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## CHAPTER 1. INTERNATIONAL LABOUR ORGANISATION.

INDIA - MAY 1951.

### 11. Political Situation and Administrative Action.

#### The Constitution (First Amendment) Bill, 1951: referred to Select Committee.

Mr. Jawaharlal Nehru, Prime Minister, India, introduced in Parliament on 12 May 1951, the Constitution (First Amendment) Bill, 1951. The main objects of the Bill are to amend Article 13 for overcoming difficulties brought about by judicial decisions and pronouncements in regard to fundamental rights and to make provisions fully securing the constitutional validity of the zamindari abolition laws in various States. Another important amendment sought to be made is to Article 15(3) so that any special provision that any State may make for the educational, economic or social advancement of any backward class of citizens may not be challenged on the ground of discrimination.

The urgent need of such a Bill has been emphasized in the statement of objects and reasons which says that during the last 15 months of the working of the Constitution, certain difficulties have been brought to light by judicial decisions and pronouncements specially in regard to the chapter on fundamental rights. The citizen's right to freedom of speech and expression guaranteed by Article 19(1)(a) has been held by some courts to be so comprehensive as not to render a person culpable even if he advocates murder and other crimes of violence. In other countries with written constitutions freedom of speech and of the Press is not regarded as debarring the State from punishing or preventing abuse of this freedom. The citizen's right to practise any profession or to carry on any occupation, trade or business conferred by Article 19(1)(g) is subject to reasonable restrictions which the laws of the State may impose "in the interests of the general public". While the words cited are comprehensive enough to cover any scheme of nationalisation which the State may undertake, it is desirable to place the matter beyond doubt by a clarificatory addition to Article 19(6).

Another article in regard to which unanticipated difficulties have arisen is Article 31. The validity of agrarian reform measures passed by the State

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legislatures in the last three years has, in spite of the provisions of clauses (4) and (6) of Article 31, formed the subject-matter of dilatory litigation, as a result of which the implementation of these important measures, affecting large numbers of people, has been held up.

The main objects of the Bill are, accordingly, to amend article 19 for the purposes indicated above and to insert provisions fully securing the constitutional validity of zamindari abolition laws in general and certain specified State Acts in particular, viz., (1) the Bihar Land Reforms Act, 1950 (Bihar Act XXX of 1950); (2) the Bombay Tenancy and Agricultural Lands Act, 1948 (Bombay Act ~~LXXVII~~ LXVII of 1948); (3) the Bombay Maleki Tenure Abolition Act, 1949 (Bombay Act LXI of 1949); (4) the Bombay Taluqdari Tenure Abolition Act, 1949 (Bombay Act LXII of 1949); (5) the Panch Mahals Mehwasai Tenure Abolition Act, 1949 (Bombay Act LXIII of 1949); (6) the Bombay Khoti Abolition Act, 1950 (Bombay Act VI of 1950); (7) the Bombay Paragana and Kulkarni Watan Abolition Act, 1950 (Bombay Act LX of 1950); (8) the Madhya Pradesh Abolition of Proprietary Rights (Estates, Mahals, Alienated Lands) Act, 1950 (Madhya Pradesh Act I of 1951); (9) the Madras Estates (Abolition and Conversion into Ryotwari) Act, 1948 (Madras Act XXVI of 1948); (10) the Madras Estates (Abolition and Conversion into Ryotwari) Amendment Act, 1950 (Madras Act I of 1950); (11) the Uttar Pradesh Zamindari Abolition and Land Reforms Act, 1950 (Uttar Pradesh Act I of 1951).

It is laid down in article 46 ~~as~~ as a directive ~~principle~~ principle of State policy that the State should promote with special care the educational and economic interests of the weaker sections of the people and protect them from social ~~injustices~~ injustice. In order that any special provision that the State may make for the educational, economic or social advancement of any backward class of citizens may not be challenged on the ground of being discriminatory, it is proposed that article 15(3) should be suitably amplified. ~~Some~~ Certain amendments in respect of articles dealing with the convening and proroguing of the sessions of Parliament have been found necessary and are also incorporated in the Bill. So also a few minor amendments in ~~respect~~ respect of articles 341, 342, 372 and 376.

After a debate, the Parliament adopted on 18 May 1951 without opposition the Prime Minister's motion for reference to Select Committee of the Constitution Act (First Amendment) Bill, with instructions to report to the House on 23 May 1951.

(The Gazette of India, Part II, Section 2, dated 19 May 1951, pages 353-357;  
The Statesman, dated 19 May 1951).

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Meeting of High Power Development Committee  
on Industries, New Delhi, 22 and 23 May 1951:  
Proposals on Industrial Co-operation.

