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INTERNATIONAL LABOUR OFFICE  
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Industrial and Labour Development in May 1953.

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

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## CHAPTER 2. INTERNATIONAL AND NATIONAL ORGANISATIONS.

### INDIA - MAY 1953.

#### 25. Wage-Earners' Organisations.

Single Organisation for Maritime Workers:  
All India Seafarers' Federation set up :  
Government called upon to ratify I.L.  
Convention on Social Security for Seafarers.

A milestone in the progress of the seamen's movement was reached recently, when 11 seamen's unions of Bombay, Surat and Calcutta merged to form the Indian Seamen's Federation at a convention held at Bombay from 9 to 12 May 1953. The conference was attended by delegates ~~representing~~ representing 60,000 seamen all over India. The meeting was inaugurated by Mr. N.M. Joshi; Mr. I.G. Desai, presided. Mr. Omer Becu of the International Transport Workers' Federation was also present.

Messages wishing the Federation success were received, among others, from the Union Labour Minister, the General Secretaries of the Indian National Trade Union Congress and the Praja Socialist Party and various seamen's unions all over the world.

Mr. Dinkar Desai, Chairman of the Reception Committee, in his welcome address, stated that as far as the Federation was concerned, there could be no question of loyalty to the I.N.T.U.C. or the Hind Mazdoor Sabha on the part of its members who had forgotten already all differences arising from affiliation to either ~~unions~~ bodies *body*.

Hard task ahead: Mr. Joshi's address.- Inaugurating the Federation, Mr. N.M. Joshi, veteran trade union leader, said the task before the new body was a hard one. Its job would be to agitate for a proper system of recruitment by which corruption and bribery could be eliminated. Indian seamen lived under conditions of misery and starvation and their lot had not improved much since lascars were first recruited by British shipping when British trade and commerce spread over the world. He drew attention to the disparity in service conditions of Indian and European crews and hoped that the Federation would succeed in wresting a fair deal from employers.

Mr. I.G. Desai, congratulated the sponsors of the unity move on their achievement and was glad the new organisation was "pledged to defend the interests of seamen and the interests of the industry they serve". He was certain that the formation of the Federation would help the shipping programme in the Five-Year Plan.

Mr. Omer Becu, of the I.T.F. who had come from London to be present "on this historic occasion", conveyed the greetings of six million workers, including 600,000 sailors, from all parts of the world, who were members of the I.T.F., to Indian seamen. Mr. Becu declared that the I.T.F. would help the seamen's movement in Asia in every possible way and render all assistance to the Federation during its teething period and afterwards. He said the weakest link in the workers' movement of the world was Asia and I.T.F. would not rest content until that link was strengthened. He stated that a Federation of Pakistani Seamen also was going to be set up shortly and he hoped that seamen of India and Pakistan, working as they did on the same ships, would bring the countries closer to each other and thus succeed where others had failed.

Resolutions: Ratification of I.L. Conventions urged.- The session adopted a number of resolutions on the problems facing the Indian seafarers; these are briefly noted below.

Social security.- The conference called upon the Union Government to ratify I.L. Convention No.70 embodying the basic principles of seafarers' social security, which are already in force in many maritime countries. It also urged employers in the shipping industry to co-operate with the Federation to bring about a well-developed system of social security for Indian seafarers.

Recruitment.- The Federation demanded the introduction of a supply system operated by a bona fide maritime trade union, under the supervision of an appropriate Governmental authority, and guaranteeing a fair rotation of employment among the seafarers available for recruitment. This was considered by the Federation as one of the most urgent needs of the industry. Inviting the authorities <sup>concerned</sup> to co-operate with the Federation in establishing such a system as soon as possible, the resolution on this issue urged the Government, as a token of its earnestness, to ratify I.L. Convention No.9 dealing with the question, at an early date.

Recognition.- Recognition of the Federation as the body representing the organised seafarers of India on a national basis was demanded in another resolution. The Executive Committee was authorised to approach employers with a view to concluding collective agreements. The Federation also resolved to get affiliated to the International Transport Workers' Federation.

Office-bearers.- The meeting elected the following office-bearers: President - Mr. Dinker Desai; Vice-Presidents - Mr. Abdul Ghani and Mr. Jehangir Kabir; and General Secretary - Mr. A.K. Mohamed Serang.

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Fifth Annual Session of Indian National Textile  
Workers' Federation, Bombay, 26-27 April 1953:  
Better Working Conditions demanded.

The fifth annual conference of the Indian National Textile Workers' Federation was held at Bombay on 26 and 27 April 1953. The session was inaugurated by Mr. Michael John and presided over by Mr. S.R. Vasavada. The meeting, among other matters, adopted resolutions, supporting the five year plan, criticising rationalisation and demanding better working conditions and democratisation of industrial relations.

Mr. John's inaugural address.- In his inaugural address, Mr. Michael John, sounded a note of warning against indiscriminate retrenchment in the name of rationalisation and urged the Government to intervene before it was too late. He said that retrenchment and increased production as envisaged in the Five Year Plan, could not go together.

Mr. Hariharnath Shastri, General Secretary, I.N.T.U.C., who also addressed the session, requested the Government of India to take over the administration under the Industries Development and Control Act, of those mills which closed down their units under the pretext of depression in trade. As regards rationalisation schemes Mr. Shastri said it was ridiculous to introduce such schemes in plants which had either worn out or become out of date. Such action would only increase the work load on the employees and also deteriorate the quality of products. Citing cases where employers had declared their inability to make or continue payments in terms of awards given by courts, he demanded that in such cases the workers must be given adequate compensation. He recalled that some time back the Government, the workers and the employers had come to an agreement that there would be no rationalisation in any industry if it led to unemployment. But this agreement had been put into cold storage.

Stricter control over private sector urged: Presidential address.- A stricter control over the private sector by the Government was urged by Mr. S.R. Vasavada during his presidential address. Textile industry was in the hands of the private sector and the workers had to face a lot of difficulties because of occasional closures of mills totally or partially, causing unemployment to a large number of workers. He said: "We believe that in 'essential industries' no such interruption should be tolerated by the Government. The State should take over the running of such concerns in the interests of production. The laws so far enacted have been found to be somewhat defective in this connection and must be suitably amended".

Mr. Vasavada agreed with the five-year plan in not envisaging in the immediate future, any nationalisation of the textile industry. The Government had adopted a policy of a mixed economy, assigning development in existing industries to private sector, subject to necessary supervision and control. Nationalisation of any industry by itself served no useful purpose. It would be proper to nationalise an industry if the country could use the capital invested profitably and for greater service to the country. Besides, unless there was an administrative cadre which was intelligent, honest and experienced, it would not be safe to nationalise the textile industry. Even the country would not like it unless nationalisation resulted in cheaper and more durable cloth. Workers had to realise that in a nationalised industry they themselves were directly responsible to the people along with the technicians. Today they were not fully equipped for the purpose. He therefore, urged upon the workers to acquire knowledge of ~~that~~ the technical side of the industry, so that nationalisation could be achieved at an early date.

Pleading for better working conditions, Mr. Vasavada said that well equipped and properly maintained machinery, satisfactory light, air, ventilation and humidification went a long way in creating comfortable conditions of work resulting in quality production. The conditions prevailing today were highly unsatisfactory. The standard of amenities supplied was generally also very poor and workers too were negligent in preserving cleanliness.

On rationalisation, Mr. Vasavada pointed out that the workers could not ignore it. Science was bound to progress. The workers could however, refuse any rationalisation that resulted in unemployment. Additional work must also yield adequate remuneration. The workers had thus to approach the problem in a constructive manner. Arrangements should also be made to train workers' sons and relations in other alternative occupations, since with advance of rationalisation fewer men would be required in the industry. Training schools should be opened in all industrial centres for this purpose and industry must help financing them.

Resolutions.- The session adopted 20 resolutions; the more important among them are summarised below.

Five-Year Plan.- The conference pledged its whole-hearted support to the five year plan and promised its co-operation in fulfilling the production targets within the stipulated time. It, however, asserted that this was possible only if no employer in the country was permitted to curtail production by stoppage of a single loom or spindle and if the total potential capacity of the industry was utilised for production. The Conference, therefore, urged upon the Government the desirability of enforcing a rule that no mill can stop, reduce or suspend production without the previous permission of the Government.



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Rationalisation.- The conference expressed its strong disapproval at the attitude of some millowners in the country who tried to force rationalisation on the workers in an unscientific manner. The conference was of <sup>the</sup> opinion that the added remuneration for rationalisation must be such as would lead the workers to a living wage standard, but in no case should it be less than half the gain ensured to the employer by rationalisation and should involve no unemployment. Any rationalisation in contravention of these terms would lead to discontent among the workers and retard the progress of the Industry. The conference further expressed its "firm decision" that improved type of labour-saving machinery should not be permitted to be installed at least for ten years, since it would upset the employment position in the country.

Closure of mills.- The conference demanded that legislation controlling industries should be so amended that any company going into liquidation, either voluntarily or otherwise should be restarted within a period of two months by transferring it to any party willing to purchase and work it. No mill should be sold or scrapped without the permission of the Government and a declaration by a competent authority that the machinery was unworkable. In all liquidation proceedings, the status of a representative union ~~was~~ must be recognised under the Companies Act.

By another resolution, the conference stated that in the case of mills continually making losses and thus depriving the workers of bonus and other income, the Government should appoint either a court of inquiry or a competent committee to inquire into the causes of these difficulties and compel the mills to take effective remedial measures as ~~expeditiously~~ expeditiously as possible. If the existing legislation does not empower the Government to deal suitably with such cases, the laws should be amended.

Recruitment.- The conference, criticising the unsatisfactory methods of recruitment of workers in the textile industry, suggested that arrangements should be made for pre-employment and post-employment training, so that a trained worker may be available to the industry and he may rise from a lower to a higher post. The introduction of this system would lead to reduction of waste and raise the efficiency of the worker, finally resulting in better quality production at a cheaper price. It also demanded abolition of contrast system of work in textile mills.

Working conditions.- As regards working conditions, the conference desired that early steps be taken by the employers to make improvements in working conditions and amenities with a view that these conditions and amenities may conform to a recognised standard.

The conference also endorsed the resolution passed at the Modinagar Session of the Indian National Trade Union Congress regarding the desirability of amending the provisions in the Factories Act regarding leave with pay in such a manner that employes may be given one holiday with pay for every 20 days' attendance.

Wages.- As regards earnings, the conference protested against the very low wage scales and inadequate earnings in some of the textile centres of the country. The differentials of pay were highly irrational and assignment of workload most unscientific. It urged upon all State Governments concerned to convene tripartite conferences to evolve and implement standardised schemes of wages.

Women workers.- In a resolution on women workers in the industry, the conference pointed out that there were no special arrangements in the mills for women workers and this caused them great inconvenience and embarrassment, and urged upon the Government the desirability of appointing a lady factory Inspector under the Factories Act in different industrial centres with a view to see that creches were properly maintained and other amenities for women workers were made available in a satisfactory manner.

Industrial relations.- This resolution stated that in order that the Five-Year Plan might succeed, industrialists would have to secure full co-operation of the workers. It was essential that industry should gradually initiate the workers in administrative and financial matters and guide them in technical processes properly. ~~Democratization~~ Democratization of industrial relations and joint collaboration were bound to lead to better and efficient administration and contentment of labour. Effective steps should be devised by the employers concerned to implement this policy.

The conference also adopted resolutions demanding limit on industrial profits, provision ~~for~~ of gratuity to superannuated employees, and promotion of housing activities.

(Indian Worker, 2nd and 9th May 1953; and the Text of the Resolutions adopted by the Fifth Annual Session of the Indian National Textile Workers' Federation, received in this Office ).

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Deterioration in Labour Situation: INTUC  
protests against Retrenchment in Industry.

A meeting of the General Council of the Indian National Trade Union Congress was held at Indore on 20 and 21 May 1953. The Council viewed with concern the marked deterioration in the labour situation in the country during the last six months and, by a resolution, urged the Government to stop all retrenchments and rationalisation in violation of accepted principles and procedures. The Council also passed resolutions on the tea crisis and industrial relations.

General Secretary's report.- Mr. Hariharnath Shastri, General Secretary of the INTUC, in his report to the Council said that the labour situation in India had taken a turn for the worse during the last five months. The working classes of India in the private sector as a whole and in some important public sectors "have been greatly agitated over the rapid deterioration in employment position and an unjustified onslaught on their wages". Mr. Shastri pointed out that the tendency on the part of employers in some sectors - particularly jute and cotton - "towards resorting to mass retrenchments under the garb of rationalisation and to closures of mills", has increased during recent months. According to information received by the INTUC, Mr. Shastri said, the jute industry had during the last six months retrenched about 15,000 workers. Mr. Shastri recalled that the Government of India had decided as a result of tripartite meetings held in 1951 to deal with the problem of rationalisation on the basis of certain principles. For instance, it was definitely felt that any such scheme should keep in view that it should not lead to large-scale unemployment. "The situation as it is developing is a direct challenge to the organised trade union movement in the country and the INTUC General Council has to adopt a definite and firm line of action to meet the challenge".

Discussing the crisis in the tea industry, Mr. Shastri said the position was surely toning up and there had been a distinct improvement in the marketing position. He felt the time had come to restore wage cuts, and wanted the Government to intervene in the matter.

Mr. Shastri also referred to the conditions of employees in coal mines and defence establishments. The INTUC was keen, he said, that the dispute between mine workers and employers was amicably settled. He urged the Government to see that the reasonable demands of workers in coal mines were agreed to.

The policy of the Defence Ministry towards problems of workers in defence establishments was "devoid of all imagination". Reports had been received by the INTUC of retrenchments in many of these establishments.

A significant step in the trade union movement, Mr. Shastri said was the decision to merge the two leading railwaymen's Unions - the All-India Railwaymen's Federation and the Indian National Railway Workers' Federation. It was his definite view that there was fruitful scope for unity between the INTUC and the Socialist group to the advantage of the working class and the country as a whole. Next to railways, another equally important public sector, where unity was practicable, was the Defence sector. There was already a move in that direction and he was hopeful of tangible results in the near future.

Resolutions: General labour situation.- The resolution on the general labour situation took a serious view of the crisis in various industries in which as a result of "ill-conceived and unjustified rationalisation" or by other means a large number of workers had already been thrown out of employment. It reiterated the view that rationalisation effected in most cases in a number of industries during the year, had been done in complete disregard of the solemn undertakings given by the Government of India in consultation with industry.

The resolution noted with concern that while with the rapid progress of river valley and other projects, prospects for economic prosperity of the country seemed to be bright, there was again a disquieting trend of rise in prices. It felt that such a situation, if not effectively checked, was bound to worsen the economic situation and also create serious handicaps in the successful implementation of the Five-Year Plan.

Crisis in tea industry.- The resolution on tea crisis hoped that the Government of India would take suitable steps for early resumption of work in the gardens which remained closed now. It urged the Government to restore the wage cut of tea labourers by full cash conversion in lieu of withdrawal of food concessions.

Industrial relations.- The resolution on industrial relations reiterated the INTUC's view that the Government must lay down a definite policy on the question of labour-management relationship in the public sector based on the recommendations of the Planning Commission. It urged active encouragement and recognition to trade unions as an indispensable force in the economic development of the country.

It also called for immediate settlement of all outstanding disputes in defence installations and other public sectors by convening a high level conference between Government and representatives of workers' organisations in each of the public sectors where the situation was rapidly deteriorating, due to inordinate delays in settling disputes, and in case of disagreement on major issues, by referring them to ad hoc non-appealable tribunals.

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Constitution amended.- The General Council also made certain amendments to its Constitution. One of these relate to the constitution of the working committee on a representative basis. The Working Committee will now used to be elected on an ad hoc basis irrespective of any consideration of the various industries and their organisational strength. The amended section now ensures proper representation on the committee to various industries.

(The Statesman, 20, 21 and 22 May,  
1953 ).

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28. Employers' Organisations.

India - May 1953.

Private Enterprise urged to co-operate in  
Implementation of Five Year Plan: Sir  
George Schuster's Advice to Industrialists.

A plea to the industrial and business community of India to effectively collaborate with the Government in the fulfilment of national policies and thus give a lead to the country in this direction is made by Sir George Schuster, former Finance Member of the Viceroy's Council, in his aide memoire to the Federation of Indian Chambers of Commerce and Industry\*\*.

Sir George was invited by the Federation of Indian Chambers of Commerce and Industry to assess developments in India and help in crystallising ideas on the contribution commercial and industrial community could make to the economic development of the country. He was in India during December 1952 and January 1953 and visited important commercial centres in India and the more important development schemes of Government, such as the Damodar Valley Corporation, the Sindri Fertiliser Factory and the Chittaranjan Locomotive Works. On completion of his visit he has submitted an aide memoire to the Federation indicating the impressions of his tour and of his discussions with important industrialists and the Central and State Governments.

