1952, the Bihar Gazette, Part II, 20 August 1952, pages 1593-1594).

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58: SOCIAL CONDITIONS

India - September 1952.

Compulsory Rural Social Service for Secondary
School Students: Scheme enforced in Assam State

With effect from 30 August 1952, a scheme of compulsory social service has been introduced for the 250,000 students and 8,000 teachers in the secondary schools in the State of Assam.

Social service by students and teachers will take the form of cleaning villages and their surroundings, compost-making, assistance to poor villagers in constructing houses, digging or cleaning ponds etc. and impressing upon the villagers the need for clean and healthy living. The social service in villages will generally be of about three hours' duration.

Under the scheme, teachers and students will also be trained in first aid and will also be taught the causes and prevention of common diseases. In the discharge of their work, they will also persuade the villagers to co-operate with them. The teachers and students will also keep their school compounds clean and attend to repair work of buildings. Certificates will be given for excellent work done and due value will be ~~given~~ attached to such certificates by different Government departments, when appointments are made.

A separate scheme differing in details for the girl students is being prepared. Meanwhile, the girl students' work will be confined only to their school premises and their close neighbourhood.

(Amrit Bazar Patrika,
2-9-1952)

CHAPTER 6: GENERAL RIGHTS OF WORKERS

India - September 1952.

61: CIVIL AND POLITICAL RIGHTS OF WORKERS

Preventive Detention (Second Amendment) Act, 1952 (Act No. LXI of 1952)

The Preventive Detention (Second Amendment) Bill, 1952 (vide page 45 of the report of this Office for August 1952) as passed by Parliament received the assent of the President on 22 August 1952 and has been gazetted as Act No. LXI of 1952. The Act extends the life of the Preventive Detention Act 1950 upto 31 December 1954 and makes certain amendments to the Act of 1950.

(The Gazette of India,
Part II, Section I,
22 August 1952, pages
282A-282C)

66: STRIKE AND LOCKOUT RIGHTS

India - September 1952.

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

In exercise of the powers conferred under the Industrial Disputes Act, 1947, and by a notification dated 2 September 1952 the Government of Bihar has declared the iron and steel industry in the State to be a public utility service for a period of six months from 15 September 1952.

(Notification No. III/DI-6018/52-L(A)T- 154 dated 2 September 1952, the Bihar Gazette, Part II, 10 September 1952, page 1776)

Madras: Sugar Industry declared a Public Utility Service.

In exercise of the powers conferred under the Industrial Disputes Act, 1947, and by a notification dated 30 August 1952 the Government of Madras has declared the sugar industry in the State of Madras to be a public utility service for ~~xxx~~ the purpose of the Act for a period of six months from 5 September 1952.

(G.O. Ms. No. 3796 Development dated 30 August 1952, the Fort St. George Gazette, 10 September 1952, page 1339)

66: STRIKE AND LOCKOUT RIGHTS

India - September 1952.

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

In exercise of the powers conferred under the Industrial Disputes Act, 1947, and by a notification dated 2 September 1952 the Government of Bihar has declared the iron and steel industry in the State to be a public utility service for a period of six months from 15 September 1952.

(Notification No. III/DI-6018/52-L(A)T- 154 dated 2 September 1952, the Bihar Gazette, Part II, 10 September 1952, page 1776)

Madras: Sugar Industry declared a Public Utility Service.

In exercise of the powers conferred under the Industrial Disputes Act, 1947, and by a notification dated 30 August 1952 the Government of Madras has declared the sugar industry in the State of Madras to be a public utility service for ~~xxx~~ the purpose of the Act for a period of six months from 5 September 1952.

(G.O. Ms. No. 3796 Development dated 30 August 1952, the Fort St. George Gazette, 10 September 1952, page 1339)

68. Labour Courts.

India - September 1952

Industrial Disputes Act, 1947, applicable to Hospitals: Appellate Tribunal's Decision.

The Labour Appellate Tribunal of India, Calcutta, in its decision dated 4 July 1952, in Shri Vishuddhananda Saraswati Marwari Hospital vs. 25 workmen has held that the dispute between the employer and the workmen in Vishuddhananda Saraswati Marwari Hospital was an 'industrial dispute' and consequently the tribunal had jurisdiction to entertain it and to adjudicate upon it.

In June 1951, the dispute between the hospital and its workmen which related to provision of quarters or house rent allowance in lieu thereof, dearness allowance and supply of annual account of the provident fund to each workmen was referred for adjudication to the fifth Industrial Tribunal, West Bengal. Before the Tribunal the employer questioned the validity of the reference and the jurisdiction of the Tribunal on the ground that the disputes and differences between it and its workmen could not, in law, be regarded as an industrial dispute as the hospital was not a profitmaking but a charitable institution and so could not be regarded as an "Industry" within the meaning of the Industrial Disputes Act, 1947. This contention was overruled and the Tribunal made its award. Against the decision two appeals were filed before the Appellate Tribunal, one by the employer and the other by the workmen.

^{Appellate}
The Tribunal observed that section 2(K) of the Industrial Disputes Act, 1947, defines "industrial dispute" as any dispute or difference between "employers and workmen which is connected with the terms of employment or with the conditions of labour of any person". The word "workman" has been defined in section 2(s) of the Act to be a person employed in an industry to do skilled or unskilled, manual or clerical work. Hence to be an industrial dispute, it must be between an employer and his workmen (1) who are employed by him in an industry and (2) who are engaged to perform manual or clerical work.