A meeting of the High Power Development Committee on Industries was held at New Delhi on 22 and 23 May 1951. Besides industrialists who are members of the Committee, labour leaders, including representatives of the Indian National Trade Union Congress and the Hind Mazdoor Sabha, members of the Planning Commission, including the Finance Minister, and high officials of the Ministries of Commerce and Industry, Finance and Labour attended the meeting. Mr. Hare Krishna Mahatab, Minister for Commerce and Industry, presided.

The Committee decided to set up a joint consultative board on industry and labour to deal with questions relating to the rationalization and retrenchment of labour.

The Committee also reached agreement on measures for increased employer-worker collaboration in industrial production and speedy settlement of disputes.

Rationalization of labour: Joint Consultative Board to be set up.— The Committee considered the recommendations of its sub-committees on the question of rationalization of labour (vide pages 68-69 of the report of this Office for April 1951). The Committee agreed ~~for~~ that several aspects of the agreement reached by the sub-committee needed to be pursued further and implemented.

In order to do so, a joint consultative board on industry and labour should be constituted, comprising three representatives of employers' organisations and two of the Indian National Trade Union ~~an~~ Congress and one of the Hind Mazdoor Sabha, with an independent chairman. The board would be a permanent consultative body to deal with various questions relating to rationalization and retrenchment and take steps regarding implementation.

It was also decided that certain questions pertaining to the association of workers with the managements of industries, the study of problems of productivity and retraining of retrenched personnel should also be taken up by the board for consideration and action.

The board is expected to be set up almost immediately.

Housing and provident fund for workers.- The Committee recommended that high priority should be given to the question of provident fund for workers and to the problem of providing industrial housing.

Industrial co-operation.- As regards industrial co-operation, the Committee agreed that the relationship between employers and workers should be regarded as a partnership to promote the economic needs of the community in the best possible manner. In an economy organized on the basis of competition, private monopoly or private profit, workers' rights to have recourse to peaceful direct action should not be curtailed unduly. The Committee was of the opinion that industrial relations were not a matter between employes and employers alone but a vital concern of the community, as economic progress was bound up with industrial peace. Workers' right of association, organisation and collective bargaining, it was agreed, should be accepted without reservation as the fundamental basis of the relationship. The attitude to trade unions should ~~not~~ not be just toleration. They should be welcomed and helped to function as part of the industrial system.

Agreement was also reached on the need for collaboration through consultative committees for the purpose of increasing production, improving quality, reducing costs and eliminating waste.

It was agreed that friction and ~~workers~~ disputes between employers and workers must be avoided, and for this purpose it was considered necessary to lay down in specific terms the duties and responsibilities of either side.

Each undertaking, it was felt, should adopt a manual of instructions for workers, which could be revised when necessary. The practice of elected representatives of workers functioning as shop stewards should be encouraged and used for the redress of grievances. Suitable means should also be evolved to keep workers in touch with the State and the affairs of the establishments in which they were employed.

Collective bargaining.- As regards collective bargaining, it was recognised that the principle could derive reality only from the organised strength of the workers and a genuine desire on the part of employers to co-operate with their representatives. A legal framework might, however, be created to determine the appropriate bargaining agency and to fix ~~the~~ responsibility for the enforcement of collective agreement. If the parties failed to reach agreement, the State had to step in with an offer of conciliation. Conciliation should be made

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available in all such disputes except in a case of voluntary submission for arbitration, or if a direct approach to a tribunal or court was permitted or prescribed.

The Committee agreed that the machinery and procedure relating to arbitration and adjudication of disputes should be so designed as to secure a fair settlement based on the principles of natural and social justice with the minimum expenditure of time and money. It was agreed that the intervention of the State and imposed ~~arbitrations~~ settlements might be necessary at times. The stress of the administration as well as the efforts of the parties should, however, be for avoidance of disputes and securing internal settlement.

(The Hindustan Times, 23-5-1951;  
The Statesman, 24-5-1951 ).

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Chapter 2 International and National  
Organisations

25. Wage-Earners' Organisations.

India - May 1951.

I.C.F.T.U's Asian Regional Labour Conference,  
Karachi, 28 May 1951: Move to set up Permanent  
Asian Body.

An Asian Regional Labour Conference, under the auspices of the International Confederation of Free Trade Unions, opened at Karachi (Pakistan) on 28 May 1951. Dr. A.K. Malik, Labour Minister, Government of Pakistan, inaugurated the conference. The conference is being attended by trade union representatives of the following Asian countries: Ceylon, China (Formosa), India, Indonesia, Japan, Malaya, Pakistan, Singapore, South Korea and Thailand. The Indian delegates participating in the conference are from the Indian National Trade Union Congress and the Hind Mazdoor Sabha.