Sir George in his memorandum says that what seemed to him to be useful at this stage was to consider what people should do now to make the maximum possible contribution to the successful implementation of the plan, rather than to speculate on how far the assumption on which it rested (i.e. as to the amount of capital resources which would be available) were likely to be realised and what was to happen if they were not. Whatever might eventually happen as regards these assumptions - and it was extremely unlikely that events would work out exactly as planned - there were certain lines of action to be taken now which must be right and which needed to be followed out if there was to be any chance of success.

Sir George has advised the Federation to concentrate its attention, in the sphere of agriculture, on stimulating the broadest possible implementation of the community development project programme.

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\* Sir George Schuster on his Indian Tour - 1952-53.  
Published by the Federation of Indian Chambers of  
Commerce and Industry, New Delhi. pp. 28.

In regard to industrial development he has suggested that the Federation should establish a harmonious basis of co-operation between the Government and private enterprise, create public confidence in the value of private enterprise, raise standards of managerial efficiency, create a favourable 'climate' for attracting capital, external as well as internal, for investment in India, create good relations between management and labour and encourage the growth of well-organised and responsible trade unions, capable of playing a constructive part in a collaborative effort to increase efficiency.

Need for improvement of agriculture.- Sir George states that India needs great expansion of industries as a necessary condition for improving standards of living and as a means for providing employment for her increased population, but such an expansion can have no sure foundation unless there is a great improvement in agricultural production and in the purchasing power of the agricultural masses. It is, therefore, necessary to ~~concentrate~~ concentrate first on the development of agricultural production. The Five Year Plan recognises this and its broad lines are, therefore, right. The essential purpose of the first ~~first~~ five years should be two-fold, to achieve the maximum possible actual increase in agricultural production and to be a period of preparation for a great industrial expansion subsequently. The industrialists, Sir George emphasises, have a direct interest in the development of agricultural production, since the markets for their own products must ultimately depend on this.

Government - Private enterprise relations.- Stressing the need for "the right kind of co-operation" between the Government and private enterprise, Sir George says the Five Year Plan leaves the main field of industrial development to private enterprise, but the Government maintains extensive and all-pervading powers of control. This part of the Plan cannot work satisfactorily unless a harmonious system of collaboration between the Government and private enterprise can be developed, for which mutual confidence is essential. In discussing this subject with the Federation, Sir George says, he was chiefly concerned with what could be done by those engaged in private enterprise. He would, therefore, say that the onus is on private enterprise to prove that it deserves the confidence of the Government and public opinion. There is no single remedy to earn the confidence of the Government and public - a confidence which will justify relaxation of controls and restoration of incentive - but a new position could gradually be built up by a number of measures.

These measures include improving standard of managerial efficiency, among others, by the setting up of institutions on the model of the British Institute of Management, the Administrative Staff College, and the Anglo-American Council on Productivity; publicity as regards financial results and presentation of accounts in a way which makes it possible for the public (and especially trade unions) to understand exactly what profits have been earned and how they have been distributed; absence of profiteering and consideration for

consumer interests; restraint in dividend payment and personal expenditure; encouragement for the building up of responsible trade unions, and help in the education of trade union officials; active help in the development of small industries; and a proper interpretation of the function of industrial associations. As regards encouragement of trade unions Sir George Schuster states that a fully effective move for improvement in productivity which is vitally necessary for Indian industry can only be achieved if trade union leaders are ready to collaborate and if they can command the support of the rank and file. This is another matter on which recent British experience is worth studying. Nothing has been more remarkable in the last few years in Britain than the advance in the attitude of the responsible trade union leaders. Many of them now appreciate that the only sure way for raising the level of wages is to improve the productivity of labour. "They have been ready to start their own studies in methods of job analysis, time and motion study, scientific work arrangement, effects of re-equipment, shift working, etc. Some of the most intelligent British Trade Union leaders could give valuable advice on Indian conditions. Could the Federation promote a joint Conference with Trade Union leaders and invite British Trade Union leaders to attend?"

On Government's side, Sir George has suggested, review of taxation policy and relaxation of controls and direct Government intervention in matters affecting conduct of industry, experiments in decentralising execution to agencies of private enterprise, and new and more intimate methods of frank consultation with industry.

Sir George has also suggested to the Federation to create the right atmosphere to attract external capital. It would be valuable for the Federation to come out with a clear declaration that they want to see external capital come in for the genuine development of Indian industrial production and to undertake an investigation of the various factors which are affecting or may affect the inflow of external capital.

Human factors.- As regards labour and industrial relations Sir George points out that there can be no satisfactory industrial development unless human relations in industry are satisfactory and there is a general will to work. Besides the employers should recognise their obligations to pay adequate wages and the workers should realise that the level of wages must be related to the work effort and productivity of labour. While admitting that he had no opportunity for an adequate study of the position in India, Sir George nevertheless refers to some dangerous tendencies in the Indian situation like demands for bonus and attitude of trade unions to re-equipment or re-organisation of work.



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Referring to various awards for bonus, Sir George says the pamphlet issued in 1950 by the All-India Organisation of Industrial Employers gives an illuminating review of past history up to 1950. It brings out the undesirable features of the system - the confusion owing to lack of any uniform guiding principle followed by the Tribunals, the fact that the power of the Tribunals to settle an important element in the earnings of workers has tended to undermine the system of collective bargaining and to operate against the chance of building up experienced and responsible trade unions, etc. etc. A further dangerous feature was the fact that such a substantial part of the annual earnings of the workers (from 1/4 to 1/2 of a full year's basic pay) should be left to be paid out in a lump sum after the end of the year. He considers relating the size of the bonus in most cases to profits as mainly a kind of profit-sharing and points out that the British trade union movement has consistently opposed profit-sharing as a dangerous way for regulating annual earnings. Profits are dependent on so many factors other than the work effort of the factory workers. If the share of the total earnings which is dependent on profits is at all substantial, it is bound to lead to trouble. It may work all right when profits are high and rising from year to year; but when they begin to fall - perhaps eventually to the point of disappearance - there must be serious hardships and dissatisfaction.

As regards the attitude of trade unions to re-equipment or reorganisation of work which may have the immediate effect of creating redundancy of labour, Sir George says that in all such cases of making changes in production methods redundancy of labour would occur, except under conditions of full employment. Sir George says that he considered the problem as a serious one demanding ~~some~~ study combined with an effective campaign to educate trade union leaders and public opinion. Resistance to change which involves the perpetuation of uneconomic methods of manufacture is a danger which India cannot afford to risk. This is a problem on which he recommends consultation with British Trade Union leaders.

Sir George also refers to the problem of the right type of education in relation to the welfare of the individual and the needs of the community. In this connection Sir George suggests that the Federation should sponsor a conference to study the problem further.

Conclusions. - In the concluding part of his memorandum, Sir George Schuster states that he gathered two main impressions from his study. The first is the greatness of the opportunity that lies before the Federation. "It is not too much to say that the chance for success of India's experiment in a 'mixed economy' may largely depend on the conduct of the Federation and its members. If the Federation can devise methods for effective collaboration with the Government in the fulfilment of national policies, if at the same time it can ensure acceptance by its members of a high code of conduct in their daily operations, and if in this way it can set a standard for the whole field of economic activity in India, then great opportunities open up for the strengthening of private enterprise and the evolution of a

satisfactory pattern of a free industrial society. I have been inspired by the idea that the Federation might give a lead along this road". The second dominating idea is the importance of the human factor, in economic progress.

( A copy of Sir George Schuster's aide memoire has been sent to Geneva under this Office Minute No. F.6/1348/53 dated 20 May 1953 ).

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Rehabilitation of the Textile Industry is Prime Need of the Hour: Presidential Address at Annual General Meeting of Millowners' Association, Bombay.

Rehabilitation of the cotton textile industry was the prime need of the hour and the Bombay industry needed 980 million rupees for total rehabilitation said Mr. G. D. Somani, President of the Bombay Millowners' Association, in the course of his presidential address to the annual general meeting of the Bombay Millowners' Association held at Bombay on 21 April 1953.

Cotton textile production.- Mr. Somani said that the cotton textile industry of India produced in the year under review 1,449 million lbs. of yarn and 4,599 million yards of cloth, as against 1,304 million lbs. of yarn and 4,076 million yards of cloth in the preceding year. This was a record production after the separation of Pakistan. Exports in the year of millmade goods totalled 542.6 million yards as against 732.3 million yards in the preceding year and a little under 1,100 million yards in 1950.

Recalling that the Union Finance Minister admitted in his Budget speech that the industry was now able to meet the internal demands in full and the continuous maintenance of production at this level would to some extent, depend on the quantity of cloth, which could be exported, he stated that there was no justification, therefore, for the continuance of control, even though it extended only to a small proportion of production. Statistics disclosed that after deducting exports, the quantity of cloth retained for internal consumption in the year 1952, was about 5,600 million yards, including mill-made and handloom piecegoods, which was sufficient for the population at the rate of 16 yards per head. Before the war, even when the average price of cloth was as low as 2 annas 3 pies per yard, the per capita consumption ~~of production~~ did not exceed 16 yards. The continuous maintenance of production at the 1952 level will depend upon the quantity of cloth which can be exported.

Buxton conference.- Mr. Somani said that a delegation from the Indian Cotton textile industry participated in the Buxton conference of world textile industry held in September 1952. The conference unanimously endorsed the view that the existing productive potential of the cotton textile industries of the countries presented was more than adequate to meet effectively any demands that will be put on it by domestic consumption and the world export trade in the foreseeable future. International trade in cotton textiles in 1952 showed a shrinkage of about 1,000 million yards as compared with the previous year, while the total production showed an increase, and this had been brought about, first, by the emergence of indigenous industries in countries like those of South America, which were formerly importing countries, and, secondly, by the very rapid and substantial progress in rehabilitation of the industry after World War II which had been noticed in Japan. The conference endorsed the paramount importance of the consumer and the need for ~~supplying~~ supplying his reasonable requirements of cloth at fair prices. While this called for research in the industry and for the attainment of a reasonably high standard of efficiency in the industry at all levels of production, distribution and management, to bring down cost of production in the industry, it also needed the Government's sympathetic understanding of the industry's problems and an earnest desire to help it in overcoming obstacles. The following estimates of export trade in 1953 were tabled by the delegations: Western Europe 1,700 million yards; India 1,000 million yards; the U.S.A. 755 million yards; the U.K. 1,300 million yards; and Japan 1,100 million yards.

The Buxton Conference was followed by earnest attempts on the part of the participants to improve their export trade, and Mr. Somani on behalf of the Indian Millowners gratefully acknowledged the helpful contribution made by the Government of India which as an earnest of its desire to help the industry, reduced the export duty on coarse and medium goods from 25 to 10 per cent with effect from January 1953.

Measures to improve exports.- Mr. Somani pointed out, however, that a mere declaration of the export target and a reduction in the export duty, will not secure for India an export trade of 1,000 million yards. The industry must work for it and earn it. The situation called for (a) initiation of measures which would go to assure the overseas buyers that India will sell what they want, and their grievances, if any, will be properly attended to; and (b) a systematic survey of every sizable overseas market. The Association had been working on this problem for some time and had drawn up a model export contract for cotton piecegoods. The Association had also worked out a scheme to raise the standards of export qualities to reasonable levels.

Trading profits.- Mr. Somani attributed the setback in mill profits in the past year to the higher costs following the record prices paid for imported cotton, the addition of the excise duty and the recession in prices in India and overseas markets. The fall in the world markets, coupled with India's dependence on exports in future, showed in no uncertain terms the need for bringing down production costs to enable India to sell more and keep up production and employment.

Rehabilitation of the industry.- Mr. Somani said that rehabilitation of the industry was the prime need of the day. Taking into account the reserves and other funds readily available with the mills, the Bombay cotton mill industry needed at current machinery prices, a sum of about 980 million rupees for its total rehabilitation. The position today, however, was that between labour's demand for increased basic wages, dearness allowance, bonus, festival holidays with pay etc., and Government's social and welfare schemes such as provident fund, Employees' State Insurance Scheme and holidays with pay, and consumer resistance, "this great national industry" was being gradually squeezed. Mr. Somani suggested that the Central and State Governments should call a ~~halt~~ halt to the imposition of additional burdens on the industry by fresh taxation or social legislation until the Taxation Inquiry Committee's report was available.

(The Hindustan Times, 22 April 1953;  
The Times of India, 22 April 1953 ).

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## CHAPTER 3. ECONOMIC QUESTIONS.

INDIA - MAY 1953.

### 34. Economic Planning, Control and Development.

Progress Report on Five-Year Plan during the First Two Years: All-round Advance claimed.

A review of the progress of the Five-Year Plan during the first two years of its operation - 1951-1953 - was presented to Parliament on 15 May 1953 by Mr. Gulzarilal Nanda, Minister for Planning and Irrigation and Power\*.

Besides a general appreciation of the economic and financial aspects of the Plan during the first two years of its operation, the review contains special chapters showing the progress in the sphere of agriculture, irrigation and power, industry, transport and public co-operation.

In an introduction to the report, Mr. V.T. Krishnamachari, Deputy Chairman, Planning Commission, observes that although the Commission had obtained considerable data concerning the progress of individual schemes "a clear enough picture" will take some time to shape as the financial year 1952-53 has just expired. This progress report, therefore, should be considered as "a preliminary document" to be followed subsequently by a number of special studies by the Commission on different aspects of the programme.

Inasmuch as a large number of schemes included in the Plan are of a long-term nature, the actual physical achievements during the first two years cannot indicate the entire tempo of development works undertaken. This is generally applicable in the case of agricultural programme and, more particularly, in the case of multi-purpose irrigation and power projects. Also during the first year of the Plan, the organisational aspects of planning had to be given emphasis as effective organisation alone could set the pace for quicker development.

Economic trends.- The period saw two divergent tendencies in the world economy, namely, the Korean war boom followed by subsequent depression in prices. The internal economy had to be adjusted to suit the requirements of a changing world situation.

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\* Government of India. Planning Commission. Five Year Plan. Progress Report for 1951-52 and 1952-53. May 1953. pp.174.

A striking development during the period has been control of inflation, both open as well as latent. This was partly the result of external influence, but the financial policy of the Government - enforced through budgetary, credit and foreign trade measures - has been an important contributory factor making it possible to take advantage of the change in external conditions.

Progress in the different sectors. - Progress in the different sectors of the Plan has been indicated in the various chapters of the report. Below are a few highlights of progress in terms of physical achievements.

Additional area irrigated by major projects - 1.42 million acres.

New power generated - 315,000 kwts.

Increase in the production of agricultural crops (1951-52): jute - 1.4 million bales; Cotton - 0.39 million bales; Sugarcane - 0.3 million tons; food grains - 1.15 million tons.

Increase in agricultural acreage ('kharif cereals 1952-53) - 6 million acres.

Locomotives produced (Chittaranjan Works) - 58.

Railway coaches manufactured (1951-52) - 643.

Railway wagons manufactured (April '51-Dec. '52) - 8,000.

Components of Locomotives produced at Chittaranjan (Position in January, 1953) - 70 per cent.

Additional coastal shipping tonnage acquired - 77,000 tons.

Ships built at the Visakhapatnam Shipyard - 6.

New Roads (National Highways and strategic roads) constructed - 380 miles.

Existing roads improved - 1,050 miles.

New Bridges (Large) constructed - 17.

Important State Industries which went into production: Sindri Fertiliser Factory; Chittaranjan Locomotive Works; Indian Telephone Factory; Indian Rare Earths Ltd., Alipore; Machine Tool Prototype Factory; and Ambarnath (Defence Industry) Factory.

The following important industries recorded increase in production: Cotton Textiles; Cement, Iron and Steel; Paper and Paper Boards; Sewing Machines; Bicycles, and Rayon and Jute goods.

New programmes launched: Fifty-five Community Projects started in October 1952. Comprehensive National Extension Service Scheme covering 120,000 villages formulated.

Agricultural production.- In reviewing the progress made in achieving the targets of agricultural production the report draws attention to the fact that there are many items in the agricultural programme, which could not be expected to yield results during the first two years. Detailed estimates of additional production have not yet been framed by the State Governments but a tentative estimate made by the Ministry of Food and Agriculture indicates that during 1951-52 under the ~~Five-Min~~ Grow-More-Food Account the increase in food grains production was of the order of 880,000 tons. Besides an increase of about 0.27 million tons is also estimated on account of increased irrigation to about 800,000 acres during 1951-52 by the major irrigation schemes.

Other important developments in the agricultural sector of the Plan include construction of a large number of minor irrigation works and tube-wells, reclamation by the Central Tractor Organisation of nearly 0.414 million acres of land, distribution of large quantities of fertilisers, measures towards consolidation of holdings and increased loans to the cultivators for agricultural purposes.

In 1952-53 the acreage under cultivation of kharif cereals increased by 6 million acres, or by nearly 5.12 per cent of the total area under kharif cereals.

Under commercial crops in 1951-52, figures for which are available, substantial increase has been recorded in the production of jute, cotton and sugarcane.