In the case before the Tribunal there was no controversy that the dispute was between persons who had been engaged to do skilled or unskilled manual work and the dispute related to the terms of employment or conditions of labour. Thus, some of the elements of the definition of "industrial dispute" were present. But the dispute which had been referred for adjudication would be an industrial dispute only if the persons with whom there was difference or dispute were employed in an industry. The dispute would be an industrial dispute only if the hospital could be regarded as an "industry" as defined in the Act.

The term "industry" has been defined in the Act in the following terms: "Industry means any business, trade, undertaking, manufacture or calling of employers, and includes any calling, service, employment, handicraft or industrial occupation or vocation of workmen." The question for consideration before the Tribunal was whether the activities of the hospital came within any of the categories mentioned therein, namely, business, trade, undertaking or manufacture.

According to its ordinary acceptance, business means a pursuit or occupation demanding time and followed with a view to earn livelihood. It involves commercial transactions and engagements, and trade means the act of buying, selling, barter or exchange of commodities, the purpose being the same as in business. The idea of earning profits or making gains is the essence of both. The hospital could not be included in the words "business or trade" occurring in section 2(k) of the Act. The question was whether it could be considered to be an "undertaking" when ~~it would be considered to be an~~ its object was not to run it for profit, like a nursing home, but to afford cheap medical relief more or less on the lines of a charitable society.

The word "undertaking" as commonly used means an enterprise or work or project which a person engages in or attempts to perform. It may involve some danger or risks. The idea of gain or profit may be present as in commercial undertakings, but it is not its essence. Hence, a charitable institution like the hospital, the university, a free school or college, a public body like a municipal corporation would come within the concept of undertaking and so within the definition of "industrial disputes" as given in the Act, unless the plain meaning of the word be restricted. The only question, on this part of this case, therefore, was whether its meaning was to be restricted.

The Tribunal pointed out that two important rules relating to construction of statutes must not be lost sight of in considering the question whether the ordinary meaning of words and phrases are to be enlarged or restricted. They are (1) that the object and scope of the statute in question must be taken into consideration, and (2) other parts of the statute which throw a light on the question have also to be considered. Judged in the light of these two rules, the plain meaning of the word "undertaking" used in section 2(k) of the Act, cannot be cut down. The object of the Act is to bring about harmonious relation between employers and workmen through settlement or arbitration, and with that purpose in view, provisions have been made in the Act prohibiting acts on the part of the employer and the workmen which would be disturbing forces while attempts are being made to restore by conciliation, or adjudication the much desired peace and harmony. The Act also has brought within its scope public utility services. Such services include inter alia any system of public conservancy or sanitation. (Section 2(n)(v).) As a "system of public conservancy or sanitation is not generally undertaken for profit or with a view to gain, the dispute between the employer and the workmen engaged in the public conservancy service or service for promoting public health and sanitation would only be an industrial dispute if the word 'undertaking' used in the definition given in section 2(k) is given its wide and natural meaning; and the object of the Act would be frustrated in regard to many public enterprises, those which are not of the nature of commercial ventures if the word 'undertaking' be limited, to profit-making enterprises."

The Tribunal held therefore that the hospital was an 'undertaking' coming within the definition of 'industry' in the Act and that the dispute referred was an 'industrial dispute' and consequently the Tribunal ~~is~~ had jurisdiction to entertain it and adjudicate upon it.

(The Calcutta Gazette,
Part IA, 28 August 1952,
pages 165-174).

Labour Appellate Tribunal: Member appointed.

Mr. Lakshmi Kanta Jha, retired Chief Justice of the Patna High Court, has been appointed a member of the Labour Appellate Tribunal of India in place of Mr. Justice Ghulam Hassan, who has been appointed as a judge of the Supreme Court.

(The Hindu, 23-9-1952).

CHAPTER 7. PROBLEMS PECULIAR TO CERTAIN CATEGORIES OF WORKERS

India - September 1952.

71. Employees and Salaried Intellectual Workers.

Inquiry into Working of the Press: Commission appointed

The Government of India announced on 23 September 1952 the appointment of a Press Commission under the chairmanship of Mr. Justice G.S. Rajadhyaksha, to inquire into the state of the Press and its present and future lines of development.

The Commission, besides the chairman has ten members including Mr. C.P. Ramaswami Aiyar, Mr. Narendra Deva, Vice-chancellor, Banaras University, Dr. Zakir Husain, Vice-chancellor, Aligarh University, Dr. V.K. R.V. Rao, Director, Delhi School of Economics, Mr. A.D. Mani, President of the All-India Newspaper Editors' Conference and Mr. Chalapathi Rau, President of the Indian Federation of Working Journalists.

The Commission has been set up under the provisions of the Commissions of Inquiry Act, 1952, and is required to submit its report by 1 March 1953.

