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CHAPTER 1. INTERNATIONAL LABOUR ORGANISATION.

INDIA - JULY 1951.

11. Political Situation and Administrative Action.

Congress Party approves Election Manifesto: Mixed Economy Favoured: Prime Minister's Review of Work of Government.

The All-India Congress Committee, meeting at Bangalore from ¹¹13 to 15 July 1951 under the presidentship of Mr. Purushottamdas Tandon, approved a draft manifesto for the general elections to be held in 1951-1952. The manifesto, among other things, promises land reforms, prevention of the fragmentation of holdings, co-operative farming and preference to agricultural labour in the allocation of newly-reclaimed lands. The document sets out in general the steps to be taken for the encouragement of cottage industries, provision of adequate quantities of yarn to meet the demand of the handloom industry and to provide employment.

It ~~reiterates~~ reiterates the Government's policy of mixed economy, controlled distribution in regard to commodities which are in short supply and maintenance of a fair and proper structure of relative prices as between agricultural commodities inter se and between them and manufactured articles. Priority will be given to river valley schemes.

A new feature in the Manifesto is that it is proposed to make a planned effort to canalise the unused time, skill and other resources of the people on a voluntary basis for the economic and social betterment of the community.

Dealing with transport, it approves the nationalization of transport by some States which, it says, has resulted "in greater efficiency and convenience to the public", and declares that "this policy should be continued".

Of health and education, the manifesto lays emphasis on the propagation of basic education, adding that art and literature, music and drama, ~~singing and dancing~~ should be encouraged.

In regard to labour, the draft manifesto states that the concern of the State for safeguarding the rights and interests of labour has expressed ~~their~~ itself in several advanced measures of legislation. There is however, much room for improving the implementation of these laws. Housing for workers is of great importance and should be encouraged by the State to the best of its ability and resources, in co-operation with the employers and the workers. A rise in the standard of living of the workers is not only desirable in itself, but leads to greater productivity. The per capita productivity in India, when compared to some other countries, is low. This may be due to a variety of causes which must be investigated. It must be borne in mind, however, that without higher productivity the interests of the nation as well as of the workers must suffer. The machinery and procedure relating to arbitration and adjudication of disputes should be so ~~impro~~ improved as to secure fair settlements, based on the principle of social justice and with the least expenditure of time and money. Legal techni- ~~times~~ calities, formalities and appeals should be reduced to the minimum.

Work of Government reviewed.- In a report to the A.I.C.C. on the working of the Congress Government since 1947, Mr. Jawaharlal Nehru, Prime Minister of India, stated that looking back at these years, he could say with justice that the record of constructive activity of both the Central Government and the State Governments had been very considerable. In some matters at least, he said, they had laid the foundations for future progress, and cited ^{as examples} the integration of former Indian States, growth of scientific research, progress in river valley schemes like Damodar, Bhakra-Nangal, Hirakud etc., and development projects like the Sindri fertiliser factory.

From a social point of view, he stated, the ~~biggest~~ biggest achievement has been the legislation in many States for the abolition of the zamindari system. Unfortunately, this was held up by an interpretation of the Constitution in the courts and it became necessary to amend the Constitution to get over these difficulties. He hoped that progress in this respect will now be rapid and there will be no further impediments.

The Planning Commission.- In spite of all these achievements, Mr. Nehru said, the fact remained that the basic economic situation of the country had not been successfully grappled with. For this purpose as also to direct the available resources of the nation ~~its~~ into channels, a Planning Commission was set up a year ago. He felt that the wisest thing that the Government had done during these

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three or four years had been the appointment of this Planning Commission.

Social objectives.- The Prime Minister declared that broadly speaking the Government aimed at democracy with the essential features of Socialism. "Thus we would realize the purpose embodied in our Constitution and the objective of a co-operative Commonwealth, that the Congress has laid down".

Economic Policy.- He said the Government's economic policy was that of mixed economy with a public and a private sector. A policy of pure laissezfaire was not feasible and must therefore be rejected. The only alternative to a mixed economy was something in which the private sector hardly played any important part. But this could not be brought about merely by legislation unless the resources and the training for it were available.

Land Reform.- Mr. Nehru said that as agriculture was the principal occupation of the great majority of the people, it must be the first concern of the State. The abolition of the zamindari system had been the first reform and this must be expedited. But this by itself was no solution of the problem. Even before this abolition a very large proportion of land was self-cultivated. There should be diversion of a part of the agricultural population to other occupations, development of cottage and small-scale industries and improvement of cultivation methods. He also ~~said~~ said that the State must encourage family planning or birth control.

Industrial relations.- The Prime Minister said that to industry the question of industrial relations was of great importance. No real progress could be made and no plan could function if there was industrial discord or if there was a sense of frustration and lack of effort in the worker. As with the cultivator, so also with the industrial worker, co-operation had to be sought and obtained. The Industries (Development and Control) Bill of 1949 for the regulation of industry had unfortunately been pending for some time and he would like it to be passed as soon as possible.

(The Hindu, 8 and 14 July 1951)

Socialist Party's Election Platform:
Five Year Programme of Work outlined.

At a meeting held at Calcutta on 4 July 1951, the National General Council of the Socialist Party of India, adopted a 12,000 word platform on the basis of which the Party will contest the forthcoming elections to the Union and State legislatures. This, it is stated, is not the Socialist Party's long-term programme. It sets out what the party would do in the next five years if returned to power. The salient features of the programme are briefly summarised below.

Food and agriculture.- The programme proposes abolition of zamindari without compensation. The maximum holding per farming family would be 30 acres of average productivity. All land above this maximum holding shall be taken over and distributed among the poor peasants and agricultural labourers. The petty zamindars, however, would be given rehabilitation compensation and proprietors of land possessing more than 30 acres would receive an annuity for 10 years on holdings up to 100 acres.

The village panchayats elected by universal suffrage and the multi-purpose co-operative societies shall be the pivot of the reorganized agrarian economy. The panchayats would tabulate the resources and needs of their village and prepare a crop plan which would be sent to the higher organs of the Planning Commission.

There would be a thorough overhaul of State machinery and the present multiplicity of agricultural departments will give way to an integrated administrative machinery consisting of land commissions on regional, State and Union levels. The Commissions will consist of representatives of village panchayats, co-operatives and Government and agricultural experts. They would deal with rural credit, technical help, land revenue, irrigation, cottage industries, crop planning, river training, flood control, export and import of agricultural produce and supply of agricultural implements. There will be as great a diffusion of power and responsibility as possible.

To improve the productivity of land, land volunteers would be organized who would undertake minor construction works, such as digging of wells, compost pits, draining waterlogged lands, building bunds, roads, etc. A food army raised and equipped by the State would bring new and waste lands under cultivation. This would provide youth an outlet for creative effort as also act as a school of technological innovation and community life.

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All forms of co-operation, including joint farming, would be encouraged. Collective farms would be organized on lands reclaimed through the food army. Here landless labourers would find work, home and land.

Industrial policy.- In order to release the productive power of the community, certain industries would be taken over by the state. Nationalization of banks and insurance companies would help ~~and~~ capital formation; social ownership of key industries, like iron and steel, power, mines, chemical and fertilizers and plantations, is essential for planned economic development; taking over of the derelict textile, sugar and cement industries which have failed the consumers so utterly, would enable the State to satisfy the basic needs of the common man. The rest of the industries would ~~be~~ ~~priv~~ be in private hands. The State control would be so devised as to remove all restrictions on production and to give an opportunity to the entrepreneurs to explore, experiment and expand. The emphasis would be not on capital intensive, but on labour intensive technique. Small machines would be fabricated for this purpose with the help of the world's best technical talent.

In the ~~nationalized~~ nationalized sector, there would be autonomous public corporations competing among themselves and municipal enterprise which would avoid dangers of monopoly, centralization and bureaucratization.

Producers' co-operatives and handicrafts would be encouraged by reserving certain lines exclusively for them. State initiative would break the stalemate in industry.

Policy for labour.- Workers would be represented on these corporations through their works committees and production committees. In joint stock company concerns, workers' participation in management would be compulsory. In proprietary concerns, their interest would be safeguarded through a system of double audit. Management, however, would be the responsibility of the proprietors. Provision would be made for sickness insurance, maternity benefits and old age pensions. The principle of union-shop - every worker a union member - would be introduced and internal democracy within the union would be safeguarded.

Planning machinery.- The planning machinery would be built from bottom upwards. Village panchayats, public corporations, local bodies, co-operatives and associations of small manufacturers, workers and ~~small~~ handicraftsmen would prepare inventories of their resources and their productive capacity and facilities required for increasing productivity.

These plans would be scrutinized and finalized by planning commissions at State and Union levels. On these planning commissions would be represented all the interests, including the consumers. The primary bodies mentioned above would be responsible for carrying out these plans.

State trading.- There would be State trading corporations which would import and procure all requirements of the nationalized sector and scarce capital goods and industrial raw materials. All products of nationalized industry would be exported and distributed on a wholesale basis by them, as also important raw materials like jute and cotton. Village produce would be disposed of through multipurpose co-operatives which would also buy the ~~requirements~~ requirements of the village on a wholesale basis. The rest of the trade would be in private hands. State control over it would ensure both traders' and consumers' interests. In order to avoid corruption and ~~black market~~ black market, instead of the present partial and ineffective controls, rational and integrated controls right from raw materials and capital goods would be devised. Democratic check would be provided by associating consumers and workers at every stage of manufacture and distribution.

Economic equality.- Measures of economic equality, such as capital levy, ceiling on income, etc., would change the character of public finance. Public revenue would be so distributed as to leave increasing resources to the organs of administration closest to the people. Public expenditure would seek to augment production and not merely maintain law and order. To reduce disparities in wealth, the State would abolish all the privileges of princes and their saliyanas. Taxation measures and graduated capital levy would be used (1) to curtail privilege and concentration of property, and (2) to bring all incomes within the range of floor of 100 rupees and ceiling 1,000 rupees. The floor and the ceiling would rise with increase in production.

The programme also promises, among other things, measures to improve social mobility, constitutional changes directed at restricting the property rights enjoyed by a microscopic minority which stand in the way of the community's advance, and expanding the sphere of people's freedom, protection of minorities, and co-operation with such U.N. agencies as might help increase living standards of retarded peoples and abolish hunger and war.

(Amrita Bazar Patrika, 5 July 1951)

Eleventh Session of Indian Labour Conference
to meet in August 1951: Agenda.

The eleventh session of the Indian Labour Conference will meet in New Delhi on 11 and 12 August 1951. The following is the agenda:

1. Creation of Welfare trust fund on statutory basis;
2. Vocational training and apprenticeship;
3. Resolution of the ILO Industrial Committee on Iron and Steel regarding "Guaranteed wages in the Iron and Steel Industry and Technological improvements in the Iron and Steel Industry, and their effect on employment";
4. Practicability of amalgamating at least a part of existing dearness allowance with normal wage rates;
5. Employers' views ~~points~~ on certain matters affecting labour;
6. Central Institute for training of factory inspectors and labour officers.

Technical and vocational training.— The memorandum on this subject prepared by the Ministry of Labour reviews the facilities for technical and vocational training in India and suggests for the consideration of the Conference the following issues: (i) establishment of a co-ordinating machinery to co-ordinate technical and vocational training in the country; (ii) further expansion of the training schemes for ~~young~~ adults and institution of such schemes for young persons on an all-India basis, with a view to meeting the man-power requirements of development schemes, both Government and private; (iii) establishment of a Central Trades Certification Board for conducting examinations and issuing certificates with a view to ensuring a minimum degree of skill and uniformity of standard; (iv) enactment of an Apprenticeship Act to regulate, supervise and control the training of apprentices; (v) provision of part-time training courses for workers in employment with a view to enabling them to improve their knowledge and thus qualify for positions of greater responsibility; and (vi) provision of training courses for retrenched workers with a view to equipping them for alternative employment.

Resolutions of the ILO Iron and Steel Committee.-

The memorandum on this subjects invites the attention of the Conference on the resolutions adopted by the third session of the ILO Industrial Committee on Iron and Steel in 1949 on guaranteed wages in the iron and steel industry, and technological improvements in the industry and their effects on employment, and suggests for the consideration of the Conference the following points: (i) whether a committee may be appointed for framing a tentative schemes of guaranteed wage for ~~for~~ the iron and steel industry; (ii) whether a pilot scheme may be started for a limited period of about two years in a large iron and steel concern with a view to gaining experience of the working of a guaranteed wage scheme; (iii) whether a committee of experts may be appointed for drafting a programme of such technological improvements as can be introduced in the immediate future as well as a long term programme; and (iv) whether natural vacancies should be left unfilled with a view to mitigating the unemployment resulting from the technological improvements.

Amalgamating part of dearness allowance with basis wages.- Discussing this issue the memorandum points out that it may appear at first sight that as long as pay packet continues to be the same it is immaterial to the worker as to what part of it constitutes basic wages and what part dearness allowance. This is really not the case because a worker does ~~get~~ ^{attach} great value on the basic wage as the quantum of remuneration assured to him unlike the other components, such as dearness allowance, food ~~grain~~ grain concessions, etc., which are subject to fluctuations. To the worker, the basic wage is somewhat sacrosanct and he will resist to the uttermost any attacks on that wage. If, therefore, it is considered that the basic wage should not be altered, the other side of the issue will also have to be seen, namely, whether it is fair that the worker should be for ever condemned to an unchanging basic wage.