Irrigation and power projects.- Irrigation and power projects included in the Plan have progressed satisfactorily both in terms of expenditure incurred as well as the benefits offered. As against the target expenditure of 2,060 million rupees on these projects during the first two years of the Plan the actual amount spent up to the end of 1952-53 was 1,900 million rupees. The additional area irrigated by these major projects is 1.42 million acres. In the sphere of power generation the target has actually been exceeded, the actual power generated being 315,000 kwts. as against the target of 239,000 kwts. This includes 50,000 kwts by the Bokharo Thermal Power Station of the Damodar Valley Project.

The Central multi-purpose projects account for additional irrigation of 106,000 acres of land and producing 54,000 kwts of power. The projects run by the State Governments have brought 1,310,000 acres of new land under irrigation and generated 216,000 kwts of power.

Industry.- In industry, both in the private and in the public sectors, considerable development has taken place. In the public sector, some of the important State industrial undertakings like the Sindri Fertiliser Factory, the Chittaranjan Locomotive Works, the Indian Telephone Industries, the Indian Rare Earths Ltd., the New Mint, Alipore, the Machine Tool Prototype Factory, the Ambarnath (Defence Industry), etc. went into production during the period 1951-52. Among the industries run by the State Governments, the U.P. Government's Precision Instruments Factory has begun the manufacture of water meters and microscopes.

In the private sector several of the industrial units which were under construction in early 1951, have gone into production during the period under review. Increased production in capacity has been recorded in a number of industries, e.g., cement, heavy chemicals, fertilizers, pharmaceuticals, cotton textiles, engineering industries, iron and steel, paper and paper boards, sewing machines, bicycles, rayon and jute goods, ball and roller bearings, etc.

During the period from April to December 1952, there has been, however, a fall in the production of certain other industries including aluminium, pumps, diesel engines, machine tools, looms, hurricane lanterns, dry and storage batteries, etc. In some cases the fall is due to accumulation of stocks consequent on the large imports which were permitted shortly after the outbreak of the Korean War. Import policy has since been modified to meet the changed situation.

Social services.- As regards health, the report states that some of the important schemes in the Central Government's health programme have not yet made an effective beginning, and almost the entire expenditure on them will be concentrated during the remaining three years of the Plan. This is due, to some extent, to the fact that in the final version of the Plan the Centre's health programme was substantially increased. As regards education, as against the proposed expenditure of 1,517 million rupees during the five year period 441.96 million rupees was spent during the period 1951-1953. Compared to the development expenditure in 1950-51 the increase in the expenditure under the Plan was 3 per cent in 1951-52, 24 per cent in 1952-53 and would be 38 per cent in 1953-54.

Labour.- The report states that during the first two years of the operation of the Plan, attempts were made to promote peaceful settlement of disputes, to improve the condition of labour and to increase its efficiency. Out of 69.156 million rupees allotted for labour and labour welfare during the Plan period, about 19.72 million rupees were expected to be spent in the first two years both by the Centre and States. The main legislative measures enacted during the period were the Plantation Labour Act, 1951, the Mines Act, 1952, and the Employees' Provident Fund Act, 1952. Of these, the two latter Acts have already been brought into force.



The Labour Advisory Committees in the States and the Tripartite Bodies at the Centre - Indian Labour Conference, Joint Consultative Board, Standing Labour Committee and the various industrial committees - were made use of for discussion and solution of the various labour problems. The main emphasis <sup>was</sup> on the settlement of disputes through conciliation and adjudication rather than through strikes and lockouts. On the whole, the period showed an improvement in capital-labour relations as well as in the economic conditions of workers. This is reflected in the reduced number of man days lost in 1951 and 1952, increase in production in a large number of industries, and improvement in the annual earnings of industrial workers in 1951 in most of the States. The Report reviews the progress of implementation of the various recommendations on labour and mentions in particular the aid of I.L.O. experts in the fields of vocational training in plantations and productivity.

The Plan has provided ~~for~~ for five Central schemes of development at a cost of 39.73 million rupees. Of those, three schemes (viz., technical and vocational training scheme, provision of tools and machinery for the training schemes, and central training institute for instructors) were already in operation and the total expenditure expected to be incurred on the schemes till the end of 1952-53 is 12.57 million rupees. The scheme for retraining of retrenched workers for alternative employment, which has not so far been started, depends upon the introduction of schemes of rationalisation. The construction of building for training schemes, which forms one of the five schemes, has also not started. All the training schemes of the Ministry of Labour are at present being examined by a special committee. The future course of development of these schemes will depend to some extent upon the findings of this committee. The State Schemes include the strengthening of conciliation machinery and inspection services, starting of labour welfare centres, pre- and post-employment training, adult education, etc. Of the eleven States having schemes of this kind, seven States had made a beginning. The total cost of these schemes during the Plan period is 29.426 million rupees. During the first two years, the expenditure proposed to be incurred by the seven States is 7.146 million rupees. Although in a few States the schemes are to come into operation from the third year of the Plan, in some others the schemes could not so far be undertaken for want of funds.

Housing. - A new programme for assisting industrial housing on the lines recommended in the Five Year Plan was adopted by the Central Government in 1952. Under this scheme, loans to the extent of 51.4 million rupees for the construction of 18,395 tenements have been sanctioned in favour of the States of Uttar Pradesh, Bombay, Hyderabad, Madhya Bharat and Saurashtra. These tenements are to be constructed by the end of June, 1953. Some assistance has also been made available to industrial employers and industrial workers' co-operatives.

Land reforms.- The report also indicates the various steps, by way of legislation, taken by the State Governments towards land reforms, as suggested by the Planning Commission. A review of the action taken by the State Governments indicate that in two directions rapid progress has been made, namely, abolition of intermediaries and special tenures, and secondly, grant of enhanced rights for tenants. A special division for studies on land reforms is being set up in the Planning Commission.

Several steps have also been taken by the Commission in co-operation and consultation with the State Governments to enlist peoples' co-operation in the implementations of the Plan which was considered as a very vital force by the framers of the Plan for its success. Such steps include organisation of the Bharat Sewak Samaj, voluntary welfare programmes, local works programmes, participation of women in the Small Savings Campaign and peoples' participation in Community Projects and Extension Service. The Report gives details of public co-operation obtained and the lines on which further public co-operation should be encouraged.

Progress of expenditure.- Development expenditure during the first two years of the Plan of the Central and State Governments combined amounted to 5,850 million rupees against the total outlay contemplated in the Plan of 20,690 million rupees. The Centre's share of the expenditure has been according to schedule but it appears that additional resources will have to be raised by the States in order to maintain the rising tempo of expenditure which the implementation of the Plan demands. Among the important economic developments during the period are:

(a) A general improvement in the levels of domestic output. The production of raw materials, particularly of jute and cotton, increased which helped in a fuller utilisation of the installed capacity of the existing mills. Industrial output also went up by about 15 to 20 per cent over the level of 1950-51. Precise data on the output of food grains are not yet available but there has been an expansion of the acreage under cultivation and, in consequence, there has possibly been an increase in production.

(b) Inflation - latent as well as open - has been brought under control. This was partly the result of external influences but the financial policy of the Government, enforced through budgetary, credit and foreign trade measures, has been an important contributory factor in making it possible to take advantage of the change in external conditions.

In these first two years, a few schemes, like the Sindri Fertilizer Factory and the Chittaranjan Locomotives Works, which were already well under way when the Plan started, were completed and went into production. But these apart, few of the major projects in the Plan were ~~the~~ due for completion in this period. Heavy investments have been made and important stages reached in the construction of many of the projects, but they will be completed and benefits will begin to accrue on a large scale only in the fourth and fifth years of the Plan.

By and large, the first two years have, therefore, been a period in which the planning and execution of the investment programmes have been gathering momentum, but outlay had yet to reach its peak. The effects of a large part of the investment in this period on production will not also be in evidence for some time yet.

Rise of unemployment.- In the general economic situation, the more serious development has, however, been the appearance of signs of growing unemployment. The precise nature of this phenomenon can be assessed only with more complete information on the location and extent of the unemployment.

It is possible that it is largely a consequence of the break in world prices, the deterioration in terms of trade, and the effect of these on domestic incomes. In this case, a revival in world prices or, alternatively, increases in the rate of domestic investment should correct the adverse trends. It would also appear that the growth in unemployment recently in evidence is mainly an urban phenomenon caused by a sharp ~~contraction~~ <sup>contraction</sup> in trading incomes. In the agricultural sector, the decline in real incomes on account of deterioration in terms of trade is not only likely to be spread more widely but is likely to be brought about through declining prices for agricultural products rather than through more unemployment.

These observations, the report says, are offered merely as tentative hypotheses; in view of the vital importance of the problem, they must be subjected to closer examination and study.

Financing of the Plan.- In the scheme proposed in the Commission's report for financing the Plan, the normal budgetary resources of the Central and State Governments were to meet, over the five years 12,580 million rupees of the planned developmental outlay of 20,690 million rupees. After allowing for deficit financing to the extent of 2,900 million rupees (corresponding to the import surplus that could be financed from the releases from India's sterling balances) there remained a gap of 5,210 million rupees. This was to be covered by external assistance and, to the extent necessary, by measures of additional taxation and borrowing or further deficit-financing.

In the two years the Plan has been in operation the outlay on development has been 5,840 million rupees. Of this, approximately 3,630 million rupees is estimated to have been found by the Central and State Governments through savings from current revenue, surpluses of Government-owned enterprises, and through loans, small savings, deposits and other miscellaneous sources. The net sum from foreign loans and grants taken credit for in this period amounts to 1,060 million rupees. The balance of 1,150 million rupees, it is estimated, would be covered by the Central and State Governments by sale of securities held in reserve and by drawing down their cash balances.

During these two years, Central assistance to the States amounted to 717 million rupees as against a total of 1,870 million rupees in the five year period.

After taking credit for the budgetary resources that are likely to become available to the Central and State Governments for financing the Plan, and after ~~allowing~~ allowing also for deficit financing to the extent of 2,900 million rupees, there still remains for the five-year period a gap of 5,210 million rupees. In the two years under review, foreign grant and loans extended to India amount to about 1,890 million rupees. ~~xxxxxx~~ These include loans from the World Bank, the U.S. food loan, and the T.C.A. assistance, the Colombo Plan assistance and assistance from Norway and the Ford Foundation. In the remaining three years of the Plan have to be implemented programmes costing 14,850 million rupees as against the total planned outlay of 20,690 million rupees over five years. Additional taxation and borrowing, further external assistance and, in the last resort, additional deficit financing are the main sources of finance for meeting this gap.

"The gap, in resources", the report says, "is not so large as to raise doubts as to the country's ability, with reasonable external assistance, to implement the Plan to schedule. But undoubtedly the substantial stepping up of investment programmes, which the full execution of the Plan will necessitate, will require determined effort on the part of the country. To this end, budgetary resources will have to be augmented to the fullest extent possible, increase in non-development expenditure or in expenditures of a developmental character but outside the Plan will have to be kept at the minimum, if not rigorously avoided; and the executive machinery of planning will have to be strengthened so as to complete the development outlay to schedule and in furtherance of the real targets set out in the Plan".

36. Wages.India - May 1953.Fixing of Fair Wages in Hyderabad State:  
Enquiry Committee to be set up.

According to a press note dated 29 April 1953 issued by the Government of Hyderabad State it has been decided to appoint wage committees for the various industries in State. These committees will investigate all facts which are relevant and necessary for the determination of fair wages for different categories of industrial workers. The facts to be taken into consideration will include, cost of living, the effect of demonetisation of Hali\* over prices, comparative wage structures in adjacent States and the capacity of a particular industries to pay. It is proposed that these committees will be composed of an equal number of representatives of industry and labour with an independent chairman, preferably a member of the judiciary to be nominated by the Government in consultation with the industry and labour. Details regarding ~~with~~ the terms of reference, the number of committees and their composition will be finalised shortly.

The background to this decision lies in the recent ~~agitation~~ agitation of the workers of Hyderabad due to the fact that wages in the State had been considerably lower, as compared to those existing in the neighbouring States. The Government had appointed a committee to enquire into the wages under the chairmanship of Mr. D.V. Rege, which had submitted its report in 1950. One of the difficulties before it was that the wages fixed by the Rege Committee were in Hali currency. The basic wages of 26 rupees proposed was in effect lower than the wages in the adjacent States. The Committee had not determined the standardisation of wages in each industry. It gave rise to discontent among the workers. From time to time trade union organisations had brought to the forefront the question of determination and re-fixation of wages on an equitable basis. Demonetisation of Hali currency recently, gave an impetus to these demands. Demonetisation, the workers pointed out, caused a certain degree of hardship inasmuch as it raised the standard of living. Two issues raised on behalf of the workers were that there should be proper determination of wages for various industries and categories of workers and that suitable compensation should be paid to offset the effects brought up in the living index due to demonetisation.

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\* Hyderabad currency. It was demonetised recently and the Indian currency introduced.

To emphasise their demands, the various workers' organisations, representing about 100,000 workers, proposed a general strike on 12 May 1953, pending negotiations by an action committee with the Government. The talks were successful and the decision of the Government to set up a wage enquiry committee is the result of the agreement concluded.

(The Hindu, 30 April, 1953).

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

INDIA - MAY 1953.

41. Agriculture.

Punjab Occupancy Tenants (Vesting of Proprietary  
Rights) Act, 1952 (Act VIII of 1953).

The Punjab Occupancy Tenants (Vesting of Proprietary Rights) Bill, 1952 (vide pages 44-45 of the report of this Office for October 1952) as passed by the Punjab Legislature received the assent of the President on 14 April 1953 and has been gazetted as Punjab Act No. VIII of 1953. The Act which repeals the Punjab Occupancy Tenants (Vesting of Proprietary Rights) Act, 1951, provides that all rights of landlords in the land held by occupancy tenants shall be extinguished and shall be deemed to vest in the occupancy tenant free from all encumbrances, on payment of such compensation for acquisition of their rights as may be determined under the Act. Other provisions of the Act deal inter alia, with principles of compensation, appeal, review and revision against orders under the Act, power to make rules under the Act, etc.

(Punjab Government Gazette, Extraordinary,  
15 April 1953, pp. 485-493 ).

Punjab Security of Land Tenures Act 1953  
(No. X of 1953).

The Punjab Security of Land Tenures Bill (vide pages 44-45 of the report of this Office for January 1953) as passed by the Punjab Legislature received the assent of the President on 15 April 1953 and has been gazetted as Act X of 1953.

The Act which consolidates the law relating to security of land tenures in the State repeals the Punjab Tenants (Security of Tenure) Act, 1950, and the Punjab Tenants (Security of Tenure) Amendment Act, 1951. The Act fixes the minimum period of tenancy at 10 years and makes the tenancy heritable in accordance with the law of succession applicable to the tenants. A tenant shall be liable to be ejected under certain circumstances, e.g., if he fails to pay rent regularly without sufficient cause or if he fails to cultivate the land or if he sublets the tenancy or part thereof, etc. The amount of maximum rent has been fixed at one-third of the crop raised in the land of its value as determined in the prescribed manner.

Other provisions of the Act deal, inter alia, with the reservation of land by small landowners, right of tenants to purchase land, procedure for ejection, etc.

(Punjab Government Gazette, Extraordinary,  
15 April 1953, pp. 501-514 ).

Abolition of Landed Estates in Himachal Pradesh:  
Land Reforms Bill published.

The Government of Himachal Pradesh published on 9 May 1953 the text of the Himachal Pradesh Abolition of Big Landed Estates and Land Reforms Bill, 1953, proposed to be introduced in the State Assembly. The Bill seeks ~~to~~ to provide for vesting of proprietary rights on occupancy tenants, security of tenure for other tenants, maximum rent payable by a tenant for any land held by him and the abolition of big landed estates.

The Statement of Objects and Reasons appended to the bill point out that the Punjab Tenancy Act does not provide for the tenant acquiring right of occupancy by lapse of time. This is against the principle that security of tenure should be guaranteed to the actual tillers of the soil and that long possession is not a factor which should be easily discounted in the matter of acquisition of a right of occupancy. This Bill has been framed to remove this defect, and after considering the recommendations of an enquiry committee set up to go into this question. Accordingly the measure confers proprietary rights in land on occupancy tenants, who satisfy the provisions of the Bill, on payment of stipulated compensation.

The Bill prescribes security of tenure to the tillers of the soil and prohibits ejections by landlords. In order to check unlawful termination of tenancy a penalty by way of fine not exceeding 1,000 rupees has been provided in addition to the relief for wrongful dispossession or ejection. The Bill also fixes the maximum rent payable by tenants for any land held by them at one-third of the produce of the land. The rent in kind would be payable by a tenant on the thrashing floor.

In view of the prevalent desire for land in this State and in view of the fact that there are a number of land-owners owning big landed estates who are mostly absentee landlords, the Bill has imposed a ceiling for owing land as well as for holding tenancy. This ceiling has been fixed at 125 acres for a landowner or tenant, and land over and above this limit would be acquired, on payment of compensation, to enable the State to distribute land to the landless.

(The Gazette of India, Part III, Section 3,  
9 May 1953, pp. 232-245 ).