The terms of reference of the Commission, according to a communique, are to inquire into the state of the Press in the country, its present and future lines of development and in particular to examine;

(1) The control, management and ownership and financial structure of newspapers, large and small, the periodical Press and news agencies and feature syndicates;

(2) The working of monopolies and chains and their effect on the presentation of accurate news and fair views;

(3) The effect of holding companies, the distribution of advertisements and such other forms of external influence as may have a bearing on the development of healthy journalism;

(4) The method of recruitment, training, scales of remuneration, retirement benefits and other conditions of employment of working journalists, settlement of disputes affecting them and factors which

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influence the establishment and maintenance of high professional standards;

(5) The adequacy of newsprint supplies and their distribution among all classes of newspapers and the possibilities of promoting indigenous manufacture of newsprint and printing and composing machinery;

(6) The machinery for (a) ensuring high standards of journalism and (b) liaison between the Government and the Press; the functioning of Press advisory Committees and organisations of editors and working journalists, etc.;

(7) The freedom of the Press and repeal or amendment of laws not in consonance with it and to make recommendations thereon.

This is the first inquiry into the state of the Press on an all-India basis. There are 6,960 newspapers and periodicals published in India, of which 609 are dailies, 2,291 weeklies and 4,060 other periodicals.

(The Statesman, 24-9-1952).

Scales of Pay of Primary and Secondary School Teachers in India: Brochure published by Government of India.

The Central Ministry of Education has recently issued a brochure entitled 'Scales of Pay of Primary and Secondary School Teachers in States in India'. The publication gives the scales of pay of Assistant Teachers and Head Teachers in Primary, Middle, High and Higher Secondary Schools in different States of the Indian Union during the year 1950-51. Information about dearness and other allowances has also been included.

The introduction to the publication points out that in India there is great disparity in the salary

* 'Scales of Pay of Primary and Secondary School Teachers in States in India, 1950-51', Ministry of Education, Bureau of Education, India.

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scales of teachers. Not only do the scales differ from State to State but even in the same State there is considerable disparity in the salaries offered by schools under different managements, with the result that sometime for the same type of work there are different rates of payment.

Scales of pay of primary and middle school teachers

The publication states that a middle passed and trained teacher working in a Government primary school starts on a monthly basic salary of 25 rupees in U.P., as compared to 30 rupees in Madras, 40 rupees in Bombay and 55 rupees in Delhi, while the maximum which he can reach, ranges between 45 rupees and 130 rupees. The monthly initial salary of a trained graduate teacher in a Government secondary school varies from 70 rupees in Mysore to 154 rupees in Hyderabad. The lowest and the highest of the maxima of the scales in this case are 125 rupees and 300 rupees respectively. The rates of annual increment and the number of years required to reach the maximum are also different in each State. The Government schools in all the States have regular pay scales for their teachers. But nearly 92 per cent. of the total number of teachers are employed by schools under the control of local (district, municipal, cantonment etc.) boards and private bodies, aided as well as unaided. Unless these schools pay salaries which are more or less at par with the prevalent Government scales, a large bulk of the teaching profession will remain low paid and discontented. It is found that, although the local board schools in almost all the States have prescribed their own pay scales, the Government grades are followed by them only in Ajmer, Coorg, Delhi and Bombay for primary school teachers, and in Ajmer, Delhi and Punjab for secondary school teachers.

In case of private schools there seems to be no uniformity. The salaries vary to such an extent that sometimes, even in the same town, a teacher with certain qualifications is paid differently by schools under different managements. Some of the private schools have no regular scales. In many cases the rate and the mode of the annual increment are not governed by any set rules but depend on the goodwill of the managing committee and the school finances. In others, there are regular scales but the minimum and the maximum are generally lower than those prescribed for Government school teachers.

The variation in the rates of dearness allowance, which is paid by all State Governments, except in Jammu and Kashmir, is still more pronounced. A teacher drawing a salary of 50 rupees per month gets, as cost of living allowance, an addition of 10 rupees per month in Assam, as against 35 rupees per month in Delhi. The local boards generally pay dearness allowance to their teachers but the rates, except in Ajmer, Coorg, Delhi, Madras, Orissa and Punjab, are lower than the

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corresponding Government rates. The rates in private schools vary widely.

A brief comparison of the scales prescribed by the State Governments for (a) a middle passed and trained teacher working in a Government primary school and (b) a graduate trained teacher employed in a Government High school, is given below:

In the case of primary schools, the scale in U.P. appears to be the lowest. Starting on a salary of 25 rupees per month, the teacher receives the maximum of 45 rupees after putting in 20 years' service, in case he is able to cross three efficiency bars. In Madras, he gets 5 rupees more, both at the beginning and at the end, but the number of years required to complete the grade remains the same. Although the initial salary in Mysore is the same as in Madras i.e. 30 rupees per month, the maximum is 55 rupees and can be reached after 15 years. In Madhya Pradesh, the teacher starts at 32 rupees per month and gets the maximum (60 rupees) after 18 years' service. The basic salary in Orissa is 34 rupees per month, the annual increment one rupee and the maximum 44 rupees. A start of 40 rupees is given by the States of Assam, Bombay, Rajasthan, Saurashtra, Madhya Bharat and Himachal Pradesh but the pay rises to 55 rupees in 10 years in Assam and Rajasthan, to 65 rupees in 20 years in Bombay, to 65 rupees in 15 years in Saurashtra, to 70 rupees in 10 years in Madhya Bharat and to 90 rupees in 20 years in Himachal Pradesh. Bombay and Rajasthan in addition to the ordinary grade, have provision for a selection grade of 65-2 1/2 - 90 rupees and 65-2-75 rupees respectively. In Punjab, there are no Government primary schools but the minimum of the scale prescribed by the Government for local board schools is 40 rupees per month and the upper limit of 110 rupees is reached in 28 years. In Kutch, the initial pay is 42 rupees per month and after serving for 4 years, one reaches the maximum (50 rupees). In Jammu and Kashmir, Andaman and Nicobar Islands and Coorg the primary teachers' grade is 50-90 rupees. The rate of annual increment is, however, different with the result that it takes 15 years both in Andaman Nicobar Islands and Coorg to reach the maximum as against 8 years in Jammu and Kashmir. In PEPUSU, the teacher begins with 50 rupees and attains the maximum of 100 rupees after 15 years' service. The teachers in Ajmer and Delhi are better off, both from the point of view of the minimum (55 rupees) and the maximum (130 rupees), which they get after 21 years' service. In Hyderabad, the basic start is the highest, 65 rupees O.S. (i.e. about 56 rupees in Indian currency), but the maximum is 115 rupees (or 99 rupees in Indian currency) and the scale extends over 15 years. The scales in the remaining States cannot be compared due to the variation in the prescribed minimum qualifications.

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Pay scales in high schools:- A comparative idea of the different scales in the high schools can be had from the following table. To bring out clearly the inter-State variation, the States have been grouped together according to the starting salary offered by them:

State	Scale		No. of years required to reach the maximum.
	Minimum Rs.	Maximum Rs.	
1. Mysore	70	150	14
2. Bombay	75	200	21
3. (a) Cochin Area of Travancore-Cochin	80	125	10
(b) Madhya Bharat	80	170	18
(c) Jammu and Kashmir	80	200	15
(d) Coorg	80	220	22
4. Madras	85	175	13
5. (a) PEPSU	90	140	10
(b) Punjab	90	150	12
(c) Himachal Pradesh	90	150	12
(d) Vindhya Pradesh	90	200	11
6. (a) Bihar	100	190	16
(b) Rajasthan	100	200	15
(c) Bhopal	100	200	20
(d) West Bengal	100	225	24
(e) Assam	100	250	19
7. Madhya Pradesh	110	200	18
8. (a) Orissa	120	250	20
(b) Ajmer	120	300	20
(c) Andaman Nicobar Islands	120	300	20
(d) Delhi	120	300	20
(e) U.P.	120	300	20
9. Bilaspur	140	250	16
10. Hyderabad	154	250	16

The above statement, however, excludes the selection grades in the States of Bihar, Madhya Pradesh, Madras, Punjab, Hyderabad, Mysore and Bilaspur.

The States of Bombay, Madhya Pradesh, Punjab, Himachal Pradesh, Mysore and Andaman Nicobar Islands have provision for giving advance increments to a person possessing qualifications higher than the minimum prescribed. In Bombay, a first class B.A. (Hons.) B.T., or M.A. B.T., gets three advance increments in the grade, while in Punjab a first or second class M.A., B.T. starts with six advance increments.

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Most of the States do not make any differentiation in the pay scales of men and women teachers. Only in the States of Madhya Pradesh, Bhopal, Bilaspur and Vindhya Pradesh, women teachers get slightly higher salaries than those fixed for men teachers.

As regards salaries of head teachers, in the case of Government primary schools, only the States of Madhya Pradesh, U.P., Saurashtra, Bhopal, Bilaspur and Kutch have prescribed higher scales for the head teachers. In Hyderabad, Madhya Bharat, West Bengal, Rajasthan, Travancore-Cochin, Ajmer and Delhi, the scales are the same for the assistant teacher and the head teacher possessing similar qualifications, but the head teacher gets an allowance varying from three rupees per month in Travancore-Cochin to 15 rupees per month in Delhi. The remaining States have identical salary grades for the assistant teachers and the head teachers. The conditions in the middle schools are more or less the same. In the high schools their scales are different, except in Madras, Madhya Bharat, Orissa, Punjab and Himachal Pradesh, but in Madras and Madhya Bharat there is provision for special allowances to head teachers.

To have a comparative idea of the salaries of teachers, the publication gives scales of pay in the U.K., Burma and Australia.

The publication recommends to the State Governments that they should urge upon local boards the advisability of adopting Government scales as far as financially possible and that such scales or approved scales of pay approximating to them should be regarded as one of the conditions for grants-in-aid to private institutions.

(A copy of the brochure was forwarded to Geneva under this Office minute No. E-2/2015/52 dated 16 September 1952).

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74: INDIGENOUS LABOUR

India - September 1952.

Tribal Welfare in Madhya Pradesh:
Five-year Scheme formulated.

On 2 September 1952, Mr. Naresh Chandra Singh, Minister for Tribal Welfare, Madhya Pradesh, stated at Nagpur that the State Government had set apart 17 million rupees for a five-year tribal welfare scheme. Following a decision of tribal workers' conference recently held in Delhi (vide pages 65-67 of the report of this Office for June 1952) he said, a cultural research institute would be set up soon to study all aspects of tribal life and advise the State Government concerning welfare scheme for tribals.

The State Government had decided to start a middle school, primary school and hostel for every 25 villages in the tribal areas in addition to the facilities the Government had provided by encouraging multi-purpose activities.