As to the repercussions of such amalgamation on other payments, it is pointed out that if basic wages are increased, while the amount of bonus may remain the same, it will constitute a smaller proportion of the basic wages than hitherto. For example, if formerly, the bonus was equivalent to six months' wages it may become equivalent to two or three months' wages. The psychological effect of this on the worker may be considerable. In regard to provident fund any upward revision in the basic wage component would imply increased contributions both by employers and employed. This conclusion would apply to payment of gratuity and pensions also.

So far as the Workmen's Compensation Act, 1923, the Employees' State Insurance Act, 1948 and the Maternity Benefit Acts are concerned, there will be no effect on the rate of benefits as the benefits are either fixed sums or are linked to total wages. The term 'wage' in the above Acts has been so defined as to include dearness allowance. The consolidation of dearness allowance will, however, affect contributions payable both by employers and employees under the Coal Mines Provident Fund Scheme, as the rates of contribution are based on basic wages. The Central Pay Commission as also many awards of Industrial Tribunals have prescribed differential rates of wages for different categories of workers. In case the basic wages of the lowest category of worker are revised by the amalgamation of a part of the dearness allowance, suitable revisions would be necessary in the basic wages of the higher categories as well and this may upset the present differentials.

In discussing this question, the Conference would consider, inter alia, the effect of such amalgamation on existing costs of production.

Employers' views on certain labour questions.-The conference would discuss certain views and suggestions expressed ~~by~~ by the All-India Manufacturers' Organisation on certain questions affecting labour. These are, in brief, the following: (i) While deciding disputes employers and employees should be treated on an equal footing; (ii) Recognition should be given to a trade union only when it represents at least 33 1/3 per cent of the workers in an industry; (iii) Methods should be found for preventing strikes ~~and~~ on inadequate grounds, for localising disputes and for quick settlement of disputes; (iv) Increase in wages and allowances should be related to productivity and the capacity of the industry to pay. Awards should not be revised within five years unless a fundamental change has taken place; (v) Payment of bonus should be made conditional on the capacity of the industry to pay after adequate provision has been made for depreciation, replacement reserves and fair return on capital. It should be paid to those who are regular in attendance and show a minimum efficiency and have a record of continuous good behaviour. There should also be different rates for permanent, temporary and substitute labour; (vi) A system of issuing identity card and service certificates should be introduced; and (vii) Fifty per cent of the accumulations in provident fund, welfare trust ~~and~~ fund and housing fund should be invested in special industrial bonds and utilised through the Industrial Finance Corporation for the development of industries.

Central institute for training labour inspectors, labour officers, etc. - The Conference would discuss the desirability of setting up a Central institute for the training of factory inspectors, labour officers, etc., the nature of training to be imparted - whether it should cover both theory and practice or should merely be a refresher course, and the desirability of establishing a centrally situated industrial health, welfare and safety museum.

In a note on this subject, the Chief Inspector of Factories, Government of India, states that a Central institute could be set up for the limited purpose of providing refresher courses to supplement the training imparted at the universities and other educational institutions, and give a practical bias to it, rather than provide detailed courses of training. It should be possible to hold the ~~refere~~ refresher courses from time to time; or organise some sort of extension courses to help the personnel engaged on labour problems to keep themselves up-to-date, and also give an opportunity to the personnel employed in the Labour Departments of the Governments as well as the Labour Departments of the industry to come into closer contact and discuss problems of mutual interest.

The Health Panel of the Planning Commission, which met recently, had appointed a Sub-Committee on Industrial Health. The Sub-Committee in discussing industrial health has emphasised the need for the integrated training of the physician, the engineer, the sociologist, and others concerned with the health, welfare and safety of industrial labour. The Committee further stated that it considers it essential to set up a centrally situated Industrial Health, Welfare and Safety Museum as a national centre for exhibition and teaching of the latest methods for controlling industrial hazards, the Museum being intended not as mere static collection of historically interesting exhibits, but a reflection of the changing needs of the industry. The Sub-committee emphasised that this Museum would be of use to students, inspectors of factories, employers and workers and all other persons concerned with the health and welfare of labour. This recommendation of the Sub-Committee was endorsed unanimously by the Health Panel. The Museum with the building, theatre and lecture-room, library and exhibits, could be nucleus round which any specialised schemes for the training of Labour personnel can be evolved. This central Museum could also serve a very useful purpose in bringing together the various interests and contribute to the advancement of knowledge for the amelioration of the conditions of industrial labour.

(Communication from the Ministry of Labour and the Memoranda on Items of the Agenda received in this Office.)

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Joint Consultative Board on Industry and Labour
set up: Questions relating to Rationalisation
and Retrenchment to be considered.

The Government of India has constituted a high-power joint consultative board on industry and labour, charged with the task of dealing with various questions relating to rationalization and retrenchment of industrial labour. The board would also take steps to implement its recommendations. The constitution of the new board is in pursuance of the recommendations of the Development Committee on Industries, which met in New Delhi on 22 May 1951 (vide pages 3-5 of the report of this Office for May 1951).

The Board consists of three representatives of industry and three of labour with an independent chairman. The members of the board include Mr. Ka Lakshmipat Singhanian, Mr. M.R. Masani and Mr. C.A. Innes (representing employers) and Mr. Khandubhai Desai, Mr. Hariharnath Shastri and Mr. G.G. Mehta representing labour.

Mr. Gulzarilal Nanda elected chairman.— Mr. Gulzarilal Nanda, Deputy Chairman of the Planning Commission, was elected Chairman of the Board, at its first meeting held in Bombay on 18 July 1951. The meeting discussed besides its procedural and functional matters, questions relating to payment by results, association of workers with managements and reinstatement and re-training of retrenched workers in various industries as the result of rationalisation.

(The Hindustan Times, 7 July, 1951;
The Times of India, 20 July, 1951).

25. Wage-Earners' Organisations.

India - July 1951.

Railwaymen to go on Strike from 27 August 1951:
Council of Action appointed.

The General Council of the All-India Railwaymen's Federation met at Kharagpur on 6 July 1951 under the Presidentship of Mr. Jai Prakash Narain to consider the results of the strike ballot (vide pages 8-9 of the report of this Office for May 1951) and adopted a resolution calling upon railwaymen to go on strike at 6 a.m. on 27 August 1951, in view of the failure of all possible avenues for an amicable settlement of the dispute between the railwaymen and the Ministry. The Federation will keep its door open for further negotiations.

A council of action, consisting of the members of the Working Committee of the Federation and representatives of various Unions, was appointed to conduct the strike efficiently and to conduct any negotiation, if there be, for an amicable settlement.

The resolution stated that having considered the various statements issued on behalf of the Government and its replies to the Federation the Federation felt ~~that~~ the Government had neither conceded their demands nor made an effort for settlement by negotiation and adjudications.

Government's attitude: Railway Minister's broadcast.- Mr. N. Gopalaswami Ayyangar, Minister of Transport and Railways, said in a broadcast from Delhi on 11 July 1951, that the Government would use all its resources in preventing the threatened railwaymen's strike and in ending it quickly if it materialized. The Government, he said, was determined to protect the general community from the dangers "inherent in the ill-advised step" taken by the All-India Railwaymen's Federation, he added.

No question of mere prestige, however, the Railways Minister said, stood in the way of his ~~entering through the open door of the Federation for~~ discussing and negotiating a settlement on outstanding issues. But the Government could not regard the issues relating to dearness allowance and the reference to adjudication now, ~~of~~ matters ~~only~~ recently disposed of with the assistance of the Joint Advisory Committee, as outstanding issues.

He added: "I am unable to see what other issues there are. If, however, there are any and the

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Federation will indicate to me what these are, I am always prepared to start talks".

He said the Government was fully alive to the hardships suffered not only by its employees but by the general public of the country on account of the rise in the price level. In spite of manifold financial difficulties, the Government had sanctioned an ad hoc increase of 10 rupees in the dearness allowance early in 1949 and a further increase ~~was~~ of 5 rupees this year. The Government was aware that the ~~Government~~ cumulative increase of 15 rupees probably did not cover the entire increase in the cost of living, but "even the payment of this amount has strained greatly the finances of the Government of India and has caused considerable difficulties to State Governments who generally are not in a position to give even this increase to their employees".

Service conditions of railwaymen.- Progressive improvement in the service conditions of railwaymen, particularly in respect of pay and allowances, has been an important feature of railway administration during the last few years, according to an official announcement. The wage bill had during the last ~~decade~~ decade registered a three-fold increase, and since independence, railway workers had benefited to the extent of nearly 400 million rupees. The Central Pay Commission's ~~recommendation~~ report alone had given the workers an additional 300 million rupees.

About another 20 million rupees had been added to the wage bill as the result of acceptance by the Ministry of most of the recommendations of the Joint Advisory Committee set up by the Government early in 1949 to eliminate certain anomalies which had arisen out of the implementation of the Pay Commission's recommendations.

Besides pay and allowances, the announcement added, the railway staff enjoyed a number of other concessions such as free passes and free housing in certain cases. They also got the benefit of a statutory provident fund to which the Government contributed an amount equal to employees' contribution. At the time of retirement, moreover, railwaymen got an additional special contribution equivalent to 15 months' wages. Other special facilities included education for workers' children, hospital and medical assistance and housing.

The railways were at present running 140 schools and giving financial aid to certain private schools which educated children of railwaymen.

The railways had 60 hospitals with over 2,000 beds and three dispensaries. In 1949-50 the railways spent 25 million rupees on health and medical assistance to railwaymen.

As regards housing, the announcement claimed that already about a third of the total staff had been provided with residential accommodation and construction was proceeding at the rate of about 10,000 quarters per year - the current year's budget provided 30 million rupees on this account.

Railway workers were eligible to free passes which now covered free travel over all railways in India. Class III staff got in a year one month's leave with full pay as well as 15 days' casual leave and 20 days' half average pay leave. Class IV staff got slightly less.

The Adjudicator's award, which had been implemented on all railways, provided for reduced hours of work for a large number of categories of staff, a full day's ~~xxxxx~~ weekly rest and adequate leave reserves. These improvements in the working conditions of staff would cost the railways another 80 million rupees a year.

(The Hindustan Times, 7 and 8 July 1951;
The ~~Statesman~~ Statesman, 12 and 19 July 1951).

Proposal for Strike by Postmen: Special Conference's Decision.

At a special conference of the All-India Postmen and Lower Grade Staff Union held at Delhi on 15 and 16 July 1951, under the presidentship of Mr. Jai Prakash Narain, it was decided to empower its Executive Council to call a strike from 27 August 1951, the date of the proposed railways strike - if affiliated district, divisional and State unions favoured direct action to secure their demands. Affiliated Unions were asked to hold emergency meetings and send their resolutions on the strike issue to the General Secretary of the All-India Union before 5 August 1951. The Executive will meet in Nagpur on 7 August 1951 to take a final decision.

By another resolution the conference condemned the Government for advising the President to promulgate the Ordinance banning strikes in essential services (vide pages 43-44 of this report) as it "infringes the legal right of the employees to resort to direct action as a last resort for ~~the~~ the satisfaction of their grievances after giving the notice required by law". It resolved to carry on a vigorous struggle in co-operation with other affected Unions until the Ordinance was withdrawn.

to
 In the course of his address/the session, Mr. Jai Prakash Narain listed four important issues at dispute with the Government in regard to postmen and other lower grade staff, namely, dearness allowance, 1946 strike period pay, implementation of the Expert Committee's recommendations and promotion and confirmation of postmen and other lower grade staff.

(The Statesman, 15 and 16 July, 1951).

27. Salaried Employees' Organisations.

India - July 1951.

Bank Employees' Demands: General Strike to be called in October 1951.

The All-India Bank Employees' Association, meeting at Kanpur in a special session on 29 July 1951, decided to call a general strike from 1st October 1951, rejecting the recommendation of its Central Committee postponing the strike in view of the political situation. The Association, which claims a membership of 34,000 out of 60,000 bank employees in the country, also appointed a committee to serve a "charter of demands" on banking concerns. The demands of the bank employees, inter alia, relate to legislation for enforcement of beneficial provisions of the Banking Tribunal Award (vide pages 58-60 of the report of this Office for August 1950), fixation of wage scales, dear food allowance, house allowance, children allowance, recognition of the All-India Bank Employees' Association and its component units, pension and provident fund benefits, gratuity and overtime allowance.

There was an acute difference of opinion among the members of the Association over the strike issue and when the resolution to call a strike forthwith was put to vote 48 delegates voted for the strike while ~~48~~ 45 delegates were against it.

New Bank tribunal to be boycotted.— The Association accepted the recommendation of the Central Committee "to boycott the Divatia Tribunal", appointed by the Government of India to decide the outstanding disputes between the banks and their employees (vide page of this report).

(The Hindustan Times, 29 July 1951).

I.N.T.U.C. to organise Bank Employees:
Sub-Committee formed.

At a meeting of the Working Committee of the Indian National Trade Union Congress, held at Bareilly on 29 July, 1951, it was decided to take steps to form a Federation of bank employees' unions. For this purpose a sub-committee consisting of Mr. Khandubhai Desai, Mr. Somnath Dave, Mr. C.L. Bhabha, Mr. Shantilal Shah and Mr. Abid Ali Jaferbhai, was appointed.

(The Hindustan Times, 31-7-1951):

29. International Co-operation.India - July 1951.Colombo Plan for Aid to South-East Asia comes into Operation.

The Colombo Plan for the economic development of South and South-East Asia came into operation formally with effect from 1 July 1951.