In addition to the delegates, the conference is being attended by representatives of ICFTU Headquarters U.N. Headquarters, ILO, and the U.S. Federation of Labour.

Mr. N.M. Joshi elected chairman.- Mr. N.M. Joshi, the Indian trade union leader, was elected chairman of the conference. Mr. R.E. Jayatilaka (Ceylon) and Mr. Churn Chun-han (South Korea) were elected vice-chairmen.

Agenda.- The agenda of the conference includes the following:

(1) General Secretary's Report - including report of activities of Information and Advisory Centre. (2) Draft Rules for the Asian Regional Secretariat. (3) Problems of Economic Development in Asia and the Far East. (4) Trade union rights, labour legislation, and industrial relations in Asia and the Far East. (5) Relations with the Asian Offices of the United Nations and of specialised agencies.

Mr. Joshi's address.- Speaking at the opening session, Mr. Joshi said that backward Far Eastern countries may have to ask Britain and the USA for technical help in running their industries. Workers in Asian countries had suffered too long from under-employment, small wages, bad housing, long working hours and lack of social security. The Federation's task was to ensure that they were no longer exploited.

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General Secretary's Report.- The General Secretary's report, submitted to the conference, disclosed that in the trade union field, plans were under way for an extensive ICFTU educational programme for the training of trade unionists in ~~the~~ Asia. The programme would include the opening of special trade union colleges, but would also cover other aspects of trade union education.

The report said that the ICFTU and its affiliated organisations in Asia and the Far East were now ready to embark on the second stage of its work in the region, the formal organisation of an Asian regional secretariat. It was of the utmost importance that the conference and the regional secretariat should deal with the ~~known~~ problem of organising agricultural labourers in Asia. Consideration by the conference of a special report on plantation workers was recommended. It also suggested consideration of measures for extending trade union organisation among the major groups of so-called manual workers. Implementation of the recommendations of the recent ICFTU world ~~recommendations~~ congress of professional employees should be one of the objectives of the regional organisation.

Plantation workers: ILO's assistance urged.- The report on plantation workers in Asia and the Far East made an exhaustive survey of conditions in tea, rubber, coffee and sugarcane estates and made three recommendations for the benefit of plantation workers. Stating that the wages of plantation workers were generally lower than those ~~of~~ industrial workers, the report said that in most countries in the region plantation workers were unable to meet their needs. The report emphasised that the U.N., the ILO and other specialised bodies, ~~it said,~~ could still do a great deal to remedy the economic and social conditions of plantation workers. However, the development of strong trade union organisations of plantation workers were essential for any effective action for the improvement of their conditions.

(Copy of Agenda of the Conference,  
received in this Office;  
The Statesman, dated 29-5-1951 ).

Calcutta Seafarers' Federation: New Body formed with Mr. Deven Sen as President.

A convention of seafarers of Calcutta, was held at Calcutta on 13 May 1951. Dr S.C. Banerjee presided. The convention, which was attended by eight out of the ten seamen's union in the city, decided to form a united organisation called the Calcutta Seafarers' Federation. Mr. Deven Sen was ~~elected~~ elected President of the Federation.

The convention, by a resolution, urged the Government of India and the Calcutta Liners' Conference to recognise the federation as the "sole bargaining organisation of the seafarers of Calcutta".

Pleading for the introduction of a contributory provident fund, the convention, in another resolution, stated that seafarers, while in employment, should contribute 12 1/2 per cent of their wages to the fund, and an equal amount should be deposited to their account by the employers.

By another resolution, it asked the Government of India to amend the existing rules of the seamen clinics as well as to introduce 12 weeks' medical leave with full pay. It emphasised that the system of 'blacklisting' was detrimental and urged that the system of gratuity should be adopted.

By another resolution the convention demanded immediate implementation of the recommendation of the Seattle Convention regarding accommodation of crews on board the ~~vessels~~ vessel.

(Amrita Bazar Patrika, 14-5-1951).

Trade Union Finances in India during 1948-1949.

The following information on trade union finances in India during 1948-1949 is taken from a note on this subject appearing in the March 1951 issue of the Indian Labour Gazette.

The Indian Trade Unions Act, 1926, does not permit the funds of a trade union to be spent in objects other than those specified in Section 15 of the Act. These include administrative and legal expenses, expenditure in connection with the conduct of trade disputes, unemployment and other benefits, publication ~~with~~ of periodicals, etc. It also ~~permits~~ permits contributions to a political fund but only on a voluntary basis. A registered trade union is required to keep its account books open to inspection by an officer or any member of the union. Information given below relates to 1,848 trade unions out of a total of 3,150 on the register at the end of the year 1948-49.