Abolition of Zamindari in West Bengal:  
Bill introduced in Assembly.

On 7 May 1953, Mr. S.K. Basu, Revenue Minister, Government of West Bengal, introduced in the State Assembly the West Bengal Estates Acquisition Bill of 1953. The Bill seeks to provide mainly for the State acquisition of estates and of the rights of intermediaries. The Bill was referred to a joint select committee of the two houses after a preliminary discussion.

The Statement of Objects and Reasons, appended to the Bill, declares that the question of abolition of the Zamindari system has been agitated for many years in this country. The Government has considered the problem in the light of the recommendation of various committees. The Bill has been brought forward provides for the elimination of the interests of all Zamindars and other intermediaries by acquisition on payment of compensation. It, however, permits intermediaries to retain possession of their khas (land for personal cultivation) land up to certain limits <sup>also</sup> treats them as tenants holding directly under the State. It provides for acquiring the interests of Zamindars and other intermediaries in mines also.

The Bill seeks to empower the State Government to declare by a notification that all estates and the rights of all intermediaries shall vest in the State free from all encumbrances from a specified date.

Provision is made for the payment of compensation to the landlords whose estates would be acquired under a slab system varying between 15 and four times the annual net income. Compensation up to 50,000 rupees will be paid in cash and the balance, in the case of big estates, will be paid in bonds, carrying three per cent interest, payable in 20 equal annual instalments. The following rate of compensation is proposed: For the first 1,000 rupees net income - 15 times - for the next 2,000 rupees - 13 times; for the next 5,000 rupees - 11 times; next 10,000 rupees - 9 times; next 25,000 rupees - 7 times; next 50,000 rupees - 5 times; and for the balance of the net income 4 times the balance of the net income.

An intermediary will, however, be entitled to retain his homesteads, pucca buildings situated within municipalities, non-agricultural land not exceeding 15 acres in area, agricultural land not exceeding 25 acres in area, tea gardens, orchards and fisheries, and mills, factories and workshops. Until further legislation is made in this behalf by the State Legislature, these properties shall be held by an intermediary as a tenant under the State subject to the payment of such rent as may be prescribed.

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The Bill/special provisions for the acquisition of certain interests of rai-yats and under-raiyats. Under these provisions the State Government may acquire in any notified area any khas cultivated land of rai-yats or under-raiyats in excess of the maximum of 25 acres of two-crop land or land equivalent thereto. They will also be entitled to get compensation in accordance with the prescribed rate.

(The Calcutta Gazette, Extraordinary,  
5 May 1953, pp. 593-609 )

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42. Co-operation.India - May 1953.Co-operative Societies of Building Workers:  
Details of Hyderabad State Scheme.

To speed up construction work and to eliminate profits being made by contractors, a scheme of labour co-operatives is being worked out by the Government of Hyderabad. Under this scheme the maximum benefit and profit would go to the person who actually works. So far 48 labour co-operative societies have been set up and these have been entrusted with the construction work under the Central Government's industrial housing scheme.

Under this scheme primary labour co-operative societies are first organised and then federated under an apex institution called the Federation of Labour Co-operatives. The objects of the Labour Co-operatives are: 1) to organise the semi and unskilled urban man-power into co-operatives for mutual assistance; 2) to promote corporate life among workers in Hyderabad State; 3) to encourage co-operative thrift; 4) to eliminate middle men's profit; 5) to secure full return for the output of labour; 6) to increase the efficiency of the workers; and 7) to train workers to become more skilled in their trade.

The functions of the apex society includes stocking of the required building materials, supply of materials on credit to societies, receiving the amount from Government for the work done by the primary societies and distributing that to the concerned parties, providing all possible technical and financial aid to the societies, and administrative control of the units. The apex society is managed by a 14-member body, with a chairman nominated by the State Government, an elected vice-chairman, six members elected by labour co-operatives, two members elected by other co-operative societies and four nominated by the Government.

The persons interested in this scheme have to form an economic unit consisting of roughly 100 persons ( 1 sub-overseer, 3 mistries (foremen), 17 masons, 25 male mazdoors, 41 female mazdoors, 4 carpenters, 4 boy carpenters, 2 black-smiths, 1 clerk-cum-typist, 1 stores clerk and 1 Accountant), before it is registered under the Co-operative Societies Act as a primary co-operative society. Each of this unit would then take up work of value of 50,000 rupees to 60,000 rupees at a time. The society would float shares. Each skilled member would be required to buy at least five shares of the value of 50 rupees and each unskilled labourer at least one share of 10 rupees, in 10 equal instalments of 5 rupees and 1 rupee respectively. The work is distributed among the

societies without calling for tenders. Every facility is being provided to them by the Government, including free technical advice.

(Note on Labour Co-operative Scheme received from the Government of Hyderabad State).

(This Note has been sent to Geneva under this Office Minute No.F.14/1325/53 dated 18 May 1953 ).

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44. Merchant Marine and Fisheries.India - May 1953.Rules for the Grant of Certificate of Competency  
to Engine Drivers of Sea-going Ships.

In exercise of the powers conferred under the Indian Merchant Shipping Act, 1923, and in supersession of the rules made under Ministry of Commerce Notification No. 115 M-1/30 dated 16 May 1951, the Central Government has made certain rules for the examination of and grant of certificate of competency to engine drivers of sea-going steamships having engines of under 50 nominal horse-power and engine drivers of sea-going motor-ships having engines of under 282 brake horse-power.

(Ministry of Transport Notification No.  
SRO 869 dated 24 April 1953; the Gazette of  
India, Part II, Section 3, 9 May 1953,  
pp. 577-583 ).

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CHAPTER 5. WORKING CONDITIONS AND LIVING STANDARDS.

INDIA - MAY 1953.

50. General.

Labour Conditions in Inland Water Transport in India.

The following information regarding labour conditions in inland water transport in India is taken from a report on the subject published in the March 1953 issue of the Indian Labour Gazette.

General situation.— Inland water transport in India is mainly confined to the States of Assam, Bihar, Bombay, Orissa, Madras, the Uttar Pradesh, West Bengal, and Travancore-Cochin. The Inland Steam Vessels Act, 1917 and the Inland Steam Vessels (Amendment) Act, 1951 generally regulate inland water transport. Some State Governments such as Madras, Orissa and Travancore-Cochin have framed special rules or regulations regarding inland water transport.

Mechanically propelled vessels as well as dumb craft ply in the inland waters and they carry goods and passengers. Country craft account for the bulk of inland water transport and employ the largest number of persons. In North East India and in Travancore-Cochin a number of limited Companies are engaged in water transport but in other States the organisation of the trade is in the hands of private individuals. Work in inland water transport is intermittent in character and on account of its peculiar nature it is difficult to regulate working hours. Generally persons engaged in passenger transport in inland waters are paid monthly wages. Those engaged in goods transport are paid on the basis of the number of trips taken and often their wages are related to the freight charges received. In North East India wage rates are determined largely on the basis of an agreement with the Workers' Union and in Travancore-Cochin, so far as passenger transport is concerned, they follow the pattern laid down by an Adjudicator's award. In Bihar and Assam wage payments are regulated by the Payment of Wages Act, 1936 but in other States the Act has not so far been applied to inland water transport.

Those members of the crew who are required to be on call day and night are provided with living accommodation on the vessels but except for masters and serangs in large vessels the accommodation provided is on the deck. Living accommodation on the shore is not provided anywhere. Persons employed in country boats have to sleep amidst the cargo. Except in the case of persons employed by some leading companies such as the India General Navigation ~~Company~~ and Railway Co., and Rivers Steam Navigation Co., Calcutta, inland water transport workers do not get free medical attention.

Welfare facilities such as facilities for recreation, education of children, etc., are nowhere provided. Workers in inland water transport are covered by the provisions of the Workmen's Compensation Act, 1923.

Inland water transport workers in Assam, Bihar, West Bengal and Travancore-Cochin have organised themselves into trade unions.

I. North East India.- In North East India inland waterways are on the Ganges - Brahmaputra river systems-covering in some cases East Pakistan also. There are seven main companies engaged in inland water transport, of which the India General Navigation and Railway Company, the Rivers Steam Navigation Company, account for about 90 per cent of inland water transport in the region, both passenger and goods. These two companies carry both passengers and cargo. Passengers are carried on mechanically propelled vessels only, while certain other companies carry only cargo.

Employment.- It may be noted that the manning scales for inland vessels are on an average two to three times as much as for deep sea vessels. Only certificated ranks such as masters, serangs and engine drivers and ~~manj~~ manjhees who are incharge of barges and who are granted competency certificate by the Mercantile Marine Department, are directly employed by the companies, while uncertificated ranks like the marine crew, engineering crew, bhandaris (cooks), etc., are employed by the masters, serangs, etc. In the two main companies these ranks are issued Pay and Service books. These books are issued to the Crew on the application of certificated ranks up to 75 per cent in excess of actual requirements to ensure some measure of service security and at the same time to allow for the fact that the crew are usually part-time agriculturists and have work to attend to on shore. Women and children are not employed in this region.

The total number of men employed by the four companies, from whom data was collected for this enquiry, as crew on their vessels in January 1953 was as follows:-

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Rivers Steam Navigation Co. and		
Rivers Steam Navigation Co.		9,164
Bengal Assam Steamship Co.		943
Port Shipping Co.		1,568
	Total	<u>11,675</u>

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Normally no person below 18 and 16 years of age are employed as engine room crew or deck crew respectively.

Besides the floating staff, the inland water transport companies employ a large number of shore staff. The shore establishments include agencies, sub-agencies, workshops, godowns, etc., spread all over the inland water routes. It was stated, for instance, that the Joint I.G.N.R. and R.S.N. Companies employed about 20,000 persons in their shore establishments as against

about 10,000 floating staff.

Apart from these, there are also about 18,764 country boats licensed for plying in the Hooghly and its canals, usually plied by the owners themselves with the assistance of members of the family.

Hours of work.- Work on inland steam vessels is essentially intermittent and it is difficult to enforce regular hours of work. Masters, drivers and serangs arrange the work on their vessels by shift. When a vessel is at a station all hands may be required to work while when it is running the crew enjoy long periods of rest. On the whole, the weekly hours of work will be less than 54. Generally persons employed on country boats work for 10 to 12 hours a day but, here again, the nature of work is intermittent. There is no hard and fast rule regarding weekly rest periods. In practice, however, the crew enjoy greater periods of rest than is envisaged, for instance, under the Factories Act. Sometimes at terminus stations the period of inactivity of the crew may extend to several days. Similarly persons employed in country boats get long periods of rest when waiting to load and unload cargo.

Wages.- Wage rates in inland water transport companies in North East India are governed by a collective agreement between employess and Bengal Mariners' Union. The monthly rates of wages for certificated staff vary from a grade of 50 to 75 rupees for a grade 4 flat serang to 100 to 300 rupees for a grade 1 masters in charge. Dearness allowance on a slab system at the rate of 40 per cent of pay on the first 100 rupees, 20 per cent ~~on the~~ on the next 100 rupees and 10 per cent on the third 100 rupees of pay subject to a minimum dearness allowance of 30 rupees per month is also given.

The uncertificated ranks are usually given wages and dearness allowance at flat rates. The rates vary between 22 rupees for a Grade III engineering crew and 46 rupees for a Grade I marine crew. Dearness allowance is paid at the rate of 25 rupees per month for all.

Provident fund, pensions and gratuity.- The certificated ranks employed under the IGNR and RSN Companies have the option of availing themselves of the benefits of a provident fund, gratuity at the rate of half-a-month's pay (last basic pay drawn) for each completed year of service subject to a maximum of 15 months' pay, or a monthly pension varying according to the length of service on a scale varying from 9 rupees to 18 rupees for flat crew, 13 rupees 8 annas to 27 rupees for launch crew and 18 rupees to 36 rupees for steamer crew. A flat dearness allowance of 10 rupees is also given. The minimum rates are payable for service of 15 years and the maximum for 30 years. Besides these rates the pension includes 5 per cent of basic pay at the time of retirement.



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Leave Rules.- The direct employees of the IGNR and RSN Companies are entitled to the following leave: Annual leave: Masters, Drivers and Serangs - one month on full pay for each completed year of service; Manjhees in charge of Barges - one month on half pay for each completed year of service. Sick leave: 30 days on half pay of half the medical expenses. Casual leave: 10 days on full pay for certificated ranks only.

Repatriation of discharged employees.- Under their terms and conditions of service, certificated ranks are entitled to be repatriated by the companies except in the case of dismissal. The crew are usually discharged in East Pakistan where they generally have their homes. If discharged outside East Pakistan they can, if they wish, travel to East Pakistan free of charge in other vessels of the companies or alternatively await fresh appointment on another vessel.

Living accommodation.- ~~Max~~ No living accommodation is provided to the employees on shore excepting waiting accommodation for employees waiting for posting to vessels.

On the vessels, Masters and Serangs are supplied with a cabin each, measuring 10 feet by 8 feet. The rest of the crew are provided with a common bunk where they keep their beddings, etc., and many of them have to find sleeping accommodation on the deck.

Medical facilities.- The IGNR and RSN Companies maintain their own doctors and dispensaries at 25 Agencies and workshops along the inland water route. Masters, Serangs and Drivers are entitled to free medical treatment at these posts. If specially authorised by any of the Companies' Officers, the crew serving on vessels are also entitled to such treatment. The lower ratings, however, do not qualify for any medical attention once they leave their vessels. The employees of the Bengal-Assam Company and the Port Shipping Company are entitled for reimbursement of expenses of medical treatment by doctors recognised by the Companies.

It should also be noted that certain ~~floating staff~~ categories of floating staff of the main inland navigation companies are covered by schedule II of the Workmen's Compensation Act.

Trade Unions.- The IGNR and RSN Companies have recognised the Bengal Mariners' Union which represents about 15,000 employees of the joint companies.

II. Orissa.- The main navigable rivers in Orissa are the Mahanadi, the Baterni and the Brahmani. While these rivers are navigable only during the rainy season, i.e., July to October, there are several canals taking off from these rivers which are navigable all the year round. During the months of November to June country

The boats bring goods along the rivers up to the anicuts of three rivers from where the goods are transferred to other sets of boats on the other side of the anicuts.

Inland water transport in the State has not been developed on any organised basis. There are no private or limited companies and the various crafts are owned by individuals. The crafts used consist of motor launches and country boats. Country boats mainly carry goods while motor launches carry goods as well as passengers. In addition to the provisions of the Inland Steam Vessels Act, 1917, the Orissa Government have framed the Orissa Inland Steam Vessels Registration Rules, 1952.

The total number of motor launches registered in Orissa is 10. The capacity of these launches varies from 4 to 25 tons, and the total tannage of all vessels registered is 115 tons. The minimum size of the crew is 5 in each vessel. Information regarding the number and capacity of country boats is not available. According to an estimate of the Executive Engineer for Canals, country boats plying in the Mahanadi number about 900 and in the Baterni and the Brahmani about 500. In small passenger boats two-manjhees each form the crew. The capacity of cargo boats varies from about 7 tons to about 60 tons and the size of the crew from 3 to 6. No women are employed in inland water transport.

The total monthly emoluments of the crew employed on motor launches range from 30 rupees to 98 rupees per month. The crew engaged on country boats are usually relatives of the boat owner and they share the freight charges received for carrying cargo on each trip. Where the crew are engaged by the boat owners their wages range from 1 rupee 8 annas to 2 rupees 4 annas per day in addition to which they are given food. Some boat owners give a retainer of 8 annas per day to their employees when the boats remain idle.

There is no hard and fast rule regarding working hours and rest intervals. The crew on country boats work for 10 to 12 hours and rest during the night till their destination is reached. The masters of the launches are provided with a cabin about 8' x 6' in size but the rest of the crew sleep on the deck. The crew of country boats are not provided with any special sleeping accommodation. The crew on motor launches are entitled to free medical attention.

III. Bombay.— There are about 10 navigable rivers in Bombay State, viz., the Tapti, the Narbada, the Vidola, the Purna, the Ambica, the Par, the Kali, the Agnahibi, the Mirjan, the Krishna and the Savitri. Of these only three, viz., the Narbada, the Tapti and the Kali, are important navigable rivers. The Narbada is navigable up to 100 miles, the Tapti up to 6 miles and the Kali up to 25 miles from the sea. All crafts propelled by mechanical power have to obtain licences from the Mercantile Marine Department. Country crafts are registered with the local offices of the Central Customs Department which issues licences. About 800

motor launches have been licensed so far to ply in inland waters. The Customs Offices at Surat, Broach and Karwar have issued licences to 635 country crafts. A large number of these, however, are used by fishermen. Inland water transport in the State is run by individuals, and to a small extent by private partners. The organisation of river transport is restricted to particular communities such as Koli-Patel and Machhi and the trade is hereditary in character.