In a message to Mr. C.D. Deshmukh, Minister for Finance, Government of India, on the occasion, Mr. H.T.N. Gaitskell, Chancellor of the Exchequer, United Kingdom, said that Britain would do its utmost to maintain the flow of capital goods to the Colombo Plan countries of South and South-East Asia. Mr. Gaitskell said: "Much has been done in the past nine months to set the stage and my own confidence in the ultimate success of the plan remains undiminished. Indeed I have been heartened by the spirit of continuing co-operation shown despite the difficulties which rearmament and its consequent shortages are causing. The USA - the source of so much encouragement to the free world - is now a member of the Consultative Committee".

Assuring the Colombo Plan countries of Britain's continuing support, Mr. Gaitskell said: "We have already offered some 30 experts and nearly 150 training awards under the technical co-operation scheme besides offering to supply textbooks, laboratory equipment, instructional films and other training apparatus. The products of our engineering and other heavy industries are becoming increasingly scarce, but we shall do our utmost to maintain the flow of capital goods to the Colombo Plan countries of South and South-East Asia."

Assistance to India.- India has received offers of assistance totalling up to about 50 million rupees from Canada and 55 million rupees from Australia for the first year of the Colombo Plan. From Canada the assistance is expected in the form of capital equipment and some consumer goods, whereas from Australia the assistance would be mainly in the shape of food-grains. The sale of the consumer goods and the wheat in India will raise finance for local expenditure on a number of development projects. The proceeds of the sale of the wheat purchased with the wheat-loan from the USA will also be available for the execution of some schemes.

(The Statesman, 1 July 1951).

Chapter 3. Economic Questions.

34. Economic Planning Control and Development.

India - July 1951.

Planning Commission's Draft Five-Year Plan:
17930 Million Rupees to be spent on Economic
Development.

The National Planning Commission has published *its* draft report outlining a five-year plan involving a total outlay of 17,930 million rupees on development initiated in the public sector. The Plan is divided into two parts. The first part involves an expenditure of 14,930 million rupees, and is expected to restore more or less, the pre-war availability of essential consumer goods by the end of 1955-56, taking into account the expected increase in population over the period. The second part of the Plan, involving an expenditure of 3,000 million rupees, is intended to ensure a somewhat higher rate of development during the next five years. The first part of the Plan, according to the Commission, should be implemented by the country at all costs. The second part will be taken up if sufficient external assistance becomes available *.

The Plan has been presented by the Commission as a Draft Outline. The Draft is intended to be a document for the widest possible discussion and, before submitting its final proposals in complete detail, the Commission hopes to have further consultations with the Central Ministries, State Governments, and its own Advisory Board and ~~Panel~~ Panels, and to obtain the views of Members of Parliament. It will also take into consideration the views of organisations representing commerce, industry, labour and other interests and those engaged in constructive social work.

Meeting of the Planning Advisory Board. - A meeting of the Planning Advisory Board was held on 24 and 25 July 1951, at New Delhi under the chairmanship of Mr. Jawaharlal Nehru, Indian Prime Minister, to consider the draft report of the Planning Commission. Among those who took part in the discussion were ~~Panel~~ Prof. D.R. Gadgil, Prof. C.N. Vakil,

* Government of India: Planning Commission. The First Five Year Plan. A Draft Outline. July 1951., pp. 322. This Report has been sent to Geneva under this Office Minute No. D.1/1348/51 dated 14 July 1951.

Dr. V.K.R.V. Rao, Dr Suresh Banerjee, Dr J.C. Kumarappa, Sir Sri Ram, Mr C.M. Kothari and Mr. Tulsidas Kilachand.

Mr. Nehru addressing the Board said that the present report was a draft, almost a provisional outline. In preparing it the Commission had sought co-operation from the State Governments and various organisations in the country. He hoped the report would evoke sufficient public interest so that the Commission could finalize its recommendations after taking into account public reaction on the subject.

Although the Commission was an official organisation the Government of India was not yet committed to its recommendations. It was an expert body and its ~~recommendations~~ recommendations would have to be considered carefully by the Government. He hoped that it would be possible for Parliament to express its views on the report.

Mr. Nehru felt that the approach of the Commission appeared to constitute an advance over many of the previous approaches made on the subject of planning. But what mattered most, he said, was the need for proper implementation, otherwise the whole concept of planning would fail.

During the general discussion, Prof Gadgil, while agreeing that the approach of the Commission to the problem of planning appeared to be correct, thought that the concrete measures suggested did not make the process of development quite effective. He felt that at the end of the five-year period the existing inequalities in the distribution of income were not likely to be minimized; on the other hand, there might be a strengthening of vested interests unless certain other precautionary measures were taken.

He also emphasized the need for an export and import policy framed with due regard to the development of the country's productive capacity.

Sir Sri Ram thought that the Commission had not made enough allocation to industry and some very important industries had been left out from the scheme of development. The plan itself was a modest one and it should be possible to carry it out.

~~The~~ Prof. Vakil pleaded for a reassessment of the taxation resources of the country and suggested that in view of the sacrifice that the common man had been called upon to make for financing development projects, it was necessary that resources were not wasted by pursuing particular social policies like prohibition. He emphasized the need for a strong organization to supervise implementation of

the plan and to attend to planning as a continuing process. Otherwise, he warned, there would be a repetition of mistakes found in the various scattered schemes already before the country.

Dr. V.K.R.V. Rao, while observing that the Commission's assessment of the financial resources of the country ~~was~~ was well within the scope of realization, felt the need for a thorough inquiry into these resources so that development projects could be financed without putting undue strain on the common man.

Dr. Banerjee pleaded for a bold plan of nationalization with a view to ensuring ~~establishment~~ establishment of a ~~new~~ Socialist economy.

Dr. Kumarappa made several suggestions including the formation of Governments in the country in such a way that agriculture and rural economy received the attention that was due to them on account of their importance. He suggested that procurement should be done on a barter basis and that care should be taken to see that the price structure in the ~~cities~~ cities was not so framed as to starve the rural economy of the country.

Dr. J.C. Ghosh expressed disappointment at the "slow progress" of industrial development envisaged in the plan. Prof. D.R. Gadgil and Dr. V.K.R.V. Rao agreed with this view and felt that in the plan emphasis on expansion of basic industries was lacking. It was their view that if the economy of the country was to be placed on a sound foundation the highest priority should be given to the development of basic industries e.g., pig iron and steel, and heavy ~~electrical~~ electrical equipment. They felt that it would be appropriate to divert resources from agriculture to steel.

Dr. Rao felt it would not be desirable to leave the development of industry in the private sector alone. Expansion of industry in the public sector was justified. Prof. Gadgil said that the State should undertake the initiative in setting up new plant for pig iron and steel.

Financing of the plan.- The hope expressed by the planners that a ~~an~~ capital of about 1,000 million rupees would be raised in the private sector was considered optimistic by several speakers. They felt that so long as "sharp practices" continued in the business and investment market and regulations were not tight enough to bring the black market money into the open, it was doubtful if the necessary finance would be forthcoming. In this connection, Dr. J.C. Ghosh said that if, as he felt, private enterprise was not prepared to ~~an~~ play the game, why have a private sector at all? Mr. W.H.J. Christie, representing the

Associated Chambers of Commerce, Calcutta, did not share the pessimism of the previous speakers and observed that the expectation of capital investment of the Planning Commission would come true if business conditions ~~were~~ were reasonable, particularly if industry was able to make reasonable profits. He remarked that consistency in the policy regarding industrial control was essential and that regulations should not be such as to adversely affect the net outturn of the industry. There was nothing to be alarmed about the Industries Development and Control Bill which was at present before Parliament. He thought several good features of the Bill should allay the apprehensions of industry.

The representatives of industry present at the meeting emphasized the difficulties under which industries frequently suffered and urged for broader regulation of control, simple licensing procedure and proper distribution of industries in different parts of the country instead of concentrating them in certain areas. This view was presented by Mr. Kothari, President of the Federation of Indian Chambers of Commerce and Industry, and by Mr. Tulsidas Kilachand.

Mr. G.L. Mehta, a member of the Planning Commission, replying to the criticism, said that the Commission fully appreciated the importance of development of basic industries but it had two very important considerations before it. Agriculture and irrigation in the present day economy of the country naturally had to be given the highest priority; secondly, the resources were limited. Subject to these two overriding considerations, basic industry had been given the requisite priority by the Planning Commission.

He indicated the various measures suggested by the Commission to improve and expand heavy industries and several important basic industries including, steel, fertilizer, ~~and~~ heavy chemicals, shipbuilding, etc., and said that the industrial targets were realistic but were naturally subject to modification in the light of changing conditions. The Commission also proposed to publish working plans for various industries along with the final report on the basis of such data as it had compiled and examined.

In regard to the pessimism expressed by certain members that the expected investment in the private sector might not materialize, Mr. Mehta observed that it was generally believed that a considerable amount of money was in circulation in different parts of the country which was "not legitimate". This black market money was mainly responsible for the present inflation and also for the monetary stringency. ~~The~~
~~planning~~

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The Planning Commission hoped, he said, that it would be possible, through various measures, to draw a part of this amount for investment. Secondly, there had been in recent years some repatriation of Indian capital from abroad. This tendency was continuing and he thought it would increase the availability of capital.

Priorities for agriculture and irrigation.- The priorities allotted by the Commission to agriculture and irrigation were generally approved by the members of the Board, who made several suggestions in regard to details.

Dr. V.K.R.V. Rao was glad that the Commission had linked up procurement with increased production and welcomed the idea of registered farms. He, however, felt that a wise food policy would be one which ensured that the Government got its entire rationing commitments by procurement alone so that the need for foreign imports was obviated.

Among other suggestions was one by Mr. S.V. Ramamurti who thought that the strategy of agricultural extension should not be in the nature of a campaign but it should be education. His main point was that the villager was handicapped because of his poverty; so, personal contact, immediate removal of his ~~difficulties~~ difficulties and help when needed were of great importance in ensuring increased production.

Sir Sri Ram pleaded for subsidizing distribution of synthetic and subsidiary foods and suggested that green manuring should be more encouraged as artificial fertilizers were limited in supply and costly in production.

Replying to the debate Mr. R. K. Patil, a member of the Commission indicated the incentives offered by the planners for increasing production and the various measures suggested for the purpose. Development of agriculture, he said, was in the forefront of the Commission as it constituted perhaps the most vital factor that could help Indian economy.

(The Statesman, 25 and 27 July 1951).

Increased Production of Cotton: Target of
1.2 Million more Bales approved by Central
Committee.

The Indian Central Cotton Committee, which met at Bombay on 27 and 28 July 1951, adopted a resolution approving the Planning Commission's target of 1.2 million bales of increased cotton ~~production~~ production during the next five years.

The Committee also stressed the importance of maintaining the relative prices of the main agricultural commodities produced in the country and that the return to the cotton grower should be such as to ensure his co-operation in the implementation of the planned increase in the cotton production.

It was emphasized that production of cotton and other crops should be stimulated in the tracts best suited for each so as to ensure the highest returns to the country and that for this purpose the whole of India should be treated as a single unit.

The Committee further recommended that special steps should be taken to grow in India, wherever economically feasible, the varieties of long staple of 1" and over which are at present being imported at high cost ~~of~~ from abroad.

In connection with the fixation of the maximum and minimum prices of cotton for the 1951-52 season, the view was expressed that the increase in price of 50 rupees recently announced by the Government of India was inadequate. The Committee suggested that differentials for the improved varieties should be adjusted in such a way as to give an incentive to the grower to produce the better type of cotton.

The Committee further proposed that certain special new varieties grown under the strict supervision of the Agricultural Departments should be kept out of the cotton control as it was considered that this would serve as an inducement for the expansion of their cultivation.

(The Statesman, 29 July 1951).

The Railway Companies (Emergency Provisions)
Ordinance, 1951 (No. II of 1951), promulgated:
Central Government empowered to take over
Railway Company's Management.

The President of India promulgated on 14 July 1951 an Ordinance to make provision for the proper management and administration of railway companies in certain special cases.

The Ordinance empowers the Central Government to apply the provisions of the Ordinance to any railway company where the administration prejudicially affects the convenience of persons using its services or causes serious dislocation to trade and industry or unemployment among persons engaged in it. The Government may in such cases, appoint as many persons as it thinks fit to be directors of the railway company for the purpose of taking over its management and administration.

The immediate objective of the Ordinance is the 52-mile Barasat-Basirhat (Light) Railway in West Bengal. An inquiry into the affairs of the Barasat-Basirhat (Light) Railway by a committee appointed by the West Bengal Government has revealed that the alleged mismanagement of the company has involved it in heavy liabilities and that its affairs are in a "deplorable condition". Investigation of the affairs of the company is reported to have revealed that its managing agents do not enjoy the confidence of its workers and have failed to implement the award of a tribunal in an industrial dispute. This has led to a strike by the employees from April 4 and the subsequent suspension of the company's operations. Orders have been issued under the Ordinance, delegating to the West Bengal Government powers to supersede the existing management of the company and to take such measures as the appointment of a new board of directors.

(The Gazette of India, Extraordinary, Part II,
Section 1, dated 14 July 1951, pp. 223-229;
The Statesman, dated 15 July 1951)

The Indian Companies (Amendment) Ordinance, 1951
(No. III of 1951), promulgated: Transfer of
Control of Joint Stock Firms: Approval by
Government necessary.