Income of trade unions.- Trade unions derive their income mainly from contributions from members, donations, interest on investments, etc. Contributions from members are generally responsible for a major portion of the total income, next in importance being donations. The following table illustrates the percentage distribution of income according to sources of trade unions:-

Sources of Income	Trade Unions					Federa- tions
	All Unions	Central Unions	State Unions	Work- ers' Unions	Em- ploy- ers' Unions	
Contributions from members.	69.2	64.3	71.6	75.2	52.5	84.0
Donations.....	9.4	6.3	10.9	12.1	2.1	9.0
Sales of Periodicals, etc..	.2	.4	.1	.2	.2	0.3
Interest on Investments....	.8	.1	1.1	.9	.2	0.7
Miscellaneous.....	20.4	28.9	16.3	11.6	45.9	6.0

Workers' unions depend almost entirely on contributions from members and donations whereas employers' unions receive a considerable amount from "miscellaneous sources". These "miscellaneous sources" in the case of workers' unions include admission fees, strike fund, special contributions to meet the expenses of adjudication and various other funds like building funds, organisation fund, etc. The following <sup>table</sup> table the income of workers' unions by sources, Statewise, during 1948-49:-

State	No. of unions submitting Returns.	Membership at the end of the Year.	Contri- bution from Members.	Donations	Income from Miscellaneous sources.*	Total Income
1	2	3	4	5	6	7
			Rs.	Rs.	Rs.	Rs.
<b>Central Unions</b>						
Bombay.....	24	108,022	251,732	8,732	15,388	255,853
Delhi .....	2	11,014	10,973	600	955	12,528
Madhya Pradesh.	1	10,272	2,240	-	-	2,240
Madras.....	8	51,046	51,753	45,320	10,941	108,014
Punjab.....	2	813	1,098	-	13	1,111
Uttar Pradesh	14	94,022	53,066	3,077	766	56,909
West Bengal.	33	198,721	172,515	64,470	10,411	247,396
<b>Total..</b>	<b>84</b>	<b>473,910</b>	<b>523,378</b>	<b>122,199</b>	<b>38,474</b>	<b>684,051</b>
<b>State Unions</b>						
Ajmer.....	15	5,532	10,602	2,641	161	13,404
Assam.....	43	107,725	110,023	13,179	11,219	134,421
Bihar.....	141	148,234	221,792	22,200	3,395	252,387
Bombay.....	290	419,770	995,069	91,609	45,963	1132,641
Coorg.....	1	320	430	-	3	433
Delhi.....	43	24,558	33,652	3,299	56,178	93,129
Madhya Pradesh.	58	33,533	52,391	3,305	1,027	56,723
Madras.....	293	149,620	270,594	67,065	65,687	403,346
Orissa.....	27	13,407	15,804	2,917	276	18,997
Punjab.....	4	2,172	1,810	649	351	2,810
Uttar Pradesh.	285	137,326	214,034	54,648	30,375	299,057
West Bengal	529	435,729	788,401	140,079	291,940	1220,420
<b>Total..</b>	<b>1,729</b>	<b>1,477,926</b>	<b>2,714,602</b>	<b>401,591</b>	<b>511,575</b>	<b>3627,768</b>

\* Includes income from sale of periodicals, publications, etc., and interest on investments.

Out of the 84 Central Unions, having an aggregate income of 684,051 rupees, West Bengal claims 39 per cent of the unions with 36 per cent of the total income, while Bombay has 29 per cent of the unions and 37 per cent of the total income. The average income per central union is the highest in Madras, namely, 13,502 rupees; it is 10,660 rupees in Bombay, 7,497 rupees in West Bengal and 4,065 rupees in Uttar Pradesh. The average annual income per member is the highest in Madras, namely 2 rupees 2 annas and lowest in Madhya Pradesh, namely, 4 annas only. It is 1 rupee 7 annas in Bombay, 1 rupee 4 annas in West Bengal, 1 rupee 6 annas in the Punjab and 1 rupee 2 annas in Delhi.

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The total income of the 1,729 State Unions, classified is 3,627,768 rupees. Of this income, Bombay, West Bengal and Madras claim 31 per cent, 34 per cent and 11 per cent respectively. The average income per union is the highest in Bombay, being 3,905 rupees and lowest in the Punjab, being 702 rupees (if Coorg with one union having an income of 433 rupees is not taken into account). It is 3,126 rupees in Assam, 2,307 rupees in West Bengal, 2,165 rupees in Delhi and 1,376 rupees in Madras. The average income per member is the highest in Delhi being 3 rupees 13 annas and lowest (1 rupee 5 annas) in the Punjab. It is 2 rupees 15 annas in West Bengal, 2 rupees 11 annas in Bombay and Madras and 2 rupees 3 annas in Uttar Pradesh.