An enquiry into working conditions in inland water transport was conducted by the Office of the Deputy Commissioner of Labour (Administration) Bombay. The enquiry covered three centres, viz., Surat, Broach and Karwar on the banks of the Tapti, the Narbada and the Kali respectively. The number of crafts covered by the enquiry was 75. Of these eight (four each at Broach and Karwar) were passenger crafts and the rest were used for transport of goods. Some of the vessels used for transport of goods carry passengers also. Four passenger boats at Karwar were mechanically propelled. Of the remaining, 50 were propelled by sail and 12 by hand. The sea-going crafts plying in the rivers carry goods along the rivers as well as on the sea. Considerable trade is carried on between Surat and Broach, as well as between these centres and Saurashtra and Malabar by crafts propelled by sail. These crafts have a capacity of 9 to 49 tons and carry timber, bamboo, tiles, cement, coconuts, etc. The country crafts plying in the Narbada are small with a capacity of about 5 tons. Those plying in the Kali are of 6 to 14 tons capacity.

Employment.- The size of the crew ~~varies~~ varies with different types of craft. The crew of motor launches in the Kali river consist of 4 persons, one engine driver, one serang and 2 khalasis (unskilled workers). The sea-going crafts have a crew of 4 to 10 persons depending on the size of the vessel. The crew of country boats plying in the Narbada usually consist of 3 persons and that of the boats in the Kali river 3 to 5 persons. The crafts exclusively dealing with sand operations have a crew of 4 to 8 persons on each boat. At Surat women are employed as mazdoors to collect sand.

The workers are recruited by the tindal of the craft usually from his own village and community. They do not necessarily work in the same craft every year but, usually stick to one craft throughout the year. The khalasi in the sea-going vessel usually starts his career as bhandari (cook) at the age of 10 to 12 years.

Plying of vessels except craft engaged in sand operations and the crafts plying in the interior of the Narbada river, stops during the South-West monsoon season, and the workers return to their native places and obtain employment ~~in~~ as casual workers mostly in non-agricultural occupations.

Hours of Work.- The hours of work in crafts used for transport of goods are not regular because of the peculiar nature of the work. When the vessels are sailing, workers have to be on call day and night. The work is, however, intermittent and periods of rest and sleep are arranged by rotation. The motor launches at Karwar work from 6.30 a.m. to 9 p.m. The country crafts carrying passengers at Broach ply from sun rise to sunset. The working hours of each worker in passenger transport averages only 8 to 9 per day, surplus staff being engaged to relieve the workers from time to time. The sand operations at Surat are carried on during the day time only. The hours of work range from about 5 in winter to 6 in summer without any periods of rest. At Broach, the sand crafts usually take off at night, the hour of departure depending on the incoming of high tides. The crafts go a distance of about 5 miles and the workers work during night and return by the following morning.

Generally persons employed in inland water transport do not get a weekly day of rest.

Wages and earnings.- In sea-going crafts the crew are paid either at fixed rates for each trip or on the basis of a share of the freight charges received after deducting expenses. In the former case, for example, for a trip from Broach to Cochin which usually takes 3 months, the tindal is paid 150 rupees and each khalasi and the bhandari paid 100 rupees; for a trip from Broach to Calicut which takes 2 months the respective payments are 120 rupees, 80 rupees and 80 rupees. In the latter case, all the expenses incidental to the voyage such as commission for dalals (intermediaries), other deductions made by the dalals, port dues, food expenses for the days of the voyage and miscellaneous expenses on bidis (cigarette), etc., are deducted and the balance is distributed among the craft owner, the tindal the khalasis and the bhandari, the owner getting a higher share. In case the craft has to move from one port to another without cargo, the workers have not only to go without wages, but have to bear their day to day expenses also.

The report states that dalals is one of the undesirable features of the organisation of inland water transport in Bombay. The dalals are middlemen who arrange for the transport of cargo for the merchants. These middlemen charge the craft owners  $6\frac{1}{2}$  per cent of the freight as dalali (commission). Very often in addition to the dalali, the middlemen also charge certain per centage towards current expenses, religious purposes, etc. The total deductions thus amount to  $15\frac{1}{2}$  per cent of the freight received.

In passenger transport services workers are paid on monthly ~~max~~ rates. The khalasis working on motor launches at Karwar earn, besides their monthly pay, about 10 to 15 rupees for loading and unloading passengers' luggage. In sand operations at Surat, the beldars are paid 1 rupee per trip and the mazdoors 12 annas per trip. The workers on country crafts engaged in transport of goods at Surat and Broach receive free food besides their cash earnings.

The money value of this amenity can be computed at 10 rupees to 20 rupees per month.

IV. Madras.- Although the rivers Godavari and Kistna are navigable for certain distances inland the main inland waterways in Madras State are two canals on the East and West coasts. The West coast canal runs from Shoranur to Calicut and the East coast Buckingham Canal, from about 60 miles South of Madras to Vijayawada, a distance of about 260 miles. Information was obtained only in respect of transport in the Buckingham Canal. Only country boats ply in the Buckingham Canal bringing rice, gram, chilly, bidi (tobacco) leaf, firewood, jaggery and tobacco from the Nellore and Guntur Districts to Madras and taking back dried fish, timber, steel, etc. Passenger traffic is not much on this canal.

According to the information furnished by the Superintendent of the Madras wharf, 1,829 boats with a total capacity of 178,110 tons were licensed for plying in the Buckingham Canal during the year 1950-51. Of these 777 were passenger boats and 1,052 were cargo boats. The so-called passenger boats also carry mostly cargo. The difference between passenger and cargo boats is only that the former are smaller and are covered boats while the cargo boats are open.

The ownership of several of the boats vests in absentee-owners who give them out for hire either on a monthly or yearly basis. Several persons own 3 to 10 boats and one person had as many as 20 boats. A number of these boats are also owned by those who ply them. The minimum size of the crew is 6 for small boats and 8 for large boats. The All-India Canal Boat Workers' Union, Madras estimate the total number of persons engaged in canal water transport in the East Coast canal at about 50,000. A safer estimate would, however, be about 15,000 persons. No women are employed in inland water transport but every boat engages a small boy of 12 to 15 years of age to cook for the crew. He is also considered as an apprentice.

The owner who plies the boat himself or the serang who takes a boat on hire is the master of the craft, and he engages and pays the other members of the crew. Payment is made generally for each trip and the amount paid is usually 10 rupees to 12 rupees for a trip which takes 8 to 10 days. The crew are also provided with three meals a day. The boy who is engaged as cook is given half the rate of pay for the other crew. If trade is brisk a boat undertakes three trips in a month. Often the boats after bringing cargo have to return empty and in such cases the crew are not paid any wages but are provided with meals. Similarly during the period when the boat is waiting for cargo the crew get only their free meals. The serang or owner who plies a boat himself also works with the crew and his net earnings in the year are hardly about 500 rupees.

The hours of work are long and very often the crew work from 4 a.m. to 10 p.m. without proper rest intervals. The work, however, can be considered intermittent. The loading and unloading of goods is also the work of the boats' crew.

The crew are not given any special facilities for sleeping and they generally sleep amidst the cargo on gunny bags. No medical facilities are provided. The crew are not governed by any terms of employment. If they fall ill or are discharged the practice generally is for them to be taken back to their homes. Often the serangs and the crew are near relatives.

Attempts are being made to organise the boat workers into a trade union and the All-India Canal Boat Workers' Union which has recently been formed has applied for registration. For the time being, however, the workers do not appear to be enthusiastic about it.

V. Travancore-Cochin.— The West Coast in Travancore-Cochin is interspread with several backwaters and a number of small rivers run into these backwaters. These lakes are navigable for small mechanically propelled vessels and country boats. Motor boats, motor tugs, barges and country boats are in use on the rivers and backwaters of the State. Motor boats carry passengers and the motor boat service covers over 30 main lines. The motor tugs are used to tow barges laden with goods. Excepting 8 ferry boats owned by the Travancore-Cochin Government all other transports belong to private companies and individual owners. The following table shows the number of inland crafts of various descriptions belonging to the public service, private companies and individual owners in the State.

Category	Belonging to Public Service		Belonging to Private Companies		Belonging to individuals or private partners.	
	No.	Total capacity	No.	Total capacity	No.	Total capacity
		tons		tons		tons
<b>Crafts for Passengers:</b>						
(i) Mechanically propelled.....	8	307	97	2,102	112	1,583
(ii) Country boats....	Nil	Nil	Nil	Nil	5,000*	30,000*
<b>Craft for Cargo:</b>						
(i) Mechanically propelled.....	Nil	Nil	55	1,511	15	175
(ii) Country boats....	Nil	Nil	Nil	Nil	11,000*	70,000*

\* Figures are approximate.

Employment.- The minimum size of the crew for mechanically propelled vessels is four and for country boats two. Women and children are not employed in inland water transport. A number of adolescents are employed on country boats as cooks. They also help in punting the boats. The minimum age for entry into employment in mechanically propelled vessels has been fixed at 20 years for serangs and drivers and 24 years for Masters. There is no age limit fixed for the crew in country boats but generally only adults are engaged as regular crew. The Government of Travancore-Cochin stated that about 5,000 persons are employed in motor boats, tugs and barges and about 50,000 persons in country boats. The barges are dumb crafts and carry cargo and 3 to 5 barges are towed by a tug. The crew in each tug consists of a serang, a driver and two lascars (unskilled workers). Each barge has a serang and two workers. During the rainy season an extra worker is engaged on each barge mainly to attend to the protection of the goods.

In the mechanically propelled vessels the master, the serang and the driver constitute the licensed crew and the unlicensed crew consist of lascars whose number is 2 to 4 on each boat according to the size of the boat. The licensed crew have to undergo training and pass a test.

Hours of work.- The working hours of crew employed in mechanically propelled vessels are restricted. No crew is made to work for more than 16 hours within a period of 48 hours nor any man can be at work for more than 10 hours at a stretch without having at least 3 hours rest thereafter. But in the case of the crew working in long lines which require more than 8 hours for a single trip, they may be allowed to complete a to and fro trip subject to the condition that they should not, in any case, have worked more than 60 hours in a week. The restriction is difficult to observe particularly in regard to long trips. In actual practice, sometimes, the crew work continuously for 16 or 20 hours and then rest after the completion of the return trip. No overtime wages are paid. There is no restriction regarding hours of work in the case of the crew working in country boats.

Wages.- In regard to an industrial dispute between 32 boat services in Travancore-Cochin and the workmen employed by them the question of revision of wages and dearness allowance among other matters in dispute was referred to the Industrial Tribunal, Alleppey for adjudication. Although all Boat Services were not parties to the dispute the award of the Industrial Tribunal fixing minimum rates of pay and dearness allowance, by and large, governs the rates of pay and dearness allowance of persons employed on mechanically propelled crafts. The following are the rates of pay and dearness allowance per month fixed by the Tribunal.

Category of workers	Pay	Dearness Allowance
	Rs.	Rs.
Licensed crew (i.e. Masters, drivers and serangs).....	35	26
Unlicensed crew (i.e. lascars)....	20	20

The Tribunal also directed that payment on the trip basis which was usually in vogue or on any other basis should be stopped and the crew should be paid monthly salary.

At the time of adjudication few companies were paying the crew employed by them a daily batta at the rate of half an anna to  $1\frac{3}{4}$  annas per hour spent on duty. The Adjudicator directed that these companies should continue paying batta at the existing rates and that other companies should pay batta to the crew employed by them at the rate of 2 annas per hour spent on duty.

The crew engaged on tugs are also paid at the above rates. The system of payment for barges crew is however, different. The serangs of the barges are paid by the owners at a contract rate for the entire crew either at the rate of 28  $\frac{1}{3}$  per cent of the freight charged or at 160 rupees to 180 rupees per month. The lascars on the barges are employed by the respective serangs and the remuneration obtained is shared by the serang with his workers.

Leave Rules.- According to the award of the Adjudicator the crew employed on the various boat services are to be given one month's leave with pay and allowance every year.

Living accommodation.- Adequate living or sleeping accommodation is not provided either in the mechanically propelled vessels or in country boats. Nor are facilities for keeping bedding, etc., provided on the boats. The crew manage as best they can on the decks. No employer has provided housing facilities on the shore for workers.

No medical facilities are provided for inland transport workers.

Trade Union.- Workers in inland water transport have organised themselves into trade unions and there are about 8 such trade unions in the State. The Steam and Motor Boat Crew Association, Alleppey, represents the crew on mechanically propelled vessels and the rest are mostly unions of workers employed in country boats.

(Indian Labour Gazette, Vol. X, No. 7, March 1953, pp. 718-737 )



Working Conditions of Civilian Employees in  
Defence Installations: Government accepts  
Special Committee's Recommendations.

Decisions of the Government of India on the major recommendations of the Kalyanvala Committee, which had been set up to report on grievance of labour in defence installations (vide pages 82-83 of the report of this Office for December 1952) were announced on 26 May 1953.

Pay scales.- With regard to pay scales, the Government has decided that workmen downgraded as a result of the rationalisation scheme, who have already passed the appropriate trade test at the first attempt should be considered to have qualified for the appropriate rates of pay with effect from 1 January 1947 or 1 January 1948 depending upon the date of their election of the Pay Commission's rates of pay.

Gratuity.- As regards gratuity for non-industrial personnel who were previously called extra-temporary employees, the Government has decided that such of them as retire without being confirmed should be granted a gratuity for their extra-temporary service on the same scale as is applicable to industrial employees.

Provident fund.- The Government has decided to increase the scale of their contribution to the provident fund of employees serving in the Defence establishments from 6-1/4 per cent to 8-1/3 per cent.

Security of service.- On the question of permanency the Government has accepted that a proportion of industrial appointments in each installation may be declared permanent and that the number for each installation may be fixed with particular reference to the nature of work in that installation.

The Government has also passed orders on the method of calculating piece rates. It has agreed that the piece-work rates should be revised so as to relate them to the present monthly scales, adopting the middle point of each scale as the reference point. Where abnormally high profits are at present being earned on the existing piece rates, this revision will be preceded by fresh time and motion studies. Similar time and motion studies will be carried out in respect of other piece rates later. The Government also considered that on this basis a worker who works on piece rates should never stand in need of a guarantee of a minimum wage. Nevertheless, it was agreed to guarantee to every unskilled worker a minimum wage of 30 rupees and to every semi-skilled or skilled worker a minimum wage of 35 rupees.

Conveyance allowance.- The Government does not consider that sufficient justification exists for the grant of conveyance allowance to workers in any of the Defence installation. It appreciates, however, that a certain amount of hardship is caused where workers are compelled to reside far away from their places of work. To alleviate this hardship the Defence Ministry has decided to examine the possibility of arranging for transport facilities at reasonable rates, for such workers, wherever possible.

(The Hindustan Times, 29 May 1953).

Bihar Shops and Establishments Bill, 1953.

The Government of Bihar published on 31 March 1953 the text of the Bihar Shops and Establishments Bill, 1953, to be introduced in the Bihar Legislative Assembly. The Bill seeks to regulate the conditions of work and employment in shops and other establishments.

In the course of the administration of the Weekly Holidays Act, 1942, which is in operation in Bihar since 1943, it has been found that something more is required to be done to regulate the holidays, hours of work, leave and other conditions of employment of employees in shops and other establishments including those for public entertainment or amusement. With this end in view, the Bill has been drafted.

The Bill seeks to empower the State Government to ~~make~~ make rules requiring the registration and licensing of shops, restaurants, residential hotels, eating houses, theatres or any other place of public amusement or entertainment and prescribing the fees payable for such registration and licensing. No such establishment shall on any day be opened earlier than 7 a.m. and closed later than 9 p.m. provided that an establishment dealing in pan, cigarettes, matches and other ancillary articles may remain open up to 11 p.m.

Hours of work.- The hours of work of employees working in the establishments are fixed at nine a day and 54 a week, exclusive of intervals allowed for rest or for meals. Provision is made for half an hour rest interval after five hours continuous work and for a weekly holiday with wages. No child below the age of 12 years shall be employed in any establishment and no child (below 15 years), young persons (below 15 and 18 years) or women shall work in any establishment before 7 a.m. and after 7 p.m. The hours of work of children are limited to 5 hours a day or 30 hours in a week, and of young persons 7 hours a day or 42 hours a week.

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Leave with wages.- Every employee who has worked for 200 days or more in an establishment in a calendar year is entitled during the subsequent year to leave with wages calculated at the rate of one day for every 15 days of work in the case of children and one day for every 20 days of work in the case of other persons. Leave not taken in any calendar year may be carried forward to the next year provided that the total number of days carried forward shall not exceed 20 days in the case of a child or 15 days in other cases. The wages during the leave period should be paid at a rate equal to the daily average of the employee's total full-time earnings, exclusive of any overtime earnings and the yearly bonus but inclusive of attendance bonus, efficiency bonus and other incentive bonuses.

Wages.- No wage period shall exceed one month and overtime wages in the establishments are fixed at twice the ordinary rate of wages. No deductions from wages other than those that may be prescribed shall be made by the employer. No employer shall discharge any employee who has been in employment continuously for a period not less than 6 months except for a reasonable cause and without giving such employee at least one month's notice. Every discharged employee shall have a right of appeal to a prescribed authority whose decision shall be final.