The President of India promulgated on 21 July 1951 an Ordinance further to amend the Indian Companies Act, 1913. Any change in the controlling interests of a company will henceforth require the approval of the Government of India under the Ordinance.

A Press note issued by the Finance Ministry on ~~21 July 1951~~ said that the ordinance was intended to prevent the passing of well-established and reputable joint stock enterprises into "unscrupulous hands who wish to acquire control for their personal advantage to the detriment of investors and interests of the companies themselves". Many instances have come to light where changes in management have been followed by dissipation of the resources of the company built over a period of years, increase in allowances to managing agents, appointment of ~~the~~ inexperienced purchase and sale agents connected with the new management on high commission and other undesirable activities resulting in serious impairment of the efficient working and development of the company.

This tendency which started in the immediate post-war years has assumed alarming proportions in recent months mainly owing to the large funds which have come into the hands of certain ~~small~~ sections as a result of various activities and their anxiety to utilise them for further profit by obtaining control over substantial companies before the law is tightened up ~~on~~ the recommendations of the committee which is considering the amendment of the Indian Companies Act.

The Government, has, therefore, found it necessary to issue this ordinance as an interim action to check these growing evils of trafficking in managing agency rights and cornering of shares for acquiring control over the management of sound ~~going~~ concerns.

The Ordinance provides for, (a) the prior approval of the Central Government to any change in the controlling interests of an existing company and to the imposition of any onerous terms on it either by the present or the incoming management, and (b) such remedial action as the court may deem fit to order in cases of gross mismanagement of a company's affairs by directors, or managing agents or in cases of oppression to some members of the company.

Changes in the controlling interest of a company made without the prior approval of the Central Government are rendered ab initio void, and the courts are authorised to impose suitable disabilities on directors or managing agents who are found to have grossly mismanaged the affairs of companies in their charge or to have acted in a manner which constitutes an oppression on some of their members.

The ordinance also authorises Government to set up a Commission of three members to advise them in the exercise of their powers, and enables the Commission to obtain such information or to carry on such further investigations/as it considers necessary for this purpose.

(The Gazette of India, Extraordinary, Part II, Section 1, dated 21 July 1951, pp.283-288; The Hindu, dated 22 July 1951).

Fragmentation of Land Holdings One of Basic Maladies of Indian Agriculture: Reserve Bank's Survey.

A brochure ^{recently} published by the Reserve Bank of India states that excessive fragmentation of agricultural holdings is one of the "basic maladies of agriculture" in India. It points out that technological improvements in agriculture such as the use of better seed and manure though capable of increasing the yield per acre, have only limited possibilities of attracting the attention of cultivators, unless the basic need for compact and economic holding is properly attended to.

Giving a resume of the measures adopted to combat fragmentation of land holdings, the brochure says that no energetic and effective steps were taken till recently except in two States, namely, Punjab and Madhya Pradesh. Even major land reform measures as envisaged by the State ~~Governments~~ Governments would bring only little material benefit to the actual tiller of the soil, unless care was also taken to evolve a pattern of agriculture in which the unit of cultivation was sufficiently large and compact to make cultivation a paying proposition. It adds that the most obvious effect of dividing a farm into a number of physically separated parts is to make the management of the farm less economic and more difficult and barring a few exceptions fragmentation has always been found to act as a deterrent to full utilization of land in agricultural countries, particularly those where the rural areas are overpopulated.

According to the brochure the average holding of land in India is very small. The average agricultural land holding in Bombay is 12.2 acres, in Punjab 9.2 acres, in Madras 4.9 acres, in Bengal 3.1 acres, and Uttar Pradesh is at the bottom of the list with an average of 2.5 acres only. The brochure further states that the above figures show the size of average holding, but "the majority of holdings are of still smaller size". The number of holdings in Bombay State for example had increased from 1,272,102 in 1904--5 to 2,291,415 in 1943-44. The small size of the average holding, when viewed in the light of the fact that a holding in the country is again split into a number of parcels, indicates that fragmentation cannot ~~be~~ but add to the economic distress caused by excessive sub-division of holdings.

Need for consolidation of holdings.- According to the brochure the pride of place in the field of consolidation of holdings should go to the State of Punjab. The work was carried out mostly through the medium of co-operative societies, the first society having been organised in 1920. To accelerate the progress of consolidation of holdings many legislative ~~xxx~~ reforms have also been adopted.

An outstanding example of consolidation through the Revenue Department was provided by Madhya Pradesh. The Consolidation Act passed in 1928 provided for the appointment of consolidation officers who on the application of two or more permanent rightholders in any village may open an inquiry and may draw up and carry into effect a scheme of repartition of land, placing the rightholders in possession of new lands overruling the objection, if necessary, of persons who disliked such allotment. The area of land consolidated from December 1928 to September 1950 came to 2,418,851 acres.

Giving some broad suggestions, the brochure says that pilot schemes for the consolidation of holdings should be started in select areas, with definite plans prepared by a state consolidation board. Below these state consolidation boards, district consolidation boards might be established to assist the central board. They would be more in the nature of executive boards, and their function would be to work to a particular schedule under the general directions issued by the central board.

Consolidation of holdings should be followed by measures aimed at bringing general improvement on land. Major improvements likely to affect all the farmers such as irrigation projects might be undertaken by the Government and the cost borne by ~~it~~. Later such costs could be recovered by the imposition of suitable taxes on the basis of benefits obtained spread over a convenient period.

Co-operative farming, especially in respect of small and uneconomic ~~small~~ holdings, should be encouraged by the Government. Standard areas have to be prescribed by law for different districts, below which no land can be sub-divided. Small and medium scale industries should be developed side by side to provide alternative employment and relieve the pressure of population on land.

(The Statesman, dated 24 July 1951).

36. Wages.India - July 1951.Punjab: Punjab Minimum Wages Rules, 1950,
gazetted.

The Government of Punjab gazetted on 6 July 1951 the Punjab Minimum Wages Rules, 1950, made in exercise of the powers conferred by the Minimum Wages Act, 1948.

The Rules prescribe, inter alia, the term of office of the members of the Committee, an Advisory Committee or the Board, the procedure to be followed in the conduct of the business of the Board or Committee, the method of summoning witnesses by the Committee or the Board and production of documents, the mode of computation of the cash value of the wages in kind, the time and conditions of payment of wages and the deductions permissible from wages, the procedure for claims and the scale of costs in proceedings under the Act.

(Punjab Government Gazette, Part I, dated 6 July 1951, pages 729-740).

Mysore: Draft Mysore Minimum Wages Rules, 1951,
published.

The Government of Mysore published on 5 July 1951 the draft of the Mysore Minimum Wages Rules, 1951, proposed to be made in exercise of the powers conferred by the Minimum Wages Act, 1948.

The Rules seek to prescribe, inter alia, the term of office of the members of the Committee, an Advisory Committee or ~~Board~~ the Board, the procedure to be followed in the conduct of the business of the Board or Committee, the method for summoning witnesses by the Committee or the Board and production of documents, the mode of computation of the cash value of wages in kind, the time and conditions of payment of wages and the deductions permissible from wages, hours of work and weekly holidays, procedure for claims under the Act, etc. The draft rules will be taken into consideration by the Government after 5 August 1951.

(The Mysore Gazette, Part IV-2c, dated 5 July 1951, pages 39-59).

38. Housing.

India - July 1951.

Mysore: Draft Mysore Labour Housing Rules, 1951, published.

The Government of Mysore published on 28 June 1951 the draft of the Mysore Labour Housing Rules, 1951, proposed to be made in exercise of the powers conferred by the Mysore Labour Housing Act, 1949 (Mysore Act XXVIII of 1949).

The rules prescribe, inter alia, the different types of housing accommodation for employees of different income groups and ~~in~~ specifications of the houses, the powers and duties of the Labour Housing ~~Co~~operation, procedure at the meetings of the ~~Co~~operation, maintenance and audit of the accounts of the Corporation, preparation and submission of annual budget estimates, etc. The draft rules will be taken in to consideration after the expiry of one month from the date of its publication in the Gazette.

(Notification No. L.S. 1175-L.W. 74-51-1, dated 25 June 1951, the Mysore Gazette, Part IV, Section 2-c, 28 June 1951, pp. 11-29).

Bombay: Industrial Housing in Mofussil Areas.

A note on the housing conditions of industrial workers in the mofussil areas in the State of Bombay, is published in Labour Gazette, May 1951, issued by the Government of Bombay. The note is based on information collected from 47 industrial centres.

The estimated population of these centres in the year 1948 was stated to be 2,020,768, while the total housing accommodation available in the same year was reported to be 453,419 tenements. Of these 209,566 were one-room tenements and 129,880 were two-room tenements while the rest were larger tenements. It may be seen that 46.22 per cent i.e., about half of the total were one-room tenements, while 25.14 per cent, i.e., one-fourth of the total tenements were larger tenements.

Details as to agencies which had put up housing accommodation to the population at these industrial centres reveal that private persons were the main source which supplied living space. At Ahmedabad, Sholapur, Hubli, etc., other agencies such as Government, municipalities, local bodies and private bodies were reported to have built housing accommodation. Employers in the State, including local authorities, had constructed 32,939 tenements for their workers up to 1948-49, while 930 tenements were under construction during 1949-50. It was further reported that 1,142 more tenements will be taken up for construction during 1950-51. The Housing Board, set up by the Government of Bombay had constructed 3,568 tenements at 8 industrial centres in the State for industrial workers and low income group people during 1948-49. Plans for 1949-50 envisage 9,574 more ~~xxx~~ industrial tenements by 1950.

The information received as to the percentage of chawls (a pucca building, three to four storeys high with a common verandah leading to one-room tenements) to the total number of tenements at these 47 industrial centres in the mofussil up to the end of 1948 reveals that at Satara Road the percentage of chawls to the total tenements was the highest, viz., 99. Shivrajpur and Nasik Road followed closely with 91 per cent and 90 per cent respectively. At Barsi, chawls accounted for 55 per cent of the total tenements, while the corresponding figures for Kalol, Pailhongal and Kadi were 32 per cent, 16 per cent and 15 per cent respectively. At 11 other centres the percentage of chawls to total number of tenements were stated to be less than 5.

The majority of tenements at 22 centres in the State were stated to have two floors, while those at others were single storeyed. Few tenements at Kalol, Sidhpur, Bhagur and Kalwan are stated to have three floors.

As regards the structure of tenements, at most of these centres tin sheds were used for housing industrial population. At some places such as Igatpuri and Dandeli all tenements consisted of tin sheds. At Malegaon, Shivrajpur, Ravalgaon, Dhulia and Satara Road the percentage of tin sheds to the total number of tenements worked out at 83 per cent, 82 per cent, 72 per cent, 52 per cent, and 39 per cent respectively.

The average number of persons housed in various types of tenements varied widely from one in single room tenements at Gokak to 12.5 in larger tenements at Bagalkot. Single room tenements at Gokak ~~xxxxxxxxxxxxxxxxxxxx~~ were sparsely occupied, while similar tenements at Okha, Mithapur, Unjha, Hubli, etc., were crowded. The average number of occupants for two-room tenements at Nadiad and Gokak

was three, while the highest was seven at Bagalkot.

It was reported that at 18 out of these 47 centres ventilation was good, and satisfactory at 24 other centres. At Malegaon the state of ventilation of the tenements could have been better.

Information received as to exposure to the sun and rain indicates that the tenements at Barsi, Dondaicha, Yeola, Gokak and those in the Suburbs of Ahmedabad did not have adequate protection against the elements, while those at Trimbak, Viramgaum, Hubli and Shrigonda were better. Protection against the weather condition, was satisfactory at 26 other centres.

The principal sources of water at these centres were public water supply and wells. Public supply was the ~~the~~ sole source at 26 centres and wells at 14. At other centres wells and rivers constituted the main source.

Lighting of ~~the~~ tenements was by electricity, gaslights, kerosene lamps including hurricane lanterns, and sweet oil lamps.

The majority of tenements was stated to have inadequate facilities for washing and bathing, though some tenements at Sholapur, Kirloskarwadi, Nasik Road and Mithapur had bath rooms. At other centres a stone in front of the ~~tenements~~ tenement, a tank, a river bed or a well was stated to be the venue of washing and bathing. Most of the tenements were reported to have common latrines.

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

INDIA - JULY 1951.

41. Agriculture.

Abolition of Zamindaris in U.P. and Bihar:
Supreme Court allows Zamindars' Petitions
For Stay of Operation of Enactments .

The petitions, by notice of motion, for the stay of the operation of the Uttar Pradesh Zamindari Abolition and Land Reforms Act, 1949, the Bihar Land Reforms Act of 1950 and the Constitution ~~of (First)~~ (First Amendment) Act, 1951, arising out of the petitions filed by the landlords of U.P. and Bihar under Article 32 of the Constitution for writs in the nature of mandamus to issue on the States of U.P. and Bihar restraining them from acting in any manner under the Constitution (First Amendment) Act, 1951, was heard by the vacation session of the Supreme Court on 16 July 1951.

The Hon'ble the Vacation Judge overruled the objection of the Solicitor-General of India, which was to the effect that there was a certain amount of urgency in proceeding with reforms pertaining to land and granted the prayer for stay. His lordship enjoined upon the State Governments concerned to maintain the status quo until the hearing of the main petitions as well as pending appeals from the respective States in which the constitutional validity of the Acquisition Laws of the States were challenged.