A classification of workers' unions and their income according to the industries, shows that "transport (including railways and tramways)" accounts for more than 13 per cent of the total income. The average income per union is 3,907 rupees for railways and other transport (excluding tramways), 5,714 rupees for tramways, 5,200 rupees for textiles and 4,737 rupees for docks and port trusts. Seamen's unions show the highest average income, namely, 12,384 rupees. Although a major part of the income in case of all industries is derived from contributions from members, an appreciable income in case of textile unions comes through donations, interest on investments and miscellaneous sources. Donations play an important part in the case of unions of railway, municipal and engineering workers.

Expenditure of trade unions.— The following table shows the percentage distribution of expenditure of trade unions according to items of expenditure:—

Items of Expenditure	Trade Unions					Federations
	All Unions	Central Unions	State Unions	Workers' Unions	Employers' Unions.	
1	2	3	4	5	6	7
Salaries, allowances, etc. of officials.....	15.9	16.1	15.9	17.5	13.4	7.1
Establishment.....	23.3	22.1	24.2	25.6	19.5	32.3
Auditors' Fees.....	.7	.2	1.0	1.0	.1	.1
Legal expenses.....	1.8	.5	2.8	2.5	.6	4.1
Trade disputes.....	2.5	.5	4.0	3.8	-	4.7
Compensation for loss arising out of trade disputes.....	.7	.02	1.2	1.1	-	.05
Funeral, old age, sickness, unemployment and other benefits.....	1.6	.4	2.4	2.5	-	3.2
Educational, social and religious benefits.....	1.2	.6	1.6	1.6	.5	22.3
Publications of Periodicals.....	.5	.5	.5	.8	.03	9.6
Others.....	51.8	59.3	43.6	46.3	65.9	11.5

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Salaries, allowances, etc. of officers and the expenses of establishment account for a large proportion of the expenditure of trade unions. Miscellaneous expenses, which comprise a major portion of expenditure, include donations to consumers' societies, or to some funds, expenses of meetings, cost of propaganda, conveyance charges, etc.

Of the total expenditure (591,444 rupees) of the 84 Central Unions, Bombay and West Bengal are responsible for 40 per cent and 30 per cent respectively. The average expenditure per union is the highest in Madras being 11,099 rupees and lowest in the Punjab, being 480 rupees. It is 9,924 rupees in Bombay, 5,469 rupees in West Bengal and 4,737 rupees in Uttar Pradesh. The average expenditure per member is the highest (2 rupees 3 annas) in Bombay and lowest (7 annas) in Madhya Pradesh. It is 1 rupee 3 annas in the Punjab, 1 rupee 2 annas in Delhi and 15 annas in West Bengal.

The total expenditure incurred by the 1,729 State Unions was 2,907,753 rupees. Of the total expenditure, the States of West Bengal, Bombay and Madras are responsible for 31 per cent, 28 per cent and 12 per cent respectively. The average expenditure per union is highest in Bombay, being 2,883 rupees and lowest in Orissa being 461 rupees (if Coorg with only one union having an expenditure of 82 rupees is excluded). It is 2,652 rupees in Assam, 2,098 rupees in Delhi, 1,718 rupees in West Bengal and 1,183 rupees in ~~Assam~~ Madras. The average expenditure per member is the highest (3 rupees 11 annas) in ~~Madra~~ Delhi and lowest (15 annas) in Orissa. It is 2 rupees 1 anna in West Bengal, 2 rupees 5 annas in Madras, 2 rupees 1 anna in Bihar and 1 rupee 15 annas in Bombay.

A classification of workers' unions and their expenditure according to industries, shows that the average expenditure per union was 3,692 rupees for "railways and other transport (excluding tramways)", 7,318 rupees for tramways, 4,304 rupees for textiles and 3,650 rupees for docks and port trusts. The average expenditure per union was the highest for seamen's unions namely, 9,547 rupees. In the case of most of the industries, salaries, allowances, etc. of officers and the expenses of establishment constitute a major portion of the expenditure. The transport and textile unions also spend a considerable amount on legal expenses, trade disputes, social assistance and welfare work.

With regard to the expenditure of federations, the note states that more than 30 per cent of the total was on social benefits like Funeral, Sickness, Unemployment, Educational and Religious Benefits. It may be mentioned here that the progressive

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activities of the Textile Labour Association, Ahmedabad, are mainly responsible for this welcome trend in the distribution of expenditure of the federations. Individual trade unions, however, have not been so progressive in this respect and the workers' unions showed only 4.1 per cent of the expenditure on these items.

Expenditure incurred in connection with the conduct of trade disputes, including compensation for loss arising of such disputes, comes to 4.9 ~~per~~ per cent in the case of workers' unions and 4.73 per cent in the case of federations of trade unions. The total amount spent for this purpose during the year 1948-49 was 174,504 rupees.

Auditors' fees and legal expenses formed 2.5 per cent of the total expenditure in the case of trade unions whereas it was 4.2 per cent in the case of federations. Expenditure on publication of books, periodicals, etc., formed 0.5 per cent of the ~~the~~ total expenditure.

(Indian Labour Gazette, March 1951).

28. Employers' Organisations.

India - May 1951.

Increased Production alone can raised  
Workers' Living Standards: All-India  
Organisation of Industrial Employers  
urge Review of Labour Policy.

The All-India Organisation of Industrial Employers, in a memorandum submitted to the Planning Commission, has emphasised that increased production and not legislation can ensure higher standards of living for the workers. The memorandum has urged review by the Commission of the Government of India's labour policy, with particular reference to legislation. It said that such a review was warranted not only in the interests of industry, but in the interests of the country and Labour itself, for "a prosperous industry is the basis of all labour welfare". In the opinion of the Organisation, while some of the labour laws had been intended mainly to consolidate and improve the existing legislation, most others had extended the scope of legislation to fields which should normally be outside it. Legislation had been undertaken on such diverse matters as fixation of wages, settlement of disputes and provision of social security to workers. The Organisation, therefore, feels that unless a thorough review of labour policy was made and it was adjusted to the general framework of the country's economy and the stage of economic development, "the well-intended measures of labour legislation will have the unexpected yet the most natural result of putting a brake on our economic progress".

Need for co-operation.- The memorandum stresses that on the psychological plane it was desirable to have an attitude of co-operation between employers and workers as no useful purpose could be achieved unless both parties realized their responsibilities more than their rights. As for the Government, it would be more in the interest of the country if it guided industry rather than directed it through elaborate legislative measures.

Explaining the difficulties the employers confronted in implementing ~~for~~ the Minimum Wages Act and the Employees State Insurance Act, the memorandum says that while increased burdens were being placed on industry without regard to its capacity to bear them, the attitude of labour unfortunately was not "very happy". It adds that

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the employers had been doing their best to improve the lot of the workers through voluntary benefits. If the ~~workers~~ through provision of these facilities was enforced by legislation, those sections of industry which were not much above the margin would have to close down.

Another aspect of the problem to be considered was whether consumers could afford to pay high prices resulting from enhanced labour cost.

Changes in legislative measures suggested.- The memorandum suggests the following changes in the legislative measures now before Parliament:-

The Labour Relations Bill.- Clause 61, giving the workers the right to refer a dispute directly to a labour court for adjudication and Clause 100, preventing the employer from taking disciplinary action against ~~the~~ an employee during the pendency of proceedings in a dispute should be amended to enable the employer to maintain discipline;

Clause 84, entitling a dismissed employee to reinstatement, should be so amended as not to permit the tribunal to order reinstatement of an employee except with the consent of the employer;

Clause 85-91, regulating retrenchment should be "thoroughly revised and amended". The most scientific way of increasing productivity was to rationalize; rationalization would benefit labour by way of increased wages without increasing labour costs to industry;

Clauses 115-120, which empower the Government to take over control of an undertaking, which did not implement the terms of an award or agreement, should be totally deleted. Such powers should be exercisable by the Government only in case of national emergency;

Clause 84, relating to illegal strikes and lock-outs, did not also hold the scales even between the employers and workers and so should be "suitably amended";

Clauses which relate to penalties including fine and imprisonment were "unduly severe" and provision should be made that "it shall not be considered an offence under the Act if the assets of the company do not permit an employer to meet any financial liability under any order, award etc.";

Clause 130, which relate to offences by corporations should be amended in such a way as to provide the company ~~should be given~~ the option to nominate a person for the purposes of the Act and that such a ~~persons~~ person should be responsible

for all offences committed under the ~~Act~~ Act.

The Employees State Insurance (Amendment) Bill 1951.- The implementation of this Act, seeking to empower the Central Government to collect employers' contribution from all over India even though the scheme would be effected initially only in certain areas, was "neither feasible nor desirable".

The Fair Wages Bill.- The Bill proposed to set up a number of wage boards to fix wages of industrial workers in such a way as to provide for a standard family. Wages of labour had been steadily increasing as a result of the awards of industrial tribunals, and proceeding with the Bill at the present juncture was "definitely harmful to industry and would also create avoidable industrial unrest". It should, therefore, be withdrawn.

The memorandum also refers to other contemplated measures, such as legislation for the compulsory institution of welfare trust funds and provident fund schemes and provision of housing. ~~It has urged the Planning Commission to consider whether, in view of the present state of the national economy, compulsion through legislation was a desirable method to be followed. It emphasises that while many concerns paid voluntary benefits to their employees, any proposal to introduce legislation in respect of provident fund and other benefits, such as, welfare trust funds and housing, was not warranted by circumstances and should be completely given up.~~

(The Hindustan Times, 28-5-1951).

Employers urge postponement of Social Insurance Scheme: Memorandum submitted to Government.

The All-India Organisation of Industrial Employers in a memorandum submitted to the Government of India, has asked the Government to postpone implementation of the Employees' State Insurance Act, 1948, either in its original form or as sought to be amended by the Bill pending before Parliament, (vide pages 92-93 of the report of this Office for March 1951).

The memorandum states that the principles involved in the Act and in the amending Bill are not only "socially unfair" but will be "disastrous" in their economic consequences at the present juncture of the country's economy. It suggests that the

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best course for the Government would be to encourage employers to offer medical benefits to their workers and institute voluntarily schemes similar to the one envisaged in the Act.

In this connection it may be mentioned that the Act envisages a statutory corporation to administer medical, maternity and other benefits to industrial workers (about 3,00,000 in all). The corporation and its schemes are to be financed jointly by the employers, employees and the Government, the major share coming from the employers. The amending Bill, seeks to provide for a "special contribution" from the employers throughout the country even though the schemes may be effected only in certain selected areas. The Government will fix the rate of the "special contribution" from time to time, but not exceeding 5 per cent of the total wage bill of the employer. According to an unofficial calculation, the ~~total~~ total income of the corporation is estimated to be 250 million rupees, the employers paying 150 million rupees, the employees 80 million rupees and the Government 20 million rupees.

The memorandum points out that in the present financial circumstances, which are far from satisfactory, the industry cannot afford to pay such a high levy. Apart from this basic objection, the Organisation has underlined two other incongruities in the principles underlying the levy. First, the "special contribution" in areas where the scheme is to be implemented will be higher than in those areas which are left out. This will put the areas and industries under operation of the scheme to a disadvantage as compared to others. Secondly, the employers throughout the country are to bear the expenses of working out the scheme in a few selected areas as is ~~pro~~ proposed to be done in Delhi and Kanpur to begin with. This arrangement is unfair and unjust. Such a uniform levy without any corresponding benefit will, it is stated, amount to imposition of a special tax on the industry, the constitutional propriety of which is doubtful. The employers in the areas which are thus left out of the scheme will in addition, have to incur expenditure under the Workmen's Compensation Act, the Maternity Benefit Act, etc.

The Employers' Organisation also expresses its fear <sup>that</sup> the huge fund which is proposed to be placed at the disposal of the corporation will lead to extravagance and a top heavy administrative machinery. It is further pointed out that some employers are already voluntarily providing most of the benefits envisaged under the Act, Medical facilities offered by these concerns are suited to the requirements of workers. Enforcement of the Act, it is feared, will dislocate these existing facilities. The acute shortage of housing is another hurdle, and the

corporation may not be able to set up its dispensaries and hospitals near the factories or workers' dwellings as they exist now.

In conclusion the memorandum warns that should the Government go ahead with the scheme, it will be imposing on industry a burden which it cannot bear.

(The Hindustan Times, 17-5-1951 ).

29. International Co-operation.

India - May 1951.

Penicillin Factory For India: U.N. Specialised Agencies' Offer accepted.

The Government of India has accepted an international offer of assistance in setting up a penicillin factory in India at an estimated cost of 20 million rupees.

Under the terms of the offer, the World Health Organisation will make available technical assistance and training facilities for Indian personnel to the extent of 1.6 million rupees approximately, while the United Nations International Children's Emergency Fund will pay for plant and machinery up to 4 million rupees approximately. Against the latter sum, either the Government of India or the factory will make available to women and children free supplies of penicillin to the total value of 4 million rupees approximately.

The factory is likely to take 12 to 18 months to start production. A minimum production of 400,000 mega units per month is expected to be reached at the end of two years, rising ultimately to 700,000 mega units.

(The Statesman, 2-5-1951 ).

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UNESCO Technical Aid Plan for Ceylon:  
Agreement signed.

The United Nations Educational Scientific and Cultural Organisation has set apart a sum totalling 26,500 dollars for its plan for providing technical assistance to Ceylon, according to the texts of the agreement, between UNESCO and the Ceylon Government, issued during the first half of April 1951.

From this sum, fellowships and grants for study abroad will be awarded to Ceylonese to the equivalent of 8,500 dollars in the Fundamental Education Project and 6,000 dollars in the Minerals Development project. Technical and other equipment will be supplied by UNESCO to the equivalent of 7,000 dollars in the former project and 5,000 dollars in the latter.

Under the agreement UNESCO undertakes to arrange for the arrival of personnel sent to Ceylon, passage, insurance and salaries being paid by UNESCO. Any laboratory or other tests and experiments which have to be made outside Ceylon will be arranged by UNESCO, and such costs as are payable abroad will be met by UNESCO.

In return the Ceylon Government undertakes to maintain a fund for meeting lodging, travelling, communications, medical and hospitalisation and other expenses incurred by UNESCO personnel, during the execution of their duties in the Island. The Ceylon Government also undertakes not to make ~~any~~ any request for technical assistance on matters specified to any other international organisation or Government.

Individuals benefiting from the study grants are to be utilised by the Government in ~~the~~ fields directly related to the subjects studied abroad.

The Ceylon Government also undertakes to give "full and prompt consideration" to advice received, and will arrange for the publications of information and other ~~materials~~ material by the Organisation, regarding the results of the technical assistance provided and the experience derived from it.

(Ceylon News-Letter, 13-4-1951. Issued  
by the Ceylon Government Information  
Department )

Work of Commonwealth Consultative Committee  
reviewed: Dr. Keskar's Statement in Parliament.

*London and  
Colombo respectively.*

On 14 May 1951, Dr. Keskar, Deputy Foreign Minister, replying to a question in Parliament, stated that three meetings of the Commonwealth Consultative Committee had been held so far at Sydney. Another Conference would not be held until there was special need for it. The USA was a non-member country which had been invited to participate fully in the deliberations. Indo-China was also asked to participate and Burma had been invited to take part in certain conferences.

Asked what was the USA's contribution to the scheme, Dr. Keskar said: "Quite a large amount will be contributed by the USA".

Dr. Keskar said that at the Sydney conference the participating countries discussed ways to bring about the speedy economic development of the countries of South and South-East Asia in co-operation with other interested Governments. One of the important decisions of the conference related to the preparation of a realistic and comprehensive development plan by each member country. These plans were considered at the second meeting of the Consultative Committee held in London and a consolidated report was prepared based upon the detailed surveys of existing conditions in the countries concerned. This report was known as the "Colombo Plan for Co-operative Economic Development of South and South-East Asia".

The decisions of the London conference also led to the setting up of a Technical Co-operation Bureau under an interim administrator with headquarters at Colombo to receive and co-ordinate offers and requests for technical assistance from member countries. The Colombo conference of the Consultative Committee which was held in February 1951 took stock of the situation after publication of the Colombo Plan, reviewed the progress made in the technical co-operation scheme and made recommendations regarding continuing consultations among the participating Governments.

(The Statesman, 15-5-1951).

Canadian Scholarships under Colombo Plan:  
Offer accepted by India.

The Government of India has accepted the Canadian Government's offer of scholarships and fellowships for Indian students under the Colombo Plan.

A Government of India Press Note issued on 15 May 1951, said that the subjects for which the awards may be availed of are:

(a) Scholarships for postgraduate study in agricultural engineering (farm machinery and equipment); electrical engineering; electronics; civil engineering (advanced ~~structures~~ structures or hydraulics); mechanical engineering (power plant engineering); biochemistry; physics (any branch or low temperature physics); thermodynamics, metrology or instrument technology; and geology (geophysical prospecting).

(b) Travelling fellowships to forestry irrigation, electrical transmission, hydro development, textile production, social security and welfare.

The scholarships are for post-graduate courses or research at a university in Canada. Candidates for the fellowships have to be at the professional, administrative or executive level of employment, or trained for such. *pos.*

*should have*

(The Statesman, 16-5-1951).

CHAPTER 3. ECONOMIC QUESTIONS.

INDIA - MAY 1951.

31. General Economic Situation.

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Report of the National Income Committee published:  
Per Capita Figure for 1948-1949 estimated at 255  
Rupees.

The first Report of the National Income Committee set up in August 1949 (vide pages 25-26 of the report of this Office for August 1949) was presented to the ~~Parliament~~ Parliament by Mr. C.D. Deshmukh, Minister for Finance, Government of India, on 5 May 1951. The Report, which is the first scientific attempt made on a comprehensive scale under the auspices of the Government for estimating the national income, estimates India's national income during 1948-49 at 87,100 million rupees. For an estimated population of 341.04 million in the year this works out to a "per capita" income of 255 rupees. Of the total income consumer expenditure on food has been estimated at 46,000 million rupees, representing nearly 53 per cent of the national income. This high proportion, the Report says, "shows in a general way the underdeveloped character of our economy".

The National Income Committee proposes to follow up this report with a final one to be submitted early next year which will cover both 1948-49 and 1949-50.

In addition to the total estimate for 1948-49, the Report contains figures showing the sources of income, occupational distribution, net output per engaged person, share of Government in domestic output, relation of income to consumer expenditure and a framework of social accounts.

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First Report of the National Income Committee