Health and safety.- The premises of every establishment shall be kept clean and sufficiently lighted and ventilated in accordance with prescribed standards.

Social Security.- The provisions of the Workmen's Compensation Act shall mutatis mutandis apply to every person employed in an establishment.

Other provisions of the Bill deal with inspection and penalties, power of Government to respond provisions during public holidays, etc.

(The Bihar Gazette, Extraordinary,  
31 March 1953, pp. 1-26 )

52. Workers' Welfare and Recreation.

India - May 1953.

Assistance to T.B. Sufferers in Railways:  
Preference to be given for Employment.

The Government of India, has decided to offer certain concessions to railway workers who were suffering from tuberculosis in the matter of employment.

Under these concessions railway employees who were suffering from the disease and whose services were terminated on the expiry of permissible leave, may be re-employed, even in a permanent capacity, if they obtain a fitness certificate from a specialist. When re-employed against permanent posts they may be confirmed out of ~~the~~ turn provided they were permanent before their previous services were terminated. If their previous service was only temporary, such service would be taken into account for purposes of confirmation. As regards fixation of pay on re-employment, attempts will be made to fix the grade in such a manner that as far as possible, there is no sharp diminution in <sup>emoluments</sup> ~~employments~~ from what they were drawing at the time of their discharge.

(The Labour Times (Official Organ of the Southern Railway Employees' Union, Vol.4, No.16, 16 May 1953 ).

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58. Social Conditions.

India - May 1953.

Survey of Nutrition Value of Indian Diets:  
Intake of Calories below desired level in  
most Cases.

According to a recent diet survey in India conducted by the Ministry of Health, Government of India, the intake of calories is below the desired level in an appreciable percentage of families surveyed. In other words, the consumers in such families are not having enough to eat.

The survey found that of all the diets in India Punjabi diet is the richest in calorific value while Bhopal's diet is considered one of the poorest.

Against the average calorific value for all the diets in India reckoned at 2,336, Punjab's average figure is high at 3,330, while Bhopal's average is 1,918. The average nutrition value of foods consumed in other States are: Assam 2,496; Bihar 2,277; Bombay 2,222; Goorg 2,726; Delhi 3,293; Hyderabad 2,690; Kashmir 3,158; Madras 2,068; Mysore 2,889; Orissa 2,617; Travancore 2,316; Uttar Pradesh 2,648; West Bengal 2,971.

Only in 332 groups or barely 42 per cent of the surveys made as the average consumption of calories per day found to exceed the 2,500 level. In about 15 per cent of the surveys the daily intake exceeded 3,000 calories and in about 9 per cent of the surveys the upper limit was only 1,500 calories per day.

The report of the diet survey also indicates the percentage distribution of calories from cereal and non-cereal quota of diet. In Ajmer, for instance the percentage of calories from cereals is as high as 97.

In a reasonably balanced diet, however, cereals should contribute about 60 per cent of the total calories. In most States, the cereal quota is found to contribute approximately 70 to 80 per cent of the total average of the diet.

To most people in India, non-cereal food is not easily available due to high prices. This accounts for the increased cereal element in the diet necessitated by the hunger for calories. This is, however, considered an unhealthy feature.

The survey has found that industrial labourers for their higher energy requirements consume a larger percentage of calories derived from fats. The average diet of the student, on the other hand, possesses higher nutritive value than those of the industrial workers. Students appear to derive their high percentage calories from pure energy foods such as ghee, sugar and jaggery in preference to the calories obtainable from milk or meat.

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This, the report considers, is not a happy feature and needs to be remedied with proper education.

An average healthy person, it is estimated, requires 60 grams of proteins. The average figures for intake of proteins for each State varied between 53 grams in Madras and 107 grams for Ajmer. The mean figure for the whole of India was 63 grams. The individual figures for the States are all above 60 grams except those pertaining to Travancore-Cochin and Madras. The percentage of protein derived from animal foods varies from 1 to 22. In 11 out of the 17 States surveyed, the quota of animal protein does not exceed 10 per cent of the intake.

The daily requirement of calcium is estimated at 1 gram per adult. In 497 surveys, or about 57 per cent of the groups investigated consumption of calcium did not exceed 600 mgr. per day.

The report also draws the ~~xxxxx~~ conclusion that consumption of vitamins was much below the desired level among most consumers.

(The Statesman, 4 May 1953).

Middle Class Family Budget Survey of Madras City:  
Sixty-One Per Cent Live beyond Means.

Sixty-one percent of the middle ~~class~~ class families in Madras City live beyond their means and 31 per cent save out of their incomes, according to an enquiry conducted by the Economic Adviser to the Government of Madras, into the living conditions of middle class families. While deficit budgets are found in all the strata of the middle class, the percentage of surplus budgets increases with the increase in incomes.

The enquiry, first of its kind in the State, was undertaken with the object of constructing and maintaining separately a series of cost of living indices for the middle class as distinguished from the working class cost of living index numbers.

The enquiry took the form of a sample survey based on the principle of stratified random sampling. Sampling was done from the list of 40,000 families assessed to profession tax by the Madras Corporation falling within the income range of 100 rupees to 599 rupees per month. Families within this range were stratified into five groups, namely, those with an income (1) between 100 rupees and 199 rupees per mensem, (2) between 200 rupees and 299 rupees per mensem, (3) between 300 rupees and 399 rupees per mensem, (4) between 400 rupees and 499 rupees per mensem, and (5) between 500 rupees and 599 rupees per mensem. The families with an income of 600 rupees per mensem and above were treated as the sixth group.

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out of the list of 40,000 families, a sample of 1,336 families was drawn from the 50 divisions of the City Corporation with a total population of 7,803. Five hundred and fortyfour families were surveyed in the first group, 336 in the second, 226 in the third, 94 in the fourth, 72 in the fifth and 64 in the sixth. Eight hundred and twentyseven families or 61.9 per cent of these families represented "natural families" (comprising the head of the family, his wife and unmarried children) and the remaining 509 or 38.1 per cent were joint families consisting of a group of relatives or others living together as one household.

Size of the family.- The survey reveals that the average size of the family gets larger with the rise in income - 4.72 in the first group rising to 8.75 in the sixth. The sex composition of the families match each other, the average family of 5.9 persons being made up of 1.8 men, 1.8 women, 1.1 boys and 1.1 girls.

Literacy, which stands at 75 per cent for all the groups together, is relatively higher among the three higher income groups than in the lower income groups.

Earners.- Earners in all the families under survey totalled 1,976, of whom 1,848 were men and 128 women. Although the average number of earners increased from 1.1 in the first group to 2.7 in the sixth, the percentage of earners to population does not vary widely as between the different income groups.

Income and expenditure.- The 1,336 families made a total monthly income of 375,581 rupees, the average working to 281 rupees. The average income of the different groups varies from 153 rupees in the first to 793 rupees in the sixth. It is 249 rupees in the second, 342 rupees in the third, 447 rupees in the fourth and 538 rupees in the fifth. The average income per head (including earners as well as dependants) varies from 40 rupees in the first group to 91 rupees in the highest income group, with 41 rupees in the second, 53 rupees in the third, 62 rupees in the fourth, and 72 rupees in the fifth.

To eliminate the influence felt on the level of living of families in different groups, by the size, sex and age compositions, a standard ratio for the conversion of women and children into adult equivalents was adopted. Accordingly, the average number of consumption units per family was worked out at 4.60 against the average family strength of 5.8.

The total expenditure incurred by all the families in the sample is 386,623 rupees, average working to 289 rupees 7 annas per month per family. This includes expenditure on items of saving like insurance premium and provident fund contributions whose average works to 13.10 rupees per family. Average expenditure per head works out to 49.9 rupees per month.

The average expenditure per head increases with a rise in the income, ranging from 35-13 rupees in the first group to 86.3 rupees in the sixth. Similar is the case with the average expenditure per consumption unit which varies from 46.5 rupees in the first group to 107.8 rupees in the sixth. Judged by the test that the expenditure for consumption unit is more relevant than expenditure per head in assessing living standards, the standard of the sixth is 2.3 times higher than that of the first group.

Expenditure on food is the largest single item in all the income groups ranging from 86.6 rupees per family in the first group to 298 rupees in the sixth. The second largest item of expenditure is the miscellaneous group which includes education, recreation, domestic service, etc. It varies from 38.6 rupees in the first group to 243.8 rupees in the sixth.

Expenditure on housing figures as the third largest item in the lower three groups while it is expenditure on clothing in the higher three groups. Expenditure on furniture is the lowest for all groups.

Although the families have shown interest on loans and repayment of debts as items of expenditure, they have not shown loans as income. Expenditure on debt services varies from 5.14 rupees per month in the first group to 22.11 rupees in the sixth.

While the average expenditure on toilet requisites varies from 3.2 rupees in the first group to 12.4 rupees in the sixth group, religion and charity command only between 1.8 rupees and 7.14 rupees.

(The Hindu, 18 May, 1953).

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CHAPTER 6. GENERAL RIGHTS OF WORKERS.INDIA - MAY 1953.64. Wage Protection and Labour Clauses in Employment  
Contracts with the Public Authorities.Travancore-Cochin Payment of Wages(Plantations)  
Rules, 1952.

The draft of the Travancore-Cochin Payment of Wages (Plantations) Rules, 1952 (vide page 88 of the report of this Office for December 1952) have been approved and gazetted on 5 May 1953. The rules, which do not apply to persons employed in the factories in plantations registered under the Factories Act, 1948, prescribe the registers to be maintained, and provides for the regular inspection of the weights, measures and weighing machines used by employers for the purpose of calculating wages. They also prescribe the procedure for imposition of fines and the conditions subject to which deductions from wages may be made, and regulate the scale of costs to be allowed in proceedings under the Act.

(Travancore-Cochin Gazette No.18,  
dated 5 May 1953, Part I, Section IV,  
pp. 1-15 ).

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66. Strike and Lockout Rights.

India - May 1953.

Assam: Inland Steam Vessel Service declared  
a Public Utility Service.

In exercise of the powers conferred under the Industrial Disputes Act, 1947, and by a notification dated 9 May 1953, the Government of Assam has declared all jetty establishments engaged in transshipment, storage, loading and unloading, and stocking of goods ancillary to the inland steam vessel service to be public utility services for the purpose of the Act for a period of six months from 15 May 1953.

(Notification No. GLR 80/50/41 dated 9 May 1953; the Assam Gazette, Part IIA, 13 May 1953, page 853 )

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67. Conciliation and Arbitration.

India - May 1953.

Bombay: Review of Industrial Disputes during  
the Year 1952: Increase in Number of Man-days  
lost.

According to statistics compiled by the office of the Deputy Commissioner of Labour (Administration), Government of Bombay, industrial disputes resulting in work stoppages in the State during 1952 numbered 265 as against 315 in the preceding year. Despite a fall of nearly 16 per cent in the number of disputes, the resulting time loss registered a rise from 1,112,972 man-days in 1951 to 1,207,753 man-days ~~lost~~ during the year under review; the increase being mainly due to strikes of the ordnance workers in Poona District and a strike in the Century Spinning and Manufacturing Company Limited, Bombay, which together accounted for more than 37 per cent of the total time loss during the year. The number of workers involved in the work stoppages during 1952 was more than double, of the preceding year, the actual numbers being 428,649 and 206,645 respectively. The average duration of a dispute during the year under review was 2.8 working days against 5.4 working days during 1951.

The disputes in the textile industry alone affected nearly 82 per cent of the total workers involved and accounted for 54.7 per cent of the total time loss resulting from all the disputes during the year.

Disputes occurred at 42 centres as against 41 in 1951. Greater Bombay, the most important industrial centre in the State, recorded as usual the highest number, viz., 167 disputes as against 216 during 1951, while Ahmedabad and Sholapur recorded 33 and 6 disputes respectively. Disputes in Greater Bombay alone affected 24.4 per cent of the total workers involved during the year and accounted for more than 401,000 man-days or 33.2 per cent of the total time loss.

The following table shows the distribution of industrial disputes, the number of workers involved and the number of man-days lost during the year 1952 in the major industry groups:-

Industry group.	No. of industrial disputes.	No. of workers involved.	No. of man-days lost.
Spinning and Weaving.....	120	350,438	660,777
Metals and Engineering..	30	47,623	364,535
Others.....	115	30,588	182,441
Total	265	428,649	1,207,753

Causes of disputes.- A variety of reasons occasioned strikes and lockouts and in several instances many issues were involved in each case. However, for the purpose of statistics, such cases have been classified according to what appeared to be the principal issue in the dispute. More than 43 per cent of the total disputes, involving about 12 per cent of the total affected, related to "pay and allowances and bonus" issues while "leave and hours of work" which formed the main cause in over 14 per cent of the total disputes, affected more than 66 per cent of the workers. Grievances regarding "personnel" formed the main issue in over 32 per cent of the total disputes. The table below shows the distribution of disputes according to the main causes:-

Causes	No. of disputes	No. of workers involved	No. of man-days lost
Pay and allowances.....	93	37,236	265,912
Bonus.....	21	14,277	35,171
Leave and hours of work.....	38	286,398	283,010
Personnel.....	86	72,560	560,108
Others.....	27	18,178	63,552
Total.	265	428,649	2,207,753

A <sup>comparison</sup> compensation with the figures for the previous year shows that while the proportion of disputes relating to wages, allowances and bonus increased by 2.39 per cent the percentage of disputes concerning personnel recorded a drop of 4.06 per cent. The disputes relating to leave and hours of work also recorded a slight increase.

Results of disputes.- In 31.82 per cent of the 264 disputes which ended during the year under review representing 10.5 per cent of the total workers involved, the workers were either partially or entirely successful, while in 155 or 58.71 per cent of the disputes affecting more than 79 per cent of the total workers involved, the workers were entirely unsuccessful. The results in 18 cases were indefinite, work having been resumed pending final settlement of the dispute. Compared to the previous year, while the proportion of unsuccessful disputes recorded a slight increase, the percentage of indefinite cases declined by 2.0 per cent. The over-all percentage of successful and partially successful disputes also recorded a slight drop as compared to the previous year. The workers were reported to be successful in 38 disputes in which "pay and allowances and bonus" was the principal issue and in 14 cases relating to "grievances about personnel".

Workers involved.- The total number of workers involved during the year 1952 was more than double the figure recorded during 1951. Nearly 82 per cent of the total workers involved in all the disputes during the year under review were from the textile industry, while, "metals and engineering" accounted for only 11.1 per cent.

Analysing the disputes according to the number of workers involved, the 10-100 group accounted for more than 43 per cent of the total disputes but the time loss caused by these disputes was only 2.64 per cent. As against this, 9 disputes involving more than 4,000 workers each accounted for nearly 60 per cent of the total time loss.

Man-days lost.- The year under review recorded nearly 1,208,000 man-days lost as against about 1,113,000 during 1951. The 10 to 100 slab of time loss recorded 56 disputes involving 0.7 per cent of the total workers. Six disputes with a loss of more than 50,000 man-days each involved 68.6 per cent of the workers and accounted for 64.6 per cent of the total time loss.

Duration of disputes.- A classification of all the disputes during 1952 according to duration shows that the majority of the disputes were of short duration and lasted for less than 5 days. Over 32 per cent of the disputes, involving 73.0 per cent of the workers, lasted for a day or less and another 14 per cent for two days while more than 35 per cent of the disputes which lasted for more than 5 days involved only 18.1 per cent of the workers but accounted for 69.3 per cent of the total time loss. The average duration of a dispute (obtained by dividing the total number of man-days lost by the total number of workers involved), however, declined from 5.4 working days in 1951 to 2.5 working days in 1952.

(Labour Gazette, Vol. XXXII, No. 8,  
April 1953, pp. 816-828 )

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68. Labour Courts.

India - May 1953.

Industrial Disputes (Appellate Tribunal)  
(Bombay Amendment) Act 1953(No.XVI of 1953).

The Industrial Disputes (Appellate Tribunal) (Bombay Amendment) Bill, 1953 (vide page 70 of the report of this Office for March 1953), as passed by the Bombay Legislature, received the assent of the President on 22 April 1953, and has been gazetted as Act XVI of 1953. The amending Act extends clause 20 of the Industrial Disputes (Appellate Tribunal) Act relating to recovery of money from employers arising from an Industrial Tribunal award, to cases under both the Industrial Disputes Act of 1947 and the Bombay Industrial Relations Act of 1946.

(The Bombay Government Gazette, Part IV,  
30 April 1953, page 67 ).

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CHAPTER 8. MANPOWER PROBLEMS.

INDIA - MAY 1953.

81. Employment Situation.

Employment Exchanges: Working during March 1953.

According to the review of work done by the Directorate General of Resettlement and Employment during the month of March 1953, there occurred, for the first time in six months, a slight rise in the number of job opportunities notified to employment exchanges. This was due, however, solely to an increase of employment opportunities arising in the public sector. The seven month old ~~registrations~~ decline in the private sector persisted. Fresh registrations for employment assistance exceeded the figure for February by about eleven thousand but the cumulative total of registered unemployed at the end of the month had dropped to about a thousand less than the February figure. The employment situation as reflected by employment service statistics was unsatisfactory.