His lordship ordered expeditious hearing of the petitions and directed that matters be placed before the first constitutional bench constituted at the conclusion of the summer recess of the Hon'ble Court.

(The Statesman, 17-7-1951).

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Madras: Report of Land Revenue Reforms
Committee published: Maximum Limit for
Holdings proposed.

The Land Revenue Reforms Committee, appointed by the Government of Madras, has in its first report examined whether and in what manner the Government should fix maximum holdings, form economic holdings, eliminate non-cultivating and non-resident pattadars, prohibit alienation of land to non-cultivators, confer occupancy rights on tenants under ryotwari pattadars, secure fair rents and fixity of tenure for such tenants and ensure fair wages and proper conditions of work for agricultural labourers. The report was released for publication on 1 July 1951.

Recommendations.- The Committee has made the following among other recommendations:

Maximum limit to holdings.- The Committee has recommended that no person should be allowed in future to acquire agricultural lands, if he already has a holding carrying an assessment of 250 rupees, or so as to constitute a holding carrying more than 250 rupees as assessment. The Committee suggested modifications of this limit in the case of joint families, inheritance, bequests, etc. As regards existing holdings, the Committee has also recommended that the question whether or not a holding can be increased can be determined only with reference to a crucial date and that such a date should be fixed by legislation.

Transfer of lands to non-cultivators.- The Committee considered that it was necessary and justifiable to prevent lands, in future at least, from passing into the hands of those who are not cultivators themselves. The Committee has therefore recommended the prohibition of alienation in future to those who are not cultivators.

Limit to personal cultivation by landlords.- The Committee considered that it was necessary to see that the tenancy of landlords to take to personal cultivation did not lead to dislocation on a considerable scale in the tenants' sector. The Committee has accordingly suggested that a maximum limit should be fixed for personal cultivation by landlords. The maximum limit recommended by the Committee is land bearing a total assessment not exceeding 250 rupees inclusive of lands already under personal cultivation, if any. The Committee, however, considered that the maximum should not apply to landlords who were personally cultivating larger areas on the crucial date and that, they might continue personal cultivation up to the extent actually under their personal

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cultivation on the crucial date. In the Committee's view, the crucial date should appropriately be the date of the publication of the report, so that, on the one hand transactions to evade the provision may not be embarked upon, and on the other hand transactions effected before the public had notice of the likelihood of such a provision being made, may not be affected.

A Press Note issued by the State Government states that although the Government has not yet come to a definite decision on the recommendations of the Committee, it has agreed that the crucial date will be the date of the publication of the report itself, viz., 1 July 1951, in respect of such of the recommendations of the Committee involving the conception of a crucial date as are finally accepted by the Government.

Co-operative farming.- The Committee feels that Co-operative betterment farming societies, particularly as part of multi-purpose co-operative societies are eminently desirable, irrespective of the size and type of holdings concerned, and should be encouraged as a matter of active State Policy. Co-operative joint farming also should be encouraged in ~~an~~ an equal measure with co-operative better farming, it being left to the cultivators to choose whichever of the two types they prefer. In order to encourage the growth of the co-operative movement, the Government should subsidise the cost of one paid office-bearer or Secretary ~~of~~ other employee, being a full time employee to look after the business activity of the society, for each society in the initial years.

Scale of subsidy may be 100 per cent in the first year; 75 per cent in the second year; 50 per cent in the third year; 25 per cent in the fourth year; and nil thereafter.

Fixation of wages.- The Committee has endorsed the recommendations of the Congress Agrarian Reform Committee that the relevant provisions of the Minimum Wages Act in respect of agricultural labour should be given effect to as early as possible. In this connection it has pointed out that a rough ~~and~~ ready working principle to adopt in the fixation of wages would be to equate cash wages with the customary payment in kind according to the existing price levels, and then to ~~add~~ add a small percentage for getting an approach to living standards. Any attempt to fix wages on an artificially high standard of minimum comfort for agricultural labour would break the agricultural economy. In fixing minimum wages, care should be taken to fix the minimum at what would constitute fair wages for agricultural labour which both parties, the employer and the employee, should accept. Slightly different wages would have to be prescribed for casual labour, seasonal labour, annual labour and permanent farm servants. Wages should be

fixed in advance of the agricultural season, and the matter should be published in every village.

Equal pay for men and women workers.- There should be equal pay for equal work for men and women. Where the existence of unequal pay is but the reflection of the fact that the actual work done is not in many operations, equal, differentiation would be justified and may be allowed.

Hours of work, holidays, etc.- The Committee considers that fixity of hours, standardisation of holidays and the like, are alien to agricultural conditions in India and should not be imported indiscriminately.

Employment of children.- The Committee feels that there need be no absolute prohibition on the employment of children; only their employment during school hours should be prohibited in areas where compulsory education is in force. The educational authorities might so adjust the school hours as to leave the children free during the busy seasons or operations.

Forced labour.- Agricultural serfdom and forced labour of any kind should be prohibited in terms of Article 23(1) of the Constitution of India by appropriate legislation.

Employment Exchanges.- The Committee feels that Employment Exchanges on an elaborate scale are neither necessary nor likely to be helpful under the present conditions of agricultural labour.

Housing.- The Committee has suggested that housing of agricultural labour should receive the highest priority.

Unions of agricultural labourers.- The Committee has emphasised that the formation of unions of agricultural labourers was essential and should be encouraged in order to ensure an appropriate atmosphere for the implementation of the policy of fair wages and proper conditions of work. The interests of tenants and labourers were generally conflicting and divergent. They should have separate organisations. It has pointed out agricultural labour should be organized separately from urban labour, and the recommendation of the Congress Agrarian Reforms Committee in this regard, that they should be in the same organization, need not be accepted.

44. Merchant Marine and Fisheries.

India - July 1951.

The Indian Merchant Shipping (Amendment) Act, 1951
(No. XLII of 1951): Provision for Medical Examination
of all seamen.

The Indian Merchant Shipping (Amendment) Bill 1951 (vide pages 29-30 of the report of this Office for June 1951) as passed by Parliament received the assent of the President on 16 July 1951 and has been gazetted as India Act No. XLII of 1951. The Act provides, inter alia, that no person shall ~~engage~~ engage or carry to sea any seaman to work in any capacity in any ship unless a seaman is in possession of a certificate in the prescribed form granted by the prescribed authority to the effect that he is physically fit to be employed in that capacity. The Act empowers the Central Government to make rules to provide among other things, for the ~~standards~~ standards of physical fitness required of seamen, the nature of the medical examination and the form and contents of medical certificates.

(The Gazette of India, Extraordinary, Part II, Section 1, dated 17 July 1951, pages 231-232).

The Indian Merchant Shipping (Medical Examination)
Rules, 1951, gazetted.

In exercise of the powers conferred by section 26A of the Indian Merchant Shipping Act, 1923 (inserted by Act XLII of 1951), the Central Government has made the Indian Merchant Shipping (Medical Examination) Rules, 1951. The Rules provide, inter alia, for the arrangements to be made by the Central Government at each of the ports of Calcutta, Bombay or any other port for the medical examination of seamen and prescribe the standards of physical fitness, the nature of medical examination, the form of certificate of physical fitness, the procedure for appeal to the Medical Appeal Board for seamen, the circumstances in which or the conditions subject to which any seaman may be exempted from the provision, requiring medical examination, and the fees for medical examination.

(The Gazette of India, Extraordinary, Part II, Section 1, dated 17 July 1951, pages 231-232).

CHAPTER 5. WORKING CONDITIONS AND LIVING STANDARDS.

INDIA - JULY 1951.

50. General.

Bihar: Bihar Factories Act Rules, 1950:
Draft Amendment.

The Government of Bihar published on 20 June 1951 the draft of amendments to the Bihar Factories Rules, 1950 (vide page 56 of the report of this Office for December 1950), proposed to be made in exercise of the powers conferred by the Factories Act, 1948. The draft amendments seeks to provide inter alia, that a woman, who is certified to be pregnant by a registered medical practitioner, may be employed in any factory to lift, carry or move by hand or on head any load not exceeding forty pounds in weight till the end of the seventh month of pregnancy but she shall not be employed in any factory to lift, carry or move by hand or on head any load after the end of the seventh month. When a pregnant woman is unable to carry any load before the end of the seventh month of her pregnancy on grounds of her ill health, she may appear before a registered medical practitioner and obtain certificate of exemption from carrying any load without any prejudice to her employment. The draft amendments will be taken into consideration after 25 September 1951.

(The ~~Ga~~ Bihar Gazette, Part II,
dated 20 June, 1951, page 1142)

51. Hours of Work.India - July 1951.West Bengal: Tanneries and Leather Manufactories
and Oil Mills: Hours of Work, Overtime and Weekly
Rest fixed under the Minimum Wages Act.

In exercise of the powers conferred by the Minimum Wages Act, 1948, the Government of West Bengal has fixed, for the employees in the tanneries and leather manufactories and oil mills in the State of West Bengal, the hours of work constituting a normal working day, the period of interval for rest, the day for weekly rest and the rates of overtime.

Eight working hours including an interval of rest for half an hour shall constitute a normal working day and six such days shall constitute a week, provided that all or any section of employees in any Tannery, Leather Manufactory or ~~any~~ oil mill may be required by the employer to work up to 9 hours in any day subject to the weekly limit of 48 hours. Work ~~in any factory~~ in any Tannery or Leather Manufactory which is a factory within the meaning of the Factories Act, 1948, shall be subject to the conditions laid down in Chapter VI ~~of~~ and VII of the Act. Sunday shall be ordinarily the day for weekly rest. For work beyond normal working hours the employees shall be paid at double the ordinary rate, which shall be in accordance with the provisions of ~~the~~ Section 59 of the Factories Act, 1948.

(Notification No.4117 Lab. dated 3 July 1951
and No.4163 Lab. dated 4 July 1951, the
Calcutta Gazette, Part I, 12 July 1951,
page 1739).

Chapter 6. General Rights of Workers.

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

India- July 1951.

Madras: Extension of Payment of Wages Act:
Industrial Establishments notified to be
Factories.

In exercise of the powers conferred by the Payment of Wages Act, 1936, and in supersession of the notification dated 26 September 1942, the Government of Madras has extended the provisions of the said Act to the payment of wages to all classes of persons employed in industrial establishments which have been or may be declared to be factories under section 85 of the Factories Act, 1948 (Section 85 of the Factories Act empowers the State Governments to extend the provisions of the Act to any premises where manufacturing process ~~is~~ carried on with or without the aid of power and employing less than 10 or 20 workers, ^{respectively}).

(G.O.Ms.No 2870 Development, 21 June 1951;
the Fort St. George Gazette, Part I, dated
10 July 1951, p. 1014).

West Bengal: Bengal Payment of Wages Rules,
1937: Amendments: Scope of the Rules extended
to industrial establishments.

The Government of West Bengal published on 12 July 1951 certain amendments made to the Bengal Payment of Wages, ~~1937~~ ¹⁹³⁷ Rules 1937. The amendments provide, inter alia, for the application of the rules to the factories and industrial establishments to which the provisions of the Act have been or may be extended by a notification under ~~xxxxxx~~ sub-section (5) of section 1 of the Act. The Labour Commissioner shall be the competent authority in respect of industrial establishments to approve acts and omissions in respect of fines which may be imposed under the said Act and the purposes on which the proceeds of fines shall be expended.

(Notification No.4119 Lab. dated 3 July 1951;
the Calcutta Gazette, Part I, 12 July 1951,
page 1739).

66. Strike and Lockout Rights.

India - July 1951.

The Essential Services (Prevention of Strikes) Ordinance, 1951 (No. I of 1951) promulgated.

The President of India promulgated on 11 July 1951 an Ordinance to provide for the prevention of strikes in certain essential services.

The Essential Services (Prevention of Strikes) Ordinance, 1951, gives powers to the Government to issue notifications prohibiting strikes in any of the specified essential services, in such areas and for such periods as "may be deemed necessary". These notifications will, in the first instance, remain in force for six months, but renewable for a similar period. Penalties have been provided for persons who go or continue on strike in the notified services and also for persons who instigate strikes or render financial aid for these illegal strikes. The penalties include imprisonment.

The essential services covered by the Ordinance are: (i) any railway service; (ii) any public road transport service carried on by means of motor vehicles; (iii) any service or employment in a port in connection with the loading, unloading, movement or storage of goods, the pilotage or berthing of vessels, or the maintenance of navigation channels; (iv) any postal, telegraph or telephone service; and (v) any service of the Central Government engaged in, or in connection with, the manufacture, repair, storage, inspection or distribution of ships, aircraft, vehicles, arms, ammunition or other stores or equipment of the armed forces.

The provisions of the Ordinance and of any notifications issued thereunder shall have effect notwithstanding anything inconsistent therewith contained in the Industrial Disputes Act, 1947 (XIV of 1947), or any other law for the time being in force.

Explaining the reasons for the promulgation of the Ordinance, a Press note issued by the Government of India on 11 July 1951 points out that the All-India Railwaymen's Federation have announced their decision to go on strike on 27 August 1951. The interruption of railway services which would be caused by a strike would very seriously interfere with the economic life of the country. Movement of imported food from the ports of unloading to the interior in order to prevent famine, if not scarcity conditions over large areas, would not be possible. The interruption of the flow of capital and consumer goods will also seriously affect the life of the community. It has come to the notice of government that persons employed in various other essential services which are also connected with the movement of food or other activities essential for the maintenance of the life of the community are likely to go on strike either in sympathy with the railwaymen or for other reasons. Government had come to the conclusion that all measures should be taken to safeguard the welfare and the interests of the people at large against the consequences that may follow from sections of essential workers going on strike. For this purpose this Ordinance has been issued.