The Minister said that the eradication of the practice "shifting cultivation" by tribes which was responsible to a great extent for the destruction of soil fertility was the first step required to develop tribal economy. In this field in Surguja district, out of 3,000 families of such tribes 200 families had been settled.

(~~From~~ The Hindustan Times,
3-9-1952)

Rajasthan Habitual Offenders' Ordinance,
1952 (No. 1 of 1952) promulgated

The ~~Rajasthan~~ Rajpramukh of Rajasthan promulgated on 12 September 1952, the Rajasthan Habitual Offenders' Ordinance 1952, to provide for the surveillance and control of habitual offenders in the State. Under the Ordinance the State Government may inter alia require habitual offenders ~~to~~

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to ^{report} protect themselves at fixed intervals and may restrict their movements or settle them in industrial, agricultural or reformatory settlements. The Ordinance which came into force with immediate effect repealed the Rajasthan Habitual Criminals (Registration and Regulation) Act, 1950 (No.1 of 1950).

(Rajasthan Gazette, Extraordinary; Part IVA, 15 September 1952, pages 265-272).

Madhya Bharat: Ordinance on
Vagrants.

Following the repeal by the Central Government of all laws relating to criminal tribes, with effect from 31 August 1952 (vide page 62 of the report of this Office for March 1952), the Rajpramukh of Madhya Bharat has promulgated the Madhya Bharat Vagrants, Habitual Offenders and Criminals (Restrictions and Settlement) Ordinance under which restrictions can be imposed on habitual offenders in the State; they can also be committed to reformatory settlements.

(The Statesman,
2-9-1952)

Mysore Restriction of Habitual Offenders Act, 1952 (Act XXIII of 1952)

The Mysore Restriction of Habitual Offenders Bill, 1952 (vide pages 65-67 of the report of this Office for June 1952) as passed by the Mysore Legislature received the assent of the Rajpramukh on 30 August 1952 and has been gazetted as Mysore Act XXIII of 1952. The Act imposes certain restrictions on habitual offenders in the State of Mysore.

(Mysore Gazette, Extraordinary,
Part IV, Section 2B, 18 September 1952, pages 1-8)

Uttar Pradesh Habitual Offenders' Restriction Bill, 1952.

The Government of Uttar Pradesh published on 19 August 1952, the Uttar Pradesh Habitual Offenders' Restriction Bill, 1952.

The Statement of Objecta and Reasons appended to the Bill declares that it is considered necessary in general public interest to regulate the movements of all habitual offenders and to prevent them from relapsing into crime. The present Bill makes provision for imposing restrictions on their movement. The habitual offender has been defined as a person who has been sentenced to a substantive term of imprisonment, such sentence not having been set aside in appeal or revision, on not less than three different occasions for one or another of the offences set forth in a schedule to the Bill. An order of restriction under the Act will require the habitual offender to keep the authorities informed of his movements. This order can be passed any time within three years of the expiry of last sentence passed against a habitual offender, provided he is more than 18 years of age.

With a view to reforming habitual offenders and giving them an opportunity to take up some suitable employment the State Government proposes to establish and maintain settlements for importing vocational training. Should a habitual offender repeatedly contravene the restriction order passed against ~~him~~ instead of sentencing him to imprisonment order his confinement in a settlement for his ultimate reformation.

him under the Act or the rules framed thereunder the Court will

(Government Gazette of the Uttar Pradesh, Extraordinary, 19 August 1952, pages 1-8)

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CHAPTER 8. MANPOWER PROBLEMS.

India - September 1952

81. Employment Situation.

Employment Exchanges: Working during July 1952.

According to the report of the Directorate of Employment Exchanges for July 1952, more than a lakh and a half of employment-seekers crowded the employment exchanges in search of employment during the month of July with the result that the cumulative total of unemployed persons, which has been steadily increasing since the end of January, shot up to well over 400,000. The number of vacancies notified by Government and private employers declined so that the employment situation in general was decidedly gloomy. There was nothing to indicate that the situation was likely to improve for at least another month but past experience has shown that at the end of the rains there is usually a seasonal improvement resulting in a steep fall in registrations arising from increased post-monsoon employment opportunities. For the second month in succession the number of discharged Government employees has increased. Quantitatively, the number is not disturbing. The primary cause seems to have been the derationing of food grains. There are signs however that most of the discharges have been offset by reabsorption into other Government departments.

Shortage of pattern makers, telephone mechanics, springsmiths and tool setters, instructors, comptists and copper smiths were reported by many exchanges. A large surplus of engineering graduates, book binders, and telephone operators was also reported.

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

	<u>July 1952</u>	<u>June 1952</u>
Registrations ..	153,808	135,849
Placements ..	30,486	32,100

Of those registered 9,798 were displaced persons, 8,964 were ex-Service personnel and 2,794 discharged Government employees. Registrations during July 1952 recorded an increase of 17,959 over the previous month's figure which in itself was the highest so far, in any one month. Except for a slight fall in Assam

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(269) and Hyderabad (32), all other regions showed a marked increase in registrations. The rise was comparatively large in Madras (4,447), Uttar Pradesh (3,512), Bihar (2,559), Delhi, Ajmer and Rajasthan (2,193), Punjab (2,098) and Madhya Pradesh (1,770). In the Madras region increase in registration was notable at Kozhikode (822), Trivandrum (618) and Madras (522).

Of those placed 1,326 were displaced persons, 1,378 were ex-Service personnel and 770 were discharged Government employees. 17,562 were placed with private employers and 12,924 in Central and State Government establishments. Placings registered a fall of 1,614 when compared to the figure for the previous month. The fall in placings was significant in Uttar Pradesh (1,422), Bombay (849) and West Bengal (650). On the other hand there was an increase in placings in Madras (450), Orissa (386), Bihar (259), Delhi, Ajmer and Rajasthan (257) and Madhya Pradesh (32).

Placing by wage group.

The following table shows the placings classified by wage groups:

<u>Wage groups</u>	<u>Number placed</u>
101 rupees and above .	2,470
61 rupees to 100 rupees .	10,315
30 rupees to 60 rupees .	16,080
Below 30 rupees.	1,621

Vacancies notified and submissions. The number of vacancies notified by employers during July 1952, was 36,759 as compared to 38,065 during June 1952, that is, a fall of 1,306. Of the vacancies notified 16,253 were by Central and State Government establishments and 20,506 by private employers. There was a fall of 641 in the Government and 665 in the private sector as compared to previous month. There was considerable decrease in vacancies notified in the regions of Uttar Pradesh, Bombay and West Bengal. Orissa, Bihar and Madras regions on the other hand showed an increase of 922, 296 and 286 respectively.

The number of persons submitted to employers during July 1952, was 82,990 as against 84,828 during the preceding month.

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Employers using exchanges. The number of employers who used the exchanges during July 1952 was 6,602 as compared to 6,473 during June 1952.

Employment of highly qualified applicants. There was an overall rise in both registrations and placings of appointments branch standard candidates (persons possessing high technical, scientific or professional qualifications and experience of supervisory or administrative work) during the month. The number of registrations was 1,124 as against 936 during the previous month, and the number of placings 117 as against 95 during the previous month.

Placement of scheduled caste and tribal applicants
The number of scheduled caste applicants registered by the employment exchanges during July 1952 was 15,718 as against 14,136 in June 1952. A total of 4,083 such applicants was placed in employment during the month under report. Among those placed 1,347 were in Central Government vacancies, 492 in State Government vacancies and 2,244 in other vacancies. The number of Scheduled Caste applicants submitted to employers during the month was 8,756. A total of 295 vacancies reserved specifically for such applicants was notified to employment exchanges during July 1952. At the end of the month 34,785 scheduled caste applicants remained on the live registers of exchanges, of whom 1,078 were women.

The number of applicants belonging to scheduled tribes registered by the employment exchanges during July 1952 was 1,153 as against 1,030 in June 1952. A total of 587 such applicants was placed in employment during the month. The employment exchanges in Bihar region registered 808 and placed 542 in employment during the month under report. 10 vacancies reserved specifically for this category of applicants were notified during the month. 2,004 scheduled tribe applicants were on the live registers of exchanges at the end of July 1952.

Re-employment of surplus or retrenched Government employees. During the month, 13 surplus retrenched gazetted officers were included in the all India special register. The total number of applicants on the register on the last day of July was 328 including 180 Commissioned Officers of the defence services. Of the total, 208 were ex-Class I officers and the remaining 120 ex-Class II officers.

Sixtyfour 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. Most of these vacancies related to engineers, educational officers, doctors and other specialists or technical personnel who are in short supply. Sixtythree submissions were made against the vacancies and

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non-availability certificates were issued in respect of 16 vacancies. Besides those, 59 submissions were made against vacancies advertised by the Union Public Service Commission and 5 applicants were submitted against the vacancies of assistant custodians of evacuee property notified by the Ministry of Rehabilitation. Seven applicants from the special register were placed in employment.

Employment assistance given to women. Placing of women employment-seekers showed a substantial increase during the month under review. The number of placings was 1,944 as against 1,685 during the previous month and the number of registrations 5,258 as against 4,941 in June. Madras registered the largest number of women employment-seekers (1,336). In regard to placings, Bihar led other regions with 594 placings. Madras came second with 478 placings. The general shortage of qualified women for employment as ~~nurses~~ nurses and midwives persisted in most parts of the country. Allahabad reported that vacancies for women compounders had been outstanding for a considerable time because suitable candidates were not forthcoming. Kanpur complained that trained midwives, women compounders, nurses, lady canvassers and wholetime governesses continued to be in short supply.

Employment assistance given to Anglo-Indians. During the quarter April-June 1952, 586 Anglo-Indian applicants were registered at employment exchanges and 108 were placed in employment as against 510 registered and 80 placed during the previous quarter. A total of 72 such applicants was placed against vacancies in Central and State Government departments and 36 in private establishments. Of those placed in employment 50 were women. Placings were comparatively large in Madras (52), West Bengal (25) and Hyderabad (12). During the quarter 3 vacancies meant specifically for such applicants were notified to the employment exchanges. At the end of June 1952, 868 Anglo-Indian applicants remained on the live registers of exchanges, of whom, 354 were women.

Vacancy and labour clearing. During the month under report the vacancy clearing machinery was utilised to fill 492 vacancies by obtaining applicants from other exchange areas. Jaipur, Visakhapatnam, Dhanbad, Ferozopore, Amravati and Barrackpore filled 144, 40, 38, 38, 37 and 29 such vacancies respectively while Lansdowne, Howrah, Kidderpore, Indore, Hazaribagh and Cuttack supplied 145, 75, 37, 35, 28 and 22 applicants respectively against vacancies in other areas.

Two hundred and eight fresh vacancies (as compared to 119 in the last month) were received by the central employment co-ordination office, through the regional employment co-ordination offices and employment exchanges of which 207 were given all-India circulation and the remaining one limited circulation. The total number of vacancies under circulation on 31 July 1952

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was 1,272 as compared to 1,168 at the end of June 1952. Against these vacancies, particulars of 512 applicants were submitted. In addition 13 vacancies of research assistants in the Indian Agricultural Research Institute, 529 vacancies of different categories in the I.A.F. and 24 miscellaneous vacancies requiring all-India or limited circulation were dealt with at the central employment co-ordination office.

Mobile exchange work. Largely owing to heavy rains, there was a fall in both registrations and placings effected by the mobile sections of employment exchanges. The number of registrations was 8,570 as against 10,545 during the previous month, and the number of placings 5,827 as against 7,233 during June. The largest number of mobile registrations in any region was 1,515 in Uttar Pradesh, and the largest number of placings was 1,240 in Bihar.

The Live Register: The number of persons seeking employment assistance through the exchanges on the last day of July 1952 was 418,909. Of them 1,289 were known to be employed but desired further employment assistance. The number of persons on the Live Register at end of the month was 37,170 more than the figure for June 1952. Of the total number on the Live Register, 40,575 were displaced persons; 27,913 were ex-Service personnel and 9,562 were discharged Government employees. Among discharged Government employees 6,046 were Central Government and 3,516 State Government employees.

(Report of the work done by the Directorate of Employment Exchanges during the month of July 1952 issued by the Directorate General of Resettlement and Employment, Ministry of Labour, Government of India.)

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83: VOCATIONAL TRAINING

India - September 1952

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

Training of adult civilians.- According to the review of work done by the Directorate-General of Resettlement and Employment, the last date of admission in technical trades expired during the month. The number of trainees on the rolls of the various training institutes/centres on 31 July 1952 was 7,502. There were 7,118 trainees in the technical trades and the remaining 184 in vocational trades. The last date of admission in vocational trades was 31 August 1952.

Training of displaced persons.- Similarly, the total number of displaced persons trainees on the rolls, at the end of July 1952, was only 2,559. Of these, 2,255 were in technical trades including 64 who were undergoing training in production-cum-professional work. The remaining 306 were undergoing training in vocational trades.

Apprenticeship training for displaced persons.- Three hundred and two displaced persons were undergoing training as apprentices in industrial undertakings or establishments in West Bengal and Uttar Pradesh against 1000 seats sanctioned. They were recruited and posted direct to the undertakings or establishments concerned.

Training of women.- A total of 14 women were undergoing training at the end of the month at the four women's industrial training institutes at New Delhi, Dehra Dun and Madras.

Training of supervisors and instructors.- The total number of supervisors and instructors on roll at the central training institute for instructors, Koni, was 123 on 31 July 1952.

Trade tests in vocational trades.- The second batch of trainees undergoing training and in vocational trades completed their training and were trade tested throughout the country on an all-India basis in July 1952. The test papers were set by experts who were appointed from Government departments and industry. These papers

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were then issued to the training centres and the tests were conducted by a Board of Examiners appointed locally for each Centre.

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

Technical Training of Displaced Persons;
Inquiry Committee appointed.

The Government of India has appointed a Committee to inquire into the vocational and technical training of displaced persons from West Pakistan. The Committee will consist of Mr. Mehr Chand Khanna, Adviser, Ministry of Rehabilitation as Chairman and Mr. Chandulal P. Parikh, M.P., Mr. C. Jain, Directorate-General of Resettlement and Employment, Ministry of Labour and Mr. C.N. Sen, Deputy Secretary, Ministry of Rehabilitation as members. Mr. C.N. Sen will act as Secretary of the Committee.

The terms of reference of the Committee are to review the entire field and scope of the present schemes for the vocational and technical training of displaced persons from West Pakistan, to recommend to the Government of India the basis on which and the periods up to which all or any of the schemes should be continued, and to formulate new schemes, if necessary.

The recommendations would pay special reference to the following points:- the number of displaced persons to be trained; recommendations as to the standards of training; method of selection of trainees; expansion, reorganisation or closure of centres; the question of admitting non-displaced persons in the centres; assistance to be given to displaced persons during the period of training; and after completion of training so as to enable them to earn their livelihood; system of following up the career of

passed-out trainees; kinds of training and work to be provided to inmates of homes and infirmaries; economic aspect of work or production centres including those in homes and infirmaries; apprenticeship training with special reference to railway workshops, Ordnance factories and Government and private establishments; necessity for a central supervisory organisation; and its constitution, duties and responsibilities.

(The Statesman,
4-9-1952)

85. Migration and Colonisation.

India - September 1952

Franchise Rights of Indian Residents in Ceylon:
Congress suspends Resistance Movement for two months.

The Ceylon Indian Congress Working Committee at a recent meeting, has decided to suspend its satyagraha (passive resistance) campaign for two months (vide pages 109-111 of the report of this Office for April 1952) from 16 September 1952 on a review of the satyagraha position and the Prime Minister's recent assurances to liberalise and expedite citizenship applications of Indian residents in Ceylon. The suspension is in order to create an atmosphere of goodwill in which further progress towards a solution can be made.

(The Hindustan Times,
19-9-1952).

New Citizenship Code of Malaya: 30 Per Cent. Indians
benefited.

Thirty per cent. of Malaya's 600,000 Indians will become federal citizens under the new citizenship code which came into force on 15 September 1952.

The code is in the form of amendments to the 1948 Federation Agreement between the British Crown and the Rulers of the Nine Malay States. It also brings in an important change in the status of 1.2 million Chinese, who will henceforth share the citizenship rights with the Indians, and 2.5 million Malays.

With amendments to the Agreement, identical Nationality Bills have also been passed recently by the States of Johore, Negri Sembilan, Selangore, Perak, Kedah, Perlis, Pahang, Kelantan and Trengganu.

Mr. Michael Hogan, Federation Attorney-General, in a radio announcement said that under the code, anyone born in Penang and the Malacca Settlements would be a federal citizen, as from 15 September 1952. A person born in a Malay State will become a citizen if one of his parents was born in the Federation. Others can obtain citizenship by an application, the conditions of which, Mr. Hogan claimed, had been "subsequently ^{entirely} relaxed."

(The Hindustan Times,
15-9-1952).

Chapter 9. Income Security.

92: LEGISLATION.

India - September 1952.

Punjab: Workmen's Compensation Act, 1923,
applied to certain classes of persons

In exercise of the powers conferred under Section 2(3) of the Workmen's Compensation Act, 1923, and by a notification dated 12 September 1952, the Government of Punjab has made the following additions to the list of persons given in schedule II to the Workmen's Compensation Act, 1923.

"(XVIII) employed in cleaning of sewers or septic tanks, as sanitary labour within the limits of a local authority;
(XIX) employed on removal of carcasses by a local authority".

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

(Notification No. 9244 LP-52/6470
dated 12 September 1952, Punjab
Government Gazette, Part I, 19
September 1952, page 1304)

Mysore State Employees' State Insurance
(Medical Benefit) Rules, 1952: Draft published.

The Government of Mysore published on 4 September 1952 the draft of the Mysore State Employees' State Insurance (Medical Benefit) Rules, 1952, proposed to be made in exercise of the powers conferred under the Employees' State Insurance Act, 1948. The draft Rules deal, inter alia, with the establishment of State insurance dispensaries and the provision of medical benefit where there are

no state insurance dispensaries; allotment of insured persons to dispensaries, procedure for obtaining medical benefit, scale of medical benefit, conditions of service of full-time insurance medical officers, and maintenance of medical and surgical equipment, medical records and statistical returns.

(The Mysore Gazette, Part IV,
Section 2-C, 4 September 1952,
pages 379-386)

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

India - September 1952.

Chapter 3. Economic Questions.

Essential Supplies (Temporary Powers) Amendment Act, 1952, (Act No.LXV of 1952) (The Gazette of India, Part II, Section I, 22 August 1952, pages 286).

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

Hyderabad Tenancy (Prevention of Eviction and Transfers) Ordinance, 1952.

Chapter 6. General Rights of Workers.

Preventive Detention (Second Amendment) Act, 1952 (Act No.LXI of 1952) (The Gazette of India, Part II, Section I, 22 August 1952, pages 282A-282C).

Chapter 7. Problems Peculiar to Certain Categories
of Workers.

- (a) Rajasthan Habitual Offenders' Ordinance, 1952, (No.1 of 1952)(Rajasthan Gazette, Extraordinary, Part IVA, 15 September 1952, pages 265-272).
- (b) Madhya Bharat Vagrants, Habitual Offenders and Criminals (Restriction and Settlement) Ordinance, 1952.
- (c) Mysore Restriction of Habitual Offenders Act, 1952 (Act XXIII of 1952)(Mysore Gazette, Extraordinary, Part IV, Section 2B, 12 September 1952, pages 1-8).

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- * (a) Annual General Administration Report of the Bombay State for the year 1949-50: obtainable from the Government Book Depot, Charni Road Gardens, Bombay 4, Price Rs.4-11-0 or 7s. 9d., pp. 180. (1 copy).
- * (b) Human Rights: The Task before us published by the International Federation of University Women, 17A King's Road, London S.W.3. (1 copy).

Problems Peculiar to Certain Branches of the National Economy.

- * Cottage Industries Committee: Government of Travancore-Cochin: Interim Report-Trivandrum: Printed by the Superintendent, Government Press, 1950. pp.70.

Problems Peculiar to Certain Categories of Workers.

- * (a) Ministry of Education, Bureau of Education, India: Scales of Pay of Primary and Secondary School Teachers in States in India, 1950-51. (Free presentation). 1952. (A copy of the brochure was sent to Geneva under this Office minute No.E.2/2015 dated 16-9-1952).
- (b) Anthropology: An Indian Tribe, The Kamar. By S.C. Dube, (Universal Publishers, Lucknow, Rs.12-8-0).

* Publications received in this Office.