A shortage of overseers, nurses, doctors, refrigerator mechanics, electricians, ~~the~~ power house attendants, hammerman, cable jointers, etc., was reported by a number of exchanges. A surplus of carpenters, untrained teachers, unskilled office workers, midwives, nursing orderlies, chemists and laboratory assistants, book binders and wiremen existed in most exchange areas.

Registrations and placings.- The following table shows registrations for employment and placings during the month as compared to the previous month.

	March 1953	February 1953
Registrations-----	110,293	99,352
Placings-----	17,785	18,013

Of those registered, 8,119 were displaced persons, 7,442 were ex-Service personnel and 1,924 were discharged Government employees. Registrations during the month showed an increase of 10,941 as compared to the preceding month. All the regions except Delhi and Hyderabad contributed towards the increase. In particular Madras recorded an increase of 3,279, Punjab 1,650, West Bengal 1,634 and Bihar 1,055.

Of those placed, 983 were displaced persons, 1,051 were ex-Service personnel and 662 discharged Government employees. A total of 6,360 were placed with private employers and 11,425 in Central and State Government establishments. There was an overall decline of 228 in placings as compared to the previous month.

An appreciable fall in placements was recorded by the exchanges in Hyderabad (854) and Uttar Pradesh (823). An increase was affected on the other hand by the exchanges in Orissa(520), Madras (396) and Madhya Pradesh (243).

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

<u>Wage groups</u>	<u>Number placed</u>
101 rupees and above -----	1,564
61 rupees to 100 rupees -----	6,746
30 rupees to 60 rupees -----	9,010
Below 30 rupees -----	665

Vacancies notified and submissions.- The number of employers who used the exchange during March 1953 was 4,569 as compared to 4,309 during February 1953. The number of vacancies notified by them was 23,980 as compared to 23,172 during February 1953, i.e., a rise of 808. Of the vacancies notified 15,888 were by Central and State Governments' establishments, and 8,092 by private employers. There was a rise of 2,620 in the Government sector and a fall of 1,812 in the private sector as compared to the preceding month.

The number of persons submitted to employers during March 1953, was 71,982 as against 66,355 during the previous month. A total of 17,785 persons were reported as placed in employment, as against 18,013 during the previous month.

Employment of highly qualified applicants.- A total of 638 applicants possessing high technical, scientific professional or administrative qualifications were registered during the month as against 657 during the previous month and 84 were placed. The number of such applicants still requiring employment assistance at the end of the month was 4,018.

Placement of scheduled caste or tribal applicants.- A total ~~number~~ of 11,000 scheduled caste applicants was registered at the employment exchanges during March. Two thousand five hundred and ten such applicants were placed in employment. Nine hundred and nintysix were placed in Central Government vacancies, 502 in State Government vacancies and 1,012 in other vacancies. Two hundred and one vacancies specifically reserved for scheduled caste applicants were notified to exchanges during March. A total of 37,191 such applicants were seeking employment assistance at the end of March 1953 of whom 2,134 were women.

The number of scheduled tribe applicants registered by the employment exchanges was 1,101 and 298 were found jobs during the month. The number of vacancies notified specifically for them was 45. A total of 2,623 such applicants were on the live registers at the end of March 1953.



Re-employment of surplus of retrenched Government employees.- A total of 1,924 surplus and discharged Central and State Government employees were registered during the month and 662 were placed in employment. Of those who were found employment 326 were surplus or discharged Central Government employees and 336 were State Government employees. At the end of the March the number still requiring employment assistance was 8,056. The number continued to decline steadily.

During the month six retrenched Central Government gazetted and commissioned officers were included in the all India register. The number of such applicants on the register on the last day of March was 273. Eleven Class I and Class II vacancies were notified by the various ministries during the month. Ten submissions were made against them and non-availability certificates were issued in respect of eight vacancies. Two submissions were made against vacancies advertised by the Union Public Service Commission. The applicant from the special register was placed.

Employment assistance to women.- The number of women placed in employment was 1,126 and the number of registrations was 4,143. The number still requiring employment assistance at the end of March was 14,272.

Live register.- The number of persons still seeking employment assistance through the exchanges on the last day of March 1953, was 426,178 which was 929 less than the figure on the last day of February. Of those on the live register 1,400 were known to be employed but desired further employment assistance. Out of the total number of the live register 40,217 were displaced persons, 26,759 were ex-Service personnel, and 8,055 were discharged Government employees of whom 5,235 were Central Government and 2,821 State Government employees.

(Review of the work done by the Directorate General of Resettlement and Employment during the Month of March 1953, issued by the Ministry of Labour, Government of India).

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83. Vocational Training.

India - May 1953.

Labour Ministry's Training Schemes:  
Progress during March 1953.

Training of adult civilians.- The number of trainees on the rolls of various training institutes and centres on 31 March 1953, was 7,685. There were 5,984 trainees in the technical trades and the remaining in the vocational trades.

Training of displaced persons.- The total number of displaced trainees on the rolls, at the end of March 1953, was 2,197; of them 1,962 were in technical trades including 11 who were undergoing training in production cum professional work. The remaining were undergoing training in vocational trades.

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

Training of women.- A total of 341 women were undergoing training at the end of the month at the four women's training institutes in New Delhi, Dehra Dun and Madras. In addition, 1 woman at the industrial training institute, Digha, 40 women at the industrial training institute, Almora and 19 women at the industrial training institute, Virajpet (Coorg) were undergoing training.

Training of supervisors and instructors.- In the 10th regular session at the industrial training institute for ~~instrument~~ instructors at Koni, the total number of supervisors and the instructors under training on 31 March 1953, was 118.

(Review of Work done by the Directorate General of Resettlement and Employment during the month of March 1953, issued by the Ministry of Labour, Government of India).

86. Demographic Problems.

India - May 1953.

Sample Verification of India's Census Figures:  
Under-enumeration of the Order of 1.1 Per Cent.

India's population is more likely to be 360,754,609 than 356,829,485 as counted in the 1951 census, according to a sample verification organised by the country's Registrar-General on a random sample basis.

The verification shows that the 1951 census count contained a net under-enumeration of the order of 1.1 per cent. There has, however, been "no verification of the verification".

A month after the completion of the census enumeration in March 1951, the Government decided that in view of the great and increasing importance attached to statistics generally, and especially to the basic population data yielded by the decennial census, the time had arrived to make a definite ascertainment of the degree of error which might be present ~~xxx~~ in the census statistics.

A census paper published by the Registrar-General states that in the 1951 census 64.4 million houses were visited by nearly 600,000 enumerators who had been carefully selected and trained. They worked conscientiously. "But it cannot be claimed that they made no mistakes; that every occupied house (without exception) was numbered; that every numbered house (without exception) was visited; and that every person in every house was enumerated without exception".

Omissions were not merely probable, "they must have occurred. This is true as much of the census in India as in all other countries" (over-enumeration was absent in the 1951 census).

The verification has established that in 1951, "for every thousand persons included in the census count, 11 other persons were probably omitted. It is a reasonable safe conclusion that the number of persons omitted (per thousand counted) could not have exceeded 12 or fallen short of it".

(The Hindustan Times, 30 April 1953).

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India's Population according to Religion:  
Preponderance of Hindus: No Change in  
Pattern.

Hindus form 84.99 per cent of the Indian population in the 1951 census, according to the census of India Paper No.2 published by the Registrar-General recently. Muslims account for 9.93 per cent, Sikhs 1.74 per cent, Jains 0.45 per cent, Buddhists 0.06 per cent, Zoroastrians 0.03 per cent, other tribal religions 0.47 per cent and other non-tribal religions 0.03 per cent.

These figures, relate to the present territorial limits of India exclusive of the people living in Jammu and Kashmir State, and the Part B Tribal areas of Assam where the 1951 census was not taken. It also excludes information about 268,602 persons in Punjab, whose enumeration records were destroyed by fire before the information about religion could be tabulated.

A comparison of the figures for 1951 and 1931, the Registrar-General states in his report, "Indicates that there is no material change in the religion pattern, except that a larger number of members of tribal groups have re<sup>un</sup>turned themselves as professing the Hindu or Christian religion, as the case may be. This represents the broad picture for all States, other than those directly affected by partition".

The table shows that out of a total population of 356.7 million excluding Jammu and Kashmir State, Part B tribal areas of Assam and 268,602 ~~persons~~ persons whose records were destroyed, Hindus number 303.2 million, Sikhs 6.2 million, Jains 1.6 million, Buddhists 0.9 million, Zoroastrians 0.1 million, Christians 8.2 millions, Muslims 35.4 million, other tribal religions 1.7 million and other non-tribal religions 0.1 million.

The figures show that in Uttar Pradesh for the first time since 1881, the Hindus have shown a rise in the proportion to the total population, while the Muslim population has shown a decline. This is explained by the exodus of Muslims to Pakistan and "reversion to Hinduism of the imperfectly converted Sikhs and Christians".

The proportion of Sikhs and Christians has shown a fall due to the same reason. An additional reason for a fall in the proportion of Christians is the migration of British nationals and an appreciable number of Anglo-Indians from the State.

In Bihar the 1951 census figures show a large increase in Hindu population compared to 1941, and a decrease in the number of Muslims. The former is explained by the fact that in 1941 the enumeration was by "communities", while in the 1951 census the enumeration has been according to the religion returned by citizens. The absorption of tribals into Hindu and Christian religions also accounts for the fall in tribals and increase in Christian and Hindu population. The decline in the number of Muslims is explained by migration to Pakistan.

In Orissa the quota contributed by each religion to the total population altered but little since 1921. A number of tribals returning themselves as Christians have accounted for a slight fall in the proportion of Hindus and rise in the proportion of Christians.

The migration of Hindus from East Pakistan has been responsible for an increase in the Hindu population in West Bengal. The tribals returning themselves as Hindus in 1951, unlike in 1941 when they were enumerated as "tribals", was another contributory cause for the increase in the figures of Hindu population. The doubling in the number of Jains has been explained as due to the fact that Bengali trading classes, with the spread of education, were "looking down upon their traditional occupations" and Jains and others were coming forward in increasing numbers to take their place. Increase in the number of Christians is also due to immigration and better recording of the religions of tribals.

In Madras about 8,700 persons returned themselves as atheists, mostly from the Tamil districts.

In Travancore-Cochin the Hindu population which has been steadily decreasing in proportion ~~was~~ since 1901, when they formed 69.6 percent of the population, registered an increase of 0.9 per cent over the 59.3 per cent of the 1941 census. The Christian population continued to maintain its steady increase which was attributed to natural increase, migration and survival version. The fertility and survival rates of Hindus were comparatively lower than those of Muslims and Christians according to post-census studies.

The migration of Hindus from Pakistan to Bombay was responsible for a slightly higher increase in the Hindu population as compared to the general population increase during the decade. The slight decline in Muslim population was also attributable to the exodus of some to Pakistan.

The reduction, in Hyderabad, by about 2.8 per cent in the proportion of Hindus and tribals to the general population has been explained by the conversion of a larger number of Hindus and tribals to Christianity.

(The Statesman, 22 May 1953).

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CHAPTER 9. INCOME SECURITY.

INDIA - MAY 1953.

92. Legislation.

Bihar Maternity Benefit (Amendment) Bill, 1953.

The Government of Bihar published on 31 March 1953, the text of the Bihar Maternity Benefit (Amendment) Bill proposed to be introduced in the Legislative Assembly. The Bill seeks to amend the definition of 'factory' and omit references to 'seasonal factory' occurring in the Bihar Maternity Benefit Act, 1947.

Seasonal factories, as defined under the Factories Act of 1934 were excluded from the scope of the Bihar Maternity Benefit Act of 1947. In the Factories Act of 1948, however, there is no such definition of seasonal factories, and the present Bill is being brought forward to remove the discrepancy.

(The Bihar Gazette, Extraordinary,  
31 March 1953, pp. 1-4 ).

Punjab Employees' State Insurance (Medical Benefit)  
Rules, 1953.

In exercise of the powers conferred under the Employees' State Insurance Act, 1948, and in supersession of the rules made in June 1951 (vide page 57 of the report of this Office for July 1951) the Government of the Punjab has published the Punjab Employees' State Insurance (Medical Benefit) Rules, 1953. The rules prescribe, inter alia, the scale of medical benefit which shall be provided at any hospital, clinic or institutions, the nature and extent of the staff requirement and medicines that shall be provided at such hospitals, clinics or institutions, the conditions of service of the staff employed at such hospitals, clinics or institutions, the procedure for the investigation of disputes, appeals, etc., under the rules, etc.

(Punjab Government Gazette, Extraordinary,  
16 May 1953, pp. 695-710 ).

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94. Application.

India - May 1953.

Annual Report of the Activities of the Employees' State Insurance Corporation for the Year 1951-1952.

The Government of India published on 16 May 1953 the report of the Director General of the Employees' State Insurance Corporation containing a review of the activities of the Corporation for the year ended 31 March 1952.

It was reported last year that the plan of implementation of the Employees' State Insurance Scheme approved by the Corporation in May 1950 could not be adhered to, since certain objections were received from the employers at Kanpur. In order to overcome these objections and to remove certain other lacunae, the Act was suitably amended in 1951. The principal features of the Amending Act were: (1) Introduction of a transitory Chapter V-A under which employers all over the country are to pay a special contribution instead of the employer's contribution which was under the original Act to ~~be~~ be paid only by employers to whose factories or establishments all the provisions of the Act applied. The rate of the special contribution is fixed by the Central Government but the maximum may not exceed 5 per cent of the wage bill; the rate for employers in areas where the benefit provisions apply being higher than the rate where these provisions do not apply. (2) The maternity benefits rate which was a flat twelve annas per day under the original Act was made equal to the sickness benefit rate or twelve annas a day whichever is higher. (3) The Act was extended to the whole of India excluding only the State of Jammu and Kashmir and provision for representatives of Part B States on the Corporation and the Medical Benefit Council was made.

Implementation of the scheme.- The following revised programme of implementation of the Scheme to places other than Delhi and Kanpur was approved during the year:-

August 1952-----	The Punjab.
January 1953-----	Greater Bombay and Bangalore.
July 1953 -----	Madras, Calcutta, Nagpur and Jubbulpore.
October 1953-----	Ahmedabad and Sholapur, Agra, Coimbatore, Asansol and Burnpur.
April 1953-----	All other places where the number of industrial workers is 5,000 or more.
July 1954-----	The remaining centres.

Enforcement of the provisions of the Act.- The Central Government brought into force Chapters I, II, III, VI and VIII and Section 44 and 45 of the Act in all Part B States and Chapter V-A (Transitory provisions regarding employers' special contribution) of the Act in the whole of India except the State of Jammu and Kashmir with effect

from 24 November 1951. The provisions of Chapter IV (except Sections 44 and 45 thereof which had already been brought into force) and Chapters V and VI of the Act were brought into force in the State of Delhi and in the Kanpur area of Uttar Pradesh with effect from 24 February 1952. The notification under Section 73-A of the Act was issued specifying the manner of payment of employer's special contribution and fixed the rate of employer's special contribution with effect from the 24 February 1952.

Commencement of the Scheme.- The Scheme was inaugurated in Kanpur and Delhi on 24 February 1952. During the year under report, the Scheme was in actual operation for a little over three weeks and a number of difficulties were experienced. Firstly, arrangements for hospitalisation and laboratory tests were not quite satisfactory at the outset but with the earnest efforts of the State Governments concerned and the co-operation of the Corporation, the problem was solved to some extent. Arrangements for prompt admission of serious and emergent cases were made and the Director of Medical and Health Services, Uttar Pradesh, issued instructions to the hospital authorities at Kanpur that insured persons when referred to by their Insurance Medical Officers should be admitted by creating extra beds if necessary, and admission of urgent cases should not be refused. Secondly, some of the employers found it difficult to comply with the provisions of the Act and Regulations in certain respects, owing to slight changes required in their methods of calculation and payment of wages. Their problems were discussed at length and changes suggested to bring their procedure in conformity with the requirements of the Act. Thirdly, owing to supplies of some medicines to dispensaries being delayed for some time, insured persons experienced some difficulties. Adequate supplies were pressed for and have since been ensured. Lastly, the provisions of the Act were interpreted in a way which meant refusal of authorized leave to insured persons and as such led to some hardship to them. The matter was taken up at Kanpur with the Employers' Association of Northern India which advised its constituents to take a liberal view of the provisions of the Act and this mitigated the hardship to a large extent.

Working of the Scheme.- The following figures for the period of five weeks of the running of the Scheme in the year under review shows the working of local offices and registration of insured persons:-

Place	No. of employees registered under the Scheme.	Insurance records set up for employers.	No. of claims paid disablement.	Dependents.
Delhi-----	40,005	39,147	32	Nil
Kanpur-----	74,028	56,407	83	Nil



The following figures for the same period gives an idea of the working of State Insurance dispensaries during the period:-

Place	Attendance at dispensaries.	Domiciliary visits paid.	Cases admitted into hospitals.	Cases referred for special investigation.
Delhi.....	15,618	95	9	164
Kanpur....	28,016	304	134	188

Financial and Accounts Arrangements.- As the Scheme was started only on 24 February 1952, the expenditure of the Corporation continued to be met during the year under review from loans taken from the Central Government.