(The Gazette of India, Extraordinary,
Part II, Section 1, dated 11 July 1951,
pages 221-222;
The Hindu, dated 12 July 1951)

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Coal Industry declared to be a Public Utility Service.

By a notification dated 10 July 1951 and in exercise of the powers conferred by the Industrial Disputes Act, 1947, the Central Government has declared the Coal industry, so far as it is concerned with the production and supply of coal and coke in the territories of India to which the said Act extends, to be a public utility service for the purposes of the Act for a period of six months from the date of publication of the notification.

(The Gazette of India, Part II, Section 3,
dated 14 July 1951, page 1064).

Bihar: Cotton Textile Industry declared a Public Utility Service.

By a notification dated 5 June 1951 and in exercise of the powers conferred by the Industrial Disputes Act, 1947, the Government of Bihar has declared cotton textile industry in the State to be a public utility service for a further period of six months from 6 June 1951.

(Notification No. II/DI-9014/51 L-100,
dated 5 June 1951, The Bihar Gazette,
Part II, dated 20 June 1951, page 1142).

Madras: Transport by Boats in Minor Ports declared a Public Utility Service.

~~The~~ In exercise of the powers conferred by the Industrial Disputes Act, 1947, and by a notification dated 5 July 1951 the Government of Madras has extended the period ~~of~~ declaring transport by boats in minor ports in the State as a public utility service, by a period of six months commencing on 11 July 1951.

(GO.Ms No.3087, Development, 5 July 1951,
the Fort St. George Gazette, Part I, dated
10 July 1951, page 1013).

67. Conciliation and Arbitration.

India - July 1951.

The Industrial Disputes (Amendment and Temporary Provisions) Act, 1951 (Act XL of 1951) gazetted.

The Industrial Disputes (Amendment and Temporary Provisions) Bill, 1951 (vide pages 55-56 of the report of this Office for June 1951) as passed by Parliament received the assent of the President on 26 June 1951 and has been gazetted as Act XL of 1951. The Act provides, among other things, that the bank employees will continue to get the present scales of pay or rates of allowances, pending the settlement of certain disputes between certain banking companies and their employees.

(The Gazette of India, Part II, Section 1, Extraordinary, 27 June 1951, pp. 213-216).

New Tribunal for Bank Disputes constituted:
Order constituting Board of Conciliation
cancelled.

In exercise of the powers conferred by the Industrial Disputes Act ~~xxxxx~~ 1947, and by a notification dated 17 July 1951, the Central Government has constituted a tribunal to adjudicate upon the industrial dispute between 137 banking companies and their employees.

The tribunal consists of Mr. H.V. Divatia, a retired Judge of the Bombay High Court of Judicature (Chairman), Mr. M.G. Mehkri, retired Deputy Governor of the Reserve Bank of India, and Dr. B.N. Ganguli, Reader in Economics, Delhi University. The more important among the 36 issues referred to the tribunal relate to scales of pay, dearness, house rent and travelling allowances, bonus, provident fund, gratuity, pension, guarantee fund, insurance against old age, sickness and death, leave rules, hours of work and overtime, medical aid and expenses, cash security, method of recruitment, retrenchment and victimization, and recognition of the All-India Bank Employees' Association.

By another notification dated 17 July 1951 the Central Government has cancelled its order dated 22 May 1951, constituting a Board of Conciliation (vide page 54 of the report of this Office for June 1951) for promoting a settlement of the industrial dispute in banking companies as the Board could not function on account of differences of opinion between employers and employees on certain matters.

Under the Industrial Disputes (Amendment and Temporary Provisions) Act passed by Parliament on 8 June, the present rates of wages and allowances will continue unaltered pending the award of the new tribunal. The tribunal's inquiry is expected to begin in Bombay shortly.

Mr. G.G. Mehta, President of the All-India Bank Employees' Association, in a statement issued at Bombay on 18 July 1951 stated that the bank employees would boycott the new tribunal in pursuance of the decision of the Central Committee and the Negotiating cum Action Committee of the All-India Bank Employees' Association. "The reasons are", he said, "that we will again be compelled to go through fresh litigation as in the past which will unnecessarily cause great delay and considerable expense to all concerned. Moreover, this will be duplication of work because the last tribunal had gone into all the issues on merit and given its decision after hearing both sides while the Supreme Court nullified the award on technical grounds and without going into the merits of the case".

(The Gazette of India, Extraordinary, Part II, Section 3, pp.889-894, dated 17 July 1951; The Hindustan Times, 19 and 20 July 1951).

West Bengal: Six Industrial Tribunals constituted.

In exercise of the powers conferred by the Industrial Disputes Act, 1947, the Government of West Bengal has constituted six Industrial Tribunals, each consisting of one member only, for the adjudication of industrial disputes in accordance with the provisions of the said Act.

(Notification No.3581 Lab., dated 9 June 1951, the Calcutta Gazette, Part I, dated 21 June 1951, page 1474).

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Bombay: Industrial Disputes during 1950:
Sharp Rise in Man-days lost.

According to statistics compiled by the Government of Bombay, industrial disputes in the State resulting in work-stoppages during 1950 numbered 271 as against 376 in the preceding year. Despite a fall of nearly 28 per cent in the number of disputes, the resulting time loss registered a sharp rise from 1,765,586 man-days in 1949 to 10,251,718 man-days during the year under review, the increase being due mainly to the general strike in the textile industry in Bombay city involving more than 203,000 mill hands. The number of workers involved in the work stoppages during 1950 also recorded a rise of 33.86 per cent over the previous year, the actuals being 374,649 and 278,883 respectively.

Strike in textile industry. The disputes in the textile industry alone affected more than 82 per cent of the total workers involved and accounted for 96.29 per cent of the total time loss resulting from all the disputes during the year. The general strike of the textile workers in Bombay city which commenced during August 1950 was by far the biggest strike during the year under review and it alone was responsible for 91.86 per cent of the total time loss. This strike which arose over workers' demand for bonus equal to three months' wages ~~without~~ including dearness allowance as against two months' wages without dearness allowance as recommended by the award of the industrial court, prolonged for over 60 days and ended in the middle of October 1950 causing a loss of more than 9 million man-days. Within a week of the announcement of the decision of the Industrial Disputes (Appellate) Tribunal confirming the industrial court's award, the workers began to drift back to work and the strike was, therefore, called off unconditionally with effect from 16 October 1950. The striking workers lost more than 35 millions of rupees in wages while there was a total approximate loss of nearly 192.3 million yards of cloth and 54.94 million lbs. of yarn valued at about 220 million rupees.

Disputes occurred at 47 centres as against 55 centres in 1949. Greater Bombay, the ~~in~~ most important industrial centre in the State, recorded as usual the highest number, viz., 171 disputes while Ahmedabad and Sholapur recorded 10 and 3 disputes respectively. Disputes in Bombay City alone involved 90.69 per cent of the total workers affected during the year and accounted for more than 97 per cent of the total time loss.

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. As usual, nearly 40 per cent of the disputes related to "wages, allowances and bonuses" and involved more than 65 per cent of the workers. "Grievances regarding personnel" formed the main issue in over 37 per cent of the total disputes. The table below shows the distribution of disputes according to the main causes:-

Causes	Number of disputes	Number of workers involved	Number of man-days lost
Pay and Allowances.....	77	25,651	165,122
Bonus	31	219,747	9,576,504
Leave and Hours of Work..	34	31,738	29,086
Personnel.....	101	50,581	217,564
Others.....	28	46,932	263,442
Total..	271	374,649	10,251,718

Compared to the previous year, however, while the proportion of disputes relating to wages and allowances declined by 7.49 per cent, the percentage of disputes concerning bonus recorded a slight increase. The share of disputes relating to personnel also recorded a slight rise.

Results of disputes.- In 26.9 per cent of the disputes which ended during the year under review representing 13.27 per cent of the total workers involved, the workers were either partially or entirely successful, while in 182 or 68.94 per cent of the disputes involving more than 85 per cent of the work-people, the strikes were wholly unsuccessful. The results in 11 cases were indefinite i.e., work being resumed pending final settlement of the dispute. The workers were reported to be successful in 29 disputes, in which "pay, allowances and bonus" was the ~~principal~~ ^{primary} issue and in 12 disputes relating to "grievances about personnel". Compared to the previous year, while the proportion of indefinite cases declined by 14.25 per cent the percentage of unsuccessful disputes increased by 16.37 per cent during the year under review. Although the overall percentage of successful and partially successful disputes remained almost the same as in the previous year, the proportion of complete successes was less. The following table shows the results of disputes according to the nature of the demands:-

Main Causes	Number of disputes that were					Total
	Suc- cess ful	Partially success- ful	Unsuc- cess- ful	Indefi- nite	In- progress	
Wages.....	25	5	41	4	2	77
Bonus	4	9	13	2	3	31
Personnel	12	8	77	3	1	101
Leave and Hours.	2	1	31	34
Others.....	4	1	20	2	1	28
Total..	47	24	182	11	7	271

Number of workers involved and man-days lost.- More than 82 per cent of the workers involved in the disputes during 1950 were from the textile industry, while "metals and engineering" accounted for only 7.3 per cent. The total number of workers involved was, however, 33.9 per cent above the 1949 figures. Analysing the disputes according to the number of workers involved, the 10-100 group accounted for more than 48 per cent of the total disputes but the time loss caused by these was negligible i.e., less than 1 per cent. As against this, nine disputes involving more than 4,000 workers in each case accounted for more than 93 per cent of the total time loss resulting from all the disputes.

The number of working days lost during 1950 was the highest during the past 20 years and was nearly 6 times that of the previous year. The 10 to 100 slab of time-loss recorded 81 disputes involving less than 1 per cent of the total workers. Four disputes resulted in a loss of more than 50,000 man-days each, involving 57.3 per cent of the workers and 94.5 percent of the total time loss respectively.

Duration of disputes.- Over 33 per cent of the disputes lasted for a day or less and another 20 per cent for two days while more than 30 per cent of the disputes which lasted for more than 5 days accounted for 98.6 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) was 27.4 working days, as against 6.2 working days during the preceding year.

(Labour Gazette, May 1951, issued by the Government of Bombay)

CHAPTER 8. MANPOWER PROBLEMS.

INDIA - JULY 1951.

81. Employment Situation.

Employment Exchanges: Working during June 1951.

Employment situation.- According to the Report of the Director-General of Employment Exchanges for June 1951, the employment situation, as reflected by exchange statistics, was not very promising and may be expected to decline during the coming months. The publication of University results and the closing down of certain seasonal work caused the number of registrations to rise by nearly 4,000 thereby arresting the previous steady fall in the total number of registered unemployed. The advent of the monsoon similarly affected employment opportunities and the number of vacancies notified fell steeply. Despite this the total number of placings recorded in June was only little below that of the previous month. It is anticipated, however, that when the results for July are available the employment situation in general will be found to have deteriorated. Shortage of raw material, iron, steel, cement and cotton, is reported to have affected employment adversely in a number of places. Government offices, having brought up their staff to full strength at the beginning of the budget year, notified over 3,000 less vacancies in June than in May.

General shortages of stenographers, typists, overseers, draughtsmen, trained teachers, nurses and compounders were widely reported. Motor drivers, newly graduated lawyers, doctors and engineers, and untrained teachers were found surplus to requirements at certain places.

Registration and placings.- The total number of registrations for employment and the total number placed during the month are shown below:-

	June 1951	May 1951
Total number of registrations.	119,464	115,685
Total number of placings.....	34,540	34,719

Of those registered 10,576 were displaced persons, 9,162 were ex-servicemen and 3,294 discharged Government employees. Registrations during the month recorded an increase of 3,779 as compared with the figure for May 1951. Increase was marked in Madras (4650),

Bihar (513), Bombay (488) and Madhya Pradesh (467). A fall in registrations on the other hand, was noticeable in Punjab (1190) and West Bengal (1169).

Of those placed 2,011 were displaced persons, 1,837 were ex-Service personnel and 1,054 discharged Government employees. 20,339 were placed with private employers and 14,201 in Union and State Government Departments. There has been a slight fall of 179 in the total all-India figure as compared with the previous month. There was marked decrease in placings, however, in Bombay (760), Assam (561), Punjab (354) and Bihar (232). This was compensated for, to a great extent, by a rise in placings in Madras (1545) and Orissa (322).

Placings by wage groups.- Of the total number of placings effected 418 were in posts carrying a basic pay of 101 rupees per month and above; 3,463 in posts carrying a pay of 61 rupees per month and above but less than 101 rupees per month; 26,676 in posts carrying a pay of 30 rupees ~~per~~ and above but less than 61 rupees per month; and 3,983 in posts carrying a pay of less than 30 rupees per mensem.