The Statement of Income and Expenditure account appended to the report shows that a sum of 124,108 rupees and 10 annas was received by the Corporation by contribution and a sum of 481 rupees and 15 annas was spent towards disablement benefits for temporary disablement leaving a balance of 124,108 rupees and 10 annas. A sum of 1,396,616 rupees 8 annas and 9 pies was incurred towards administration charges which was met largely from grants-in-aid from the Central Government.

(The Gazette of India, Part II, Section 3, 16 May 1953, pp. 692-702).

Employees' State Insurance Scheme inaugurated in the Punjab.

The Employees' State Insurance Scheme in Punjab was formally inaugurated at Amritsar on 17 May 1953, by the State's Labour Minister, Mr. Sunder Singh. The Scheme, to begin with, covers 35,000 employees in eight major industrial towns of the State.

Dr. C.L. Katial, Director-General, Employees' State Insurance Corporation, speaking on the occasion traced the history of the Scheme. He said the Scheme was already working successfully in Delhi and Kanpur. The delay in starting it in Punjab was due to the complicated nature of the Scheme whose administration required a lot of spade work.

The Scheme would cover workers in the industrial areas of Amritsar, Chheharta, Ambala, Jullunder, Batala, Abdullapur, Bhiwani and Ludhiana.

(The Statesman, 18 May 1953).

Working of the Workmen's Compensation Act, 1923  
during the Year 1950.

Under the Workmen's Compensation Act, compensation is payable to workers employed in scheduled employments for accidents or occupational diseases resulting in deaths or disablement for more than seven days provided that the injury is not caused by the fault of the worker himself. ~~The~~ Till 1946, the provisions of the Act applied to workmen drawing a monthly pay of less than 300 rupees. The upper wage limit has, however, since been raised to 400 rupees. With the coming into operation of the revised Factories Act, 1948, which covers a much larger number of factories than previously the scope of the Workmen's Compensation Act has also increased so far as factory industries are concerned. The coverage of the Workmen's Compensation Act in respect of other sectors of employment varies to some extent from State to State.

The present review on the working of the Workmen's Compensation Act during 1950 is based on annual reports received from 9 Part A States, 3 Part C States (Delhi, Ajmer and Coorg), Andaman and Nicobar Islands, Railway Board, the Department of Posts and Telegraphs and some of the units of the Central Public Works Department. Two types of information, viz., statistics of ~~compensation~~ compensated accidents and occupational diseases as furnished by employers in their annual returns under Section 16 of the Act and statistics in regard to cases dealt with by the Commissioners of Workmen's Compensation in various States, are contained in the reports and are discussed separately.

Annual returns by employers.- The following table shows the number of cases in which compensation was paid and the amount paid as compensation since 1947:-

Year	No. of cases in which compensation was paid for				Amount of compensation paid for			
	Death	Perma- nent disable- ment.	Tempo- rary disable- ment.	Total	Death	Perman- ent disable- ment.	Tempo- rary disable- ment.	Total
1947	1,011	3,228	49,335	53,574	1179087 (1166)	1209974 (1375)	937434 (17)	3326495
1948	1,032	3,850	61,894	66,776	1580450 (153)	1615390 (420)	1024228 (17)	4220068
1949	1,063	3,973	55,475	60,511	1870568 (1760)	2026420 (510)	1320174 (24)	5217162
1950	1,127	4,160	56,663	61,950	2029940 (1801)	2264725 (544)	1438401 (25)	5733066

The figures in brackets show the amount of compensation paid per case.

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It may be clarified at the outset that the number of compensated accidents is much less than the total number of accidents which take place because only those accidents where the incapacity lasts for more than 7 days are to be compensated and even here there are some evasions due to the ignorance of workers. For example, it has been stated in the report from U.P. that only 31 per cent of the number of accidents recorded under the Factories Act in that State were compensated in 1950 under the Workmen's Compensation Act. It may also be mentioned that in spite of statutory obligations, a number of employers do not submit annual returns and to that extent the statistics are incomplete. For example, during 1950, only 3,191 establishments out of a total of 3,707 furnished returns in Bombay. In ~~the report~~ the report from West Bengal, it has been stated that as many as 545 concerns failed to submit their annual returns during 1950. Similar figures for other States are not available. The discussion in this review is, therefore, subject to this limitation of incompleteness of statistics and the resultant variations in coverage from year to year.

Classification by industrial sectors.— The table given below shows the distribution of compensated accidents and of the amount of compensation paid according to industrial sectors during 1950. Figures for previous years are not available because prior to 1950 no uniform industrial classification was followed in the consolidated returns received from the States. Even for 1950, industrial classification of accidents in Bihar, Orissa and Delhi was not available for sectors other than Railways, Posts and Telegraphs and C.P.W.D. and as such these States have been left out of the scope of the table. In the Railways the total number of compensated accidents increased slightly from 15,898 in 1949 to 16,444 in 1950 and in Posts and Telegraphs the number declined from 78 in 1949 to 35 in 1950 and further in the latter sector there was an appreciable decrease in the number of deaths from 34 in 1949 to only 17 in 1950. Sectors which recorded a considerable number of compensated deaths were accounted for by factories, railways and mines alone. The figures of average daily employment taken in conjunction with the total amount of compensation paid throw important light on the incidence of cost of accidents on various industries. For example, in factories, for each man employed, the amount of compensation paid for accidents was 1.26 rupees, in mines 1.25 rupees, in plantation 0.11 rupees, in Railways 1.48 rupees, etc.

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(Please see table on the next page)

	Average No. of workers employed per day in establishments furnishing returns.	Number of cases of accidents for which compensation was paid			Amount of compensation paid				
		Death	Perma- nent dis- able- ment.	Tempo- rary dis- able- ment.	Total	Death	Perma- nent dis- able- ment.	Tempo- rary dis- able- ment.	Total
					Rs.	Rs.	Rs.	Rs.	
Railways.. A..	838942	272	342	15823	16437	602582	281855	357893	1242330
M..	354	..	..	7	7	..	..	104	104
Posts and A..	93645	7	10	18	35	14855	8317	837	24009
Telegraphs.M..	862	..	..	..	..	..	..	..	..
C.P.W.D... A..	7912	2	2	5	9	5300	1537	282	7 119
M..	41	..	..	..	..	..	..	..	..
Factories. A..	2002713	277	2608	27055	29940	505399	1297761	728479	2531639
M..	9231	..	..	..	..	..	..	..	..
Mines.... A..	390509*	142	249	3659	4050	236252	163092	90464	489808
M..	278	..	..	1	1	..	..	5	3
Tramways. A..	18984	1	1	398	400	3500	316	11053	14869
Dock & Ports. A..	32910*	6	96	234	336	13880	58692	7034	79606
Plantations A..	349613	17	36	1459	1512	14173	14351	12515	41039
M..	25427	2	..	345	347	400	..	303	703
Building & Construction. A..	12373*	45	32	160	237	31723	20069	5696	55488
Municipali- A..	36829**	9	4	9	22	15400	4945	223	20568
ties. M..	869	..	1	..	1	..	1200	..	1200
Miscellaneous. A..	107082	70	240	2901	3211	124518	150963	81165	356646
M..	1087	..	..	..	..	..	..	..	..
<b>Total.</b>	<b>3929661</b>	<b>850</b>	<b>3621</b>	<b>52074</b>	<b>56545</b>	<b>1567982</b>	<b>2003098</b>	<b>1294051</b>	<b>4865131</b>

A-Adults. M-Minors. \*Does not include figures for U.P. \*\* Does not include figures for Punjab.  
 (Note: The table excludes accidents in Bihar, Orissa and Delhi for sectors other than Railways, Posts and Telegraphs and C.P.W.D. as no industrial classification of the accidents is available).

The following table shows the distribution of cases of compensation according to States during 1950:-

(Please see table on the next page)

Average No. of workers employed per day.	No. of accidents for which compensation was paid			Amount of compensation paid			
	Death	Perma- nent dis- able- ment.	Tempo- rary dis- able- ment.	Total	Death	Perma- nent dis- able- ment.	Tempo- rary dis- able- ment.

					Rs.	Rs.	Rs.	Rs.
Assam....A..	239614	45	47	1348	1440	17130	26980	64779
M..	20668	..	..	4	4	..	17	17
Bihar....A..	176612	231	401	4538	4970	374891	194715	697427
M..	107	..	..	..	..	..	..	..
Bombay...A..	697666	65	1144	11214	12423	142058	544189	1106454
M..	2742	..	..	..	..	..	..	..
Madhya Pradesh. A..	334386	33	112	2202	2347	45430	75710	153150
M..	294	..	..	..	..	..	..	..
Madras.. A..	509636	71	189	3656	3916	103887	81083	258979
M..	11297	..	..	3	3	..	12	12
Orissa.. A..	16055	26	28	77	131	34263	15973	60134
Punjab.. A..	25281*	80	102	1264	1446	96410	56291	169947
M..	92	..	..	..	..	..	..	..
Uttar- Pradesh. A..	232695*	77	228	1928	2233	128873	126908	292229
West Bengal. M..	896285	192	1426	13633	15251	405291*	789375	1522095
Ajmer.. A..	13563	3	15	615	633	3966	8928	10204
Delhi. A..	(N.A.)	20	110	170	300	52804	50939	110357
Addaman and Nicobar Islands. A..	1887	1	3	15	19	1800	725	2826
Total.	3201347	846	3806	40810	45462	1407203	1975016	4459504

A-Adults. M-Minors. \*Figures incomplete as indicated in the footnotes of the previous table. N.A.-Not available.

A comparison with the figures of last year shows that in Bihar there was a large increase of the cases of compensated temporary disablement from 1,611 in 1949 to 4,538 in 1950. In the Punjab also the number of compensated temporary disablement increased from 179 in 1949 to 1,264 in 1950. Other States which registered a rise in the total number of compensated accidents during 1950 as compared to 1949 were Madhya Pradesh, Madras, Orissa and Ajmer. In Assam, the total number of compensated accidents remained almost unchanged. Four States, viz., Uttar Pradesh, West Bengal, Bombay and Delhi, recorded a decline in the total number of compensated accidents.

Proceedings before the Commissioners of Workmen's Compensation.—The Commissioners of Workmen's Compensation in various States maintain statistics of cases coming up before them and on the basis of the same, consolidated returns are furnished to the Labour Bureau. The figures in these returns do not exactly tally with those contained in employers' returns.

A total of 3,265 cases came up for legal proceedings before the Commissioners during 1950, broken up as follows: temporary disablement: men - 360; women - 87; Permanent disablement: men - 1,477; women - 48; Death: men - 1,255; women - 38; Total: men - 3,092; women - 173.

There was a large concentration of injured workers in the monthly income groups 50 rupees to 200 rupees and the highest number of cases in the case of men falls in the class interval 100 rupees to 200 rupees and in the case of women in the interval 10 annas. Most of the cases in the group 100-200 rupees group for men were reported from Bombay and West Bengal and in the latter State the cases mostly related to seamen. In the group 10 annas ~~from~~ for women, 19 out of the 22 cases were from Assam. The following table shows that there has been a gradual shift in the proportion of injured workmen from lower to higher income groups in recent years. It has been ~~also~~ mentioned in the reports from Bombay and U.P. that this shift is due to the payment of bonus and increased dearness allowance which formed part of wages:-

Monthly wage groups.	Percentage of workmen whose cases for compensation came up for legal proceedings.			
	1950	1949	1948	1947
0 Rupees to 3 rupees..	15.4	19.2	25.3	36.6
30 to 60 rupees.....	58.1	41.0	40.7	38.4
Above 60 rupees.....	46.5	39.8	34.0	28.0
	100.0	100.0	100.0	100.0

The following table summarises statistics of cases handled by State Commissioners of Workmen's Compensation during the year under review:-

Item	No. of cases filed during the year.	Total No. of cases disposed of during the year.	No. of cases pending at the end of the year.
(a) Award of compensation under Section 10 .....	1,996	1,787	1,207
(b) Commutation under Section 7 .....	77	69	60
(c) Deposits under Section 8 .....	1,974	1,956	1,018

Of the total number of cases disposed of under (a), 455 related to fatal accidents, 960 to permanent disablement and 372 to temporary disablement. In all 1,327 cases under (a) and (b) were contested. Of the total number of 1,956 cases disposed of under (c), in 1,923 cases deposits were disbursed to dependents or to workmen and in 33 cases desposits were refunded to employers. Information relating to amounts deposited and disbursed is available in respect of a few major States only. The available information is shown in the following table:-

State	Opening balance.	Deposits during the year including transfers from other commissioners.	Disbursement during the year including transfers to other commissioners.	Closing balance.
	Rs.	Rs.	Rs.	Rs.
Bombay.....	489,657	1,001,172	1,097,675	393,154
Madhya Pradesh.	54,883	210,023	191,156	73,750
Madras.....	151,617	316,832	293,786	174,663
West Bengal....	540,303	1,327,750	1,179,263	688,790
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During the year under review 4,244 new applications for registration of agreements were received and 4,094 applications were disposed of. Out of the cases disposed of, 3,402 cases related to payment of compensation for permanent disablement, 689 to payment of compensation for temporary disablement and 3 to compensation of half-monthly payment.

Occupational diseases.- Most of the States did not report any case of occupational disease. The report from U.P. mentions in this connection that the conspicuous absence of occupational disease was no index to the actual state of affairs. The evasion of the Act in respect of cases of occupational diseases continued for lack of suitable agency for reporting such diseases and proper diagnosis of the cause of disablement.

General remarks.- It has been reported that several employers enlisted the services of insurance companies for dealing with the workmen's compensation cases on their behalf. In the State of Bombay two labour unions, viz., the Textile Labour Association of Ahmedabad and the Rashtriya Mill Mazdoor Sangh of Bombay, gave assistance to workers in their claims for compensation. The Textile Labour Association, Ahmedabad, handled 575 claims out of which 395 were successful, 47 were compromised, 44 were given up for various reasons, 2 were dismissed and 87 were pending at the end of the year. The Rashtriya Mill Mazdoor Sangh was responsible for handling 160 workmen's Compensation cases during the year.

A special study in U.P. shows that the amount of compensation paid in each case by the employers directly has been much lower than the amount paid after reference to Commissioners for the corresponding categories of accidents, viz., permanent and temporary disablements. In this connection, the following comment has been made in the U.P. report:

"it may be true that the cases in which compensation was paid directly by the employers were mostly of a minor nature. Yet the fact remains that the compensation got by the workers through Commissioners is higher than would be otherwise".

In general the working of the Act during 1950 was reported to be satisfactory ~~that~~, but, as mentioned in the report from Madhya Pradesh, many workers are still unaware of their rights under the Act.

(Indian Labour Gazette, Vol.X, No.8,  
February 1953, pp. 646-654 ).

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CHAPTER 11. INDUSTRIAL SAFETY.

INDIA - MAY 1953.

111. Prevention of Accidents.

Draft Coal Mines (Conservation and Safety)  
Rules, 1952 published.

The Central Government published on 4 April 1953 the draft of the Coal Mines (Conservation and Safety) Rules proposed to be made in exercise of the powers conferred under the Coal Mines (Conservation and Safety) Act, 1952, and in supersession of the Coal Mines Safety (Stowing) Rules, 1939. The draft rules provide, inter alia, for the appointment and terms and conditions of service of the chairman and other members of the Board and prescribe their powers and functions. They also prescribe the conduct of business by the Board, the composition of committees of inquiry and Advisory Committees and the terms and conditions of service of members thereof. The rules further prescribe for the levy, collection and payment of excise duty. The measures to be taken for the purpose of maintenance of safety in coal mines ~~for~~ or for the conservation of coal, the procedure for the grant of assistance and the form in which the accounts of the Coal Mines Safety and Conservation Fund shall be kept, are also prescribed.

The draft rules will be taken into consideration after 1 May 1953.

(The Gazette of India, Part II, Section 3,  
4 April 1953, pp. 390-404).

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LIST OF THE PRINCIPAL LAWS PROMULGATED DURING  
THE PERIOD COVERED BY THE REPORT FOR MAY 1953.

INDIA - MAY 1953.

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

- (a) Punjab Occupancy Tenants(Vesting of Proprietary Rights) Act, 1953 (Act VIII of 1953). (Punjab Government Gazette, Extraordinary, 15 April 1953, pp. 485-493).
- (b) Punjab Security of Land Tenures Act, 1953 (Act No. X of 1953). (Punjab Government Gazette, Extraordinary, 15 April 1953, pp. 501-514).

Chapter 6. General Rights of Workers.

Industrial Disputes (Appellate Tribunal)(Bombay Amendment) Act, 1953 (No. XVI of 1953). (The Bombay Government Gazette, Part IV, 30 April 1953, p. 67).



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