Vacancies notified and submissions.- The number of vacancies notified by employers during June 1951 was 39,872 as compared with 43,089 in the previous month, that is, a fall of 3,217. Of the vacancies notified 17,034 were by Union and State Government establishments and 22,838 by private employers. There was a decrease of 3,675 in Government vacancies and a rise of 458 in private vacancies. The fall in vacancies notified was noticeable in Assam (732), Bombay (623), Delhi, Ajmer and Rajasthan (658), Punjab (526), Uttar Pradesh (1093) and West Bengal (419). ~~Only~~ partly compensating for this there was an increase in notifications in the regions of Hyderabad (128), Madras (284) and Orissa (601). The number of persons submitted to employers during June 1951, was 83,179 as compared with 88,736 during the previous month.

The number of employers who used the exchanges during ~~the~~ June was 6,719 as compared with 7,020 during ~~the~~ May 1951. Of these 55.2 per cent. were private employers.

Employment of highly qualified persons.- The number of persons of the Appointments Branch standard (these experienced in administrative, executive, and managerial work and possessing technical, scientific or professional qualifications) registered at exchanges during June 1951 rose to 985 from the corresponding figure of 936 relating to the month of May. 143 such persons were placed in employment as against 135 in May.

Employment assistance to women.- The number of women registered at employment exchanges was 4,807 against the figure of 4,113 relating to the month of May 1951. 1,999 women were placed in employment against 1,959 placed in the previous month.

Assistance to scheduled caste applicants.- The number of scheduled caste applicants registered by the employment exchanges during the month of June was 13,088 as against 12,534 in May 1951. 4,962 scheduled caste applicants were placed in employment as against 5,088 in the previous month. Among those placed during June, 1037 were in Union Government vacancies, 422 in State Government vacancies and 3,503 in other vacancies. The number of Scheduled Caste applicants submitted to employers during the month was 8,767 as compared with 8,914 during May. 349 vacancies meant specifically for Scheduled Caste applicants were notified to employment exchanges during the month. At the end of June, 25,868 Scheduled Caste applicants, remained on the live Registers of Exchanges of whom 1,048 were ~~women~~ women.

Work of mobile exchanges.- On account of the onset of rains, the activities of the mobile exchanges were restricted in several places and their work was consequently reduced. 10,061 persons were, however, registered and 8,641 placed during the month under report as against the figures of 11,149 and 9,232 relating to the previous month.

Vacancy and labour clearing.- During the month under report the Vacancy Clearing Machinery was utilised to fill 447 vacancies by applicants from other exchange areas as against 601 filled in this manner during May 1951. Of these Howrah, Visakhapatnam, Muzaffarpur and Calcutta exchanges filled 65, 60, 50 and 45 vacancies respectively. Instances of some interesting cases of Vacancy Clearing were the appointment of a farm manager at Muzaffarnagar through the Allahabad Exchange; a sales girl at Jullundur through the Ferozepore exchange; a supervisor at Jabalpur through the Kidderpore exchange; a wireless test mechanic at Agra through the Amritsar exchange and 60 field surveyors at Vizianagaram through various exchanges. 131 fresh vacancies were received at the Central Employment Co-ordination Office for wider circulation through the Regional Clearing Houses, of which 125 were given all-India circulation and the remaining 6 limited circulation. The number of vacancies under normal circulation at the end of the month was 565 against 740 at the end of May.

The Live Register.- The number of persons seeking employment assistance on the last day of June was 330,369 which was 1,532 more than the figure for May 1951. Of these 43,435 were displaced persons, 35,100 ex-service personnel and 12,538 discharged Government employees. Among discharged Government employees 8,634 were Union Government and 3,904 State Government employees.

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

85. Migration and Colonisation.

India - July 1951.

Ceylon Indians' Right to vote: Petition upheld
by District Judge.

Reference was made at page 70 of the ~~report~~ New Delhi Office Report ~~for the month of~~ for May 1951 to the decision of the Ceylon Indian Congress to challenge the validity of the Ceylon Citizenship Act and certain provisions of the Ceylon (Parliamentary Elections) Order-in-Council, 1946.

According to the 'Times of Ceylon', the District Judge, Kegalla, has upheld the petition of one Mr. Kodakan Pillai to have his name included in the 1950 electoral register.

In the petition Mr. Kodakan Pillai had stated that his name was on the electoral register of the district from 1935 to 1941 and from 1942 to 1946, and was included in the register prepared in 1949. He stated that at the revision undertaken in 1950 the registering officer, after an inquiry, rejected his claim. He inferred that the rejection was on the ground that he was not a citizen of Ceylon. He appealed against the order on, among other grounds, that Act 48 of 1949 (Ceylon (Parliamentary Elections) Amendment Act) was bad in law in that it contravened the provisions of Section 29(1) (2) B C and 29(4) of the Ceylon (Constitution) Order-in-Council.

In his order the judge said: "It is important to note that the Citizenship Act is not directed against any particular community and that it contains no express words excluding persons of any community from being entitled to the status of citizenship.

"But considering the history of the Indian community in this island, the fact that they came in at various periods before they became domiciled, it cannot be denied that most of the Indians, if not practically all of them, will not pass the test of the Citizenship Act.

"If the effect of the Act is examined on the footing that it becomes operative, some remarkable facts emerge. A large number of the Indian community would be disfranchised; thereby reducing the electoral power of that community to send members of the legislature to voice their interests....."

"In Ceylon.....voting has become one of the privileges of citizenship by the effect of Act 48 of ~~1948~~ 1949 and therefore the Citizenship Act directly and not incidentally affects the persons of the Indian community who are domiciled and had the vote before by putting it beyond their powers to be citizens of Ceylon and thus disfranchising them.

"The legislature cannot have intended to take away those rights and privileges; on the other hand, it must have been the intention of the legislature when it ~~enacted~~ enacted Section 29(2) of the Constitution, to preserve every legal right or privilege which persons of any community or religion practically enjoyed at the time of the new Constitution and not to take them away by discriminatory legislation.

"It is not competent for Parliament under the guise ~~of its~~ or the pretence or in the form of an exercise of its own powers to carry out an object which is beyond its powers by trespassing into the forbidden field of Section 29(2)."

(The Times of Ceylon, dated:
2 July 1951)

CHAPTER 9. INCOME SECURITY.

INDIA - JULY 1951.

92. Legislation.

Bilaspur: Bilaspur Employees' State Insurance
(Medical Benefit) Rules, 1950, gazetted.

The draft Bilaspur Employees' State Insurance (Medical Benefit) Rules, 1950 (vide page 91 of the report of this Office for March 1951) has been approved and gazetted on 30 June 1951.

(The Gazette of India, Part III, Section 3, dated 30 June 1951, pages 703-705).

Punjab: Punjab State Employees' State Insurance
(Medical Benefit) Rules, 1950, gazetted.

The Government of Punjab gazetted on 6 July 1951 the Punjab State Employees' State Insurance (Medical Benefit) Rules, 1950, made in exercise of the powers conferred by the Employees' State Insurance Act, 1948.

The rules deal with, inter alia, the establishment of State insurance dispensaries and the provision of medical benefit where there are no dispensaries, procedure for obtaining medical benefit, scale of medical benefit, conditions of service of full-time insurance medical officers, maintenance of medical and surgical equipment, medical records and statistical returns, etc.

(Punjab Government Gazette, Part I, dated 6 July 1951, pages 741-744).

CHAPTER 11. INDUSTRIAL SAFETY.

INDIA - JULY 1951.

111. Prevention of Accidents.

The Marking of Heavy Packages Act 1951
(No. XXXIX of 1951); Measure to Implement
I.L. Convention No. 27.

The Marking of Heavy Packages Bill, 1950 (vide page 67 of the report of this Office for August 1950), as passed by Parliament, received the assent of the President on 25 June 1951 and has been gazetted as Act No. XXXIX of 1951. This Act seeks to give effect to I.L. Convention No. 27 concerning the marking of weight on heavy packages transported by vessels.

(The Gazette of India, Extraordinary,
Part II, Section I, dated 26 June 1951,
pages 211-212).

Accidents in Indian Mines: 60 Workers in 1000
killed during 1950.

There were 238 fatal accidents in Indian Mines in the year 1950, resulting in 273 persons being killed and forty seriously injured, according to a Press note issued on 22 July 1951, by the Central Ministry of Labour. In addition, there were 1,976 serious accidents causing grievous injuries to 2,033 persons. These figures included 12 women killed and 113 seriously injured.

The death-rate per 1,000 persons employed in all mines above and below ground was 60, which was the lowest recorded figure of death-rate since the introduction of the Indian Mines Act. The death-rate per million tons of coal raised was 7.4, while the serious injury rate per 1,000 persons employed was 4.49.

(Amrita Bazar Patrika, 23-7-1951).

CHAPTER 12. INDUSTRIAL COMMITTEES.

INDIA - JULY 1951.

121. Special Information.

Working Conditions in the Cotton Mill Industry
in India.

The Labour Bureau recently sent a comprehensive questionnaire on labour conditions in the cotton mill industry to important associations of employers and individual employers. A note based on the replies received and also published sources of information on the subject has been published in the Indian Labour Gazette, May 1951.

Employment. The cotton mill industry occupies the foremost place among the factory industries in India, both from the point of view of number employed and capital invested. The industry employed as on 31 August 1949, on an average 457,000 workers. The capital invested in the industry is reported to be nearly 860 million rupees.

Details regarding the classification of workers into men and women, time rated and piece-rated etc., ~~summarised~~ compiled from the replies received are given in the following table:-

Please see table on the next page.

Centre	Men	Women	Children	Total (Column 2 to 4)	Time-rated	Piece- rated
1	2	3	4	5	6	7
Bombay.....	-	-	-	203,093	109,667	83,426
Ahmedabad...	85,835	5,431	158	91,424	49,790	40,009
Sholapur(4 Units)	12245	1,092	-	13,337	8,018	(1,625)
Indore and Gwalior (7 Units)....	29,753	1,992	458	32,205	19,165	5,319
West Bengal...	26,500	1,500	-	28,000	14,000	13,010
Delhi(2 Units).	12,553	88	-	12,641	6,666	(30)
						14,000
						5,748
						(227)
Madras(1 Unit).	14,071	-	-	14,071	10,016	4,055
Madura(2 Units).	10,841	2,254	-	13,095	11,172	1,923
Hyderabad (2 Units).....	6,662	455	32	7,109	3,881	3,228
Bangalore (3 Units)....	9,199	1,476	-	10,675	6,092	4,583
Kanpur.....	39,646	84	-	39,730	17,107	22,419
						(204)
Travancore- Cochin (2 Units)...	1,920	950	-	2,870	1,205	1,650
						(15)
						15,322

Figures within brackets show labour employed through contractors and are included in the total in column No.5.

In the important centres of the industry workers are classified into permanent and temporary, the former constituting an overwhelming majority of the total number employed. For instance, permanent workers form 92.5 per cent of the total in Bombay, 94 per cent in Baroda, 99 per cent in Madras and about 100 per cent in Kanpur and West Bengal. Workers are made permanent as and when vacancies arise and according to the provisions laid down in the standing orders. Permanent workers enjoy certain privileges relating to ~~the~~ notice of discharge, leave and holidays with pay, eligibility to become members of provident fund schemes (e.g., West Bengal), co-operative credit societies (e.g., Sholapur) etc.

Recruitment.— An important feature of the cotton mill industry in the various centres is the non-existence of the system of recruiting labour through contractors. In nearly all the centres, the entire complement of labour is recruited directly and no contractors' labour is employed. Even in the few centres where employment through contractors has been reported, such as Ahmedabad, Delhi and Kanpur, the proportion of such labour is very small. For instance, in Ahmedabad, out of a total labour force of 91,000, only about 1,600 are employed through contractors; in Kanpur, out of a total of about 40,000 workers, only about 200 workers are employed through contractors.

Workers are recruited generally, either by the mill authorities directly or through the employment exchanges, although in a few centres the services of jobbers and mukadams are still utilised for the purpose. An important development in the system of recruitment was the introduction by the Government of Bombay of the Textile Employment Decasualisation Scheme for the cotton textile industry in Bombay, Ahmedabad and Sholapur. The principal objects of the scheme are to regulate recruitment of labour with a view to avoiding waste of manpower, to increase efficiency and production by reducing labour turnover, to reduce the waiting period of unemployed textile workers, to eliminate bribery, corruption and favouritism in the recruitment of textile workers and to encourage the systematic training of textile workers for ensuring a steady supply of efficient workers. Under the scheme, workers seeking employment in cotton mills are registered with the Central office of the scheme. Employers are precluded from employing fresh workers either as permanent workers or as badli except through the master register of the central pool. The scheme was brought into force in Ahmedabad early in September 1949 and in Bombay on 1 February 1950. A similar scheme has been in force in Kanpur also, since April, 1950. Member mills of the Employers' Association of Northern India, ~~Kanpur~~ Kanpur, recruit their entire requirements of labour, through the employment exchange, which acts as the central office and maintains a pool of retrenched workers. The Madhya Bharat Millowners' Association has reported that their mills recruit workmen through jobbers and mukadams while permanent workers are taken through the badli system. The B. and C. Mills, Madras and the Bangalore Woollen, Cotton and Silk Mills, Bangalore are reported to be keeping surplus labour to the extent of 10 per cent of their normal requirements to cover leave and absenteeism. In a number of units, workers are recruited through ~~the~~ labour and welfare officers who register the names of applicants seeking employment and then recommend workers to the various departments according to their requirements.

Training and apprenticeship.- With a few exceptions, there are no special arrangements for the training of new recruits in the cotton mill industry. Generally, new recruits start as badlis and are drawn into permanent vacancies when such vacancies occur. Among the few units which provide facilities for training, the following may be mentioned: 27 member mills of the Bombay Millowners' Association have a training scheme for their workers in the engineering, weaving, spinning, mechanical, blowroom and card frame departments. The B. and C. Mills have an apprentice course in the Engineering Department. The Delhi Cloth Mills have a scheme of apprenticeship in the Spinning and Weaving Departments; under the scheme training is given to jobbers, fitters and Spinning mistries.

Absenteeism.- According to the available information it would appear that the extent of absenteeism varies widely from centre to centre. Thus during the year 1950, it amounted to 8.4 per cent in Ahmedabad, while it amounted to 20.1 per cent in Sholapur.

Hours of Work.- The working hours in the industry are regulated by the provisions of the Indian Factories Act, 1948, and are eight per day and 48 per week. The spreadover in the various shifts varies from eight hours in the continuous shifts to 10 1/2 hours in the general shift. The number of shifts worked per day varies between different centres. In most of the units there is a regular change-over of shifts. The change-over takes place every week in some centres, after a fortnight in some and at longer intervals in a few others. The workers enjoy periods of rest intervals ranging from 1/2 hour in most cases, to 1 hour in a few. For instance, in Sholapur workers in the first shift get a rest interval of 45 minutes and those in the 2nd shift get 1/2 hour. In the units in Baroda, the rest interval ranges from 1/2 hour to 1 hour in the various mills.

Though opinion is divided on the point whether extra wages should be paid to workers in the night shift, there is more or less general appreciation of the fact that night work entails hardship to the worker and is likely to affect the health of the worker in the long run. The measures adopted by many employers such as the system of regular change-over of shifts and the fact that many employers have provided certain amenities such as transport to and from the place of work, a free cup of tea, sleeping accommodation etc., are an indication of such a realisation. The practice in this regard in the various centres is based on the recommendations of the awards of adjudicators, industrial tribunals, etc.

The Bombay Industrial Court in its award relating to the cotton mills in the various centres and the Industrial Tribunal for the cotton textile industry in West Bengal have refused to award extra wages to night shift workers, and only recommended a regular change-over of shifts; while the Madras cotton textile award recommended, for the mills in the State, the payment of 25 per cent of wages extra for night shift workers. A few mills in Bangalore pay 1 anna extra to all night shift workers as a special allowance, while the unit in Trichur pays 1 rupee per month as night shift allowance. The mills in South India generally supply a free cup of tea to night shift workers.

Leave and holidays.- In all the centres, workers are given leave and holidays, with or without wages as the case may be, according to the provisions of the Factories Act. Under these provisions, workers are entitled to a weekly holiday, as also to a minimum of 10 days' holidays with pay after the completion of 12 months' continuous service. Apart from these statutory holidays, individual employers have their own regulations for giving different kinds of leave to their workers. In fact, preferential treatment in the grant of certain kinds of leave etc., is one of the privileges enjoyed by permanent workers in many units. It would appear, that in all the important units of the industry in the various centres, workers are given casual leave up to 10 days in a year, generally without pay. Most of the mills in Sholapur, Madhya Bharat and Kanpur give their workers 1 month's privilege leave without pay. Four units in Mysore and the one in Trichur allow their workers privilege leave without pay, ~~four units in Mysore~~ amounting to 10 to 15 days in a year. Under the award of the Industrial Tribunal, workers in the cotton mills in West Bengal get in addition to the statutory holidays, 5 days' casual leave, 15 days' sick leave and 6 festival holidays with pay. Most of the units in the various centres of the industry in South India give festival holidays varying from 2 days to 12 days in the year. The units in Delhi give all their workers 8 festival holidays.

Wages and earnings.- Since the Labour Investigation Committee's survey in 1944-45, wages and allowances in the cotton mills industry have increased substantially in almost all the centres with the result that the wage rates and allowances in the cotton mill industry today are higher than those in any other industry in the country. Such increases have generally been the result of awards of Adjudicators, Industrial Tribunals, Industrial Courts etc. The following is the latest position regarding the basic minimum wages obtaining in the cotton mill industry: 30 rupees per month in Bombay city and suburbs, Kanpur and Delhi, 28 rupees per month in

in Ahmedabad, 26 rupees per month in Sholapur, Madhya Pradesh, Madras State, Bhopal and Madhya Bharat and 21 rupees per month in Gadaog, Surat and Saurashtra. The units in Baroda pay basic wages at 90 per cent of the rates ~~of~~ obtaining in Ahmedabad. In Hyderabad two units pay a basic minimum wage of 30 rupees per month while one unit pays a minimum wage of 26 rupees per month. In Bangalore the basic wage rates vary from 10 annas per day to 14 annas 9 pies per day, while in the unit in Mysore, it amounts to 8 annas per day. In Travancore-Cochin one unit pays a basic minimum wage of 26 rupees per month, while another pays a basic wage of 20 rupees per month. The basic minimum wage amounts to 20 rupees 2 annas and 5 pies in West Bengal. According to the terms of an agreement, the three cotton mills in Beawar have been paying, since June 1950, a basic minimum wage of 25 rupees per month.

Cotton mills in almost all the centres of the industry pay dearness allowance at rates linked to ~~the~~ the cost of living index numbers and these rates are generally taken as the 'model' for the other industries. The following table contains data regarding the actual amounts of dearness allowance paid to workers in some of the important cotton textile centres in the month of July, for the years 1946-50.

Year	July 1946		July 1947		July 1948		July 1949		July 1950	
	Rs.	A.P.								
Bombay.....	36	8 0	44	8 0	52	0 0	50	3 0	53	4 0
Ahmedabad.....	47	10 0	55	8 0	66	4 6	67	11 0	73	13 0
Sholapur.....	22	5 6	28	7 0	37	8 0	52	15 2	51	0 10
Madras.....	22	4 0	32	1 0	38	7 0	41	10 0	41	13 0
Madura.....	27	12 0	32	1 0	38	7 0	41	4 0	41	7 0
Delhi.....	-	-	-	-	-	-	49	8 0	51	4 0
West Bengal.....	-	-	-	-	30	0 0*	30	0 0	30	0 0
Kanpur.....	-	-	37	5 0	60	4 0	61	14 6	53	7 0
Nagpur.....	24	6 0	29	4 0	40	8 0	41	2 8	39	15 2
Indore.....	-	-	-	-	45	0 0	46	11 0	48	6 0
Baroda.....	42	13 0	48	1 0	59	10 0	60	14 3	66	7 4
Bangalore.....	-	-	-	-	-	-	31	9 0	32	15 6
Coimbatore.....	21	13 0	32	1 0	38	7 0	41	10 0	41	13 0

* Relates to August 1948.

Bonus.- The payment of an annual profit bonus started during the prosperous war-years by the cotton mills in the various centres has since become a regular feature in almost all the important centres of the industry. In recent years adjudicators, industrial courts etc., who have had to deal with the question of bonus have expressed the view that bonus is not an ex-gratia payment but that the workers

in the industry are entitled to the payment of bonus so long as the industry makes profit. The amount of bonus given in 1949 varies from three months' wages in the Madura mills to 10 per cent of wages in an unit in Mysore.

Housing and welfare.- The standards of housing and amenities provided, the number of houses and the proportion of workers housed etc., differ between the various centres. While a large number of units in most centres have not made any provision for housing their workers, in a few, large housing colonies with amenities have been provided for a large number of ~~an~~ the employees.

The standards of welfare amenities provided ~~differ~~ differ from centre to centre. While some units have been content with providing the measures required by law some have undertaken welfare activities on an extensive scale and much beyond the requirements of law.

Provision for future.- From the information available, it would appear that in quite a few of the cotton ~~textile~~ textile mills in India some provision for the future of the workers exists either in the form of provident funds or pensions or gratuities. Where provident fund schemes are not in operation, workers are paid gratuity or pension at the time of their retirement from service. Such payments, however, are made ~~that~~ at the discretion of the management. Generally only permanent and regular workers are eligible for membership of the provident funds. Excepting in two units where the rate of contribution to the fund is 7 1/2 per cent, the rate in the others is 6 1/4 per cent of basic wages. The managements also contribute an equal amount at the end of every year. The amount of contribution is generally deducted from wages at the time of payment.

Industrial Relations.- Speaking generally, there was industrial peace in the cotton mill industry in the country during the ~~war~~ war years. However, during the immediate post-war years there was a spate of labour unrest in the industry all over the country, mainly attributable to the worsening economic situation in the country and the resulting ~~worsening~~ ^{degradation} in the conditions of living of the workers. In 1946, the man-days lost due to strikes and lockouts in the cotton mill industry amounted to 5,300,000, and in 1947, the figure went up to 7,100,000 man-days. In 1948 and 1949 however, there was gradual improvement in the situation, the possible factors responsible for the change being (a) the fixation of minimum wages and dearness allowance etc., for workers in the important centres of the industry such as Bombay, Ahmedabad, Madhya Pradesh, Madras, West Bengal, Indore, etc., during the years 1947-48, and (b) the

efforts made by the various parties to the Industrial Tuce Resolution to implement its recommendations relating to the promotion of cordial relations between labour and management, and efforts to increase production, etc. Some of the most important disputes during recent years have been the result of disagreement between labour and management in regard to the implementation and interpretation of the recommendations of Adjudicators, Industrial Tribunals, etc. For instance, in 1948 there was general strike in the cotton mill industry in Coimbatore, involving 23,000 workers and resulting in the loss of 1,900,000 man-days. The strike was precipitated on account of the implementation of the recommendations of the Standardisation Committee which prescribed a higher work-load for the operatives, as a result of which a number of workers had to be retrenched. Similarly in 1949 as a result of lockouts declared in the mills in Madhya Pradesh, because of the refusal of workers to accept the work-load laid down by the Industrial Tribunal, nearly 900,000 man-days were lost. During 1950, there was a general strike in the cotton mills in Bombay city as a protest against the award of the Industrial Court relating to profit bonus for the year 1949. The strike involved over 200,000 workers and resulted in the loss of 9,417,134 man-days. The available data regarding the man-days lost due to industrial disputes in the cotton mill industry is given below:-

Year	No. of man-days lost.
1946	5300,000
1947	7,103,000
1948	2,274,000
1949	2,550,831
1950	10,331,030

In this connection mention should be also made of the setting up of Works or Joint Committees, etc., in most of the units in the industry. These committees are bipartite in composition and are advisory in character. Though these committees are reported to be working satisfactorily in most of the mills, it would appear that in a few cases, these have not been successful due to the non-co-operative attitude of the workers in some cases or to the unhelpful attitude of the employers in others.

LIST OF THE PRINCIPAL LAWS PROMULGATED DURING THE
PERIOD COVERED BY THE REPORT FOR JULY 1951.

INDIA - JULY 1951.

Chapter 3. Economic Questions

- a) The Railway Companies (Emergency Provisions) Ordinance, 1951 (No. II of 1951); The Gazette of India, Extraordinary, Part II, Section 1, 14 July 1951, pp. 223-229).
- b) The Indian Companies (Amendment) Ordinance, 1951 (No. III of 1951); The Gazette of India, Extraordinary, Part II, Section 1, 21 July 1951, pp. 283-288.

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

The Indian Merchant Shipping (Amendment) Act, 1951 (No. XLII of 1951); The Gazette of India, Extraordinary, Part II, Section 1, 17 July 1951, pp. 231-232.

Chapter 6. General Rights of Workers

- a) The Essential Services (Prevention of Strikes) Ordinance, 1951 (No. I of 1951); The Gazette of India, Extraordinary Part II, Section 1, 11 July 1951, pp. 221-222.
- b) The Industrial Disputes (Amendment and Temporary Provisions) Act, 1951 (Act No. XL of 1951); The Gazette of India, Part II, Section 1, 27 June 1951, pp. 213-216.

Chapter 11. Industrial Safety

The Marking of Heavy Packages Act, 1951 (No. XXXIX of 1951)
The Gazette of India, Extraordinary, Part II, Section 1,
26 June 1951, pp. 211-212.

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

INDIA - JULY 1951.

International and National Organisations

- a) Federation of Indian Chambers of Commerce and Industry. Proceedings of the Twenty-fourth Annual Meeting held at New Delhi on the 31st March and 1st and 2nd April 1951. 28, Ferozshah Rd, New Delhi (1951). pp.249.

Economic Questions

- a) Government of India, Planning Commission; The First Five-Year Plan; A Draft Outline. July 1951, pp.322 (Sent to Geneva under this Office Minute No. D.1/1348/51 dated 14 July 1951).
- b) Annual Report on the Administration of the Industrial Housing Scheme for the year 1946-47. Obtainable from the Superintendent, Government Printing and Stationery, Bombay; Price Anna 1. 1949, pp.3.
- c) Annual Report of the Indian Council of Agricultural Research ~~for~~ for ~~the~~ 1949-50. Published by the Manager of Publications, Delhi, 1951. Price Re.1 annas 6, pp.81.

Manpower Problems

The Migration of the Worker: By S.K. Saxena, Assistant Professor of Economics, Birla College, Pilani. Birla College Commerce Association, Publication No.2, pp.21. (sent to Geneva under this Office Minute No. D.7/1370/51 dated 16 July 1951).

Income Security

Report on the Working of the Workmen's Compensation Act, 1923 for the year 1950. Printed by the Superintendent, Government Press, Madras, 1951. Price 4 annas, pp.7 (sent to Geneva under this Office Minute D.1/1465/51 dated 3 August 1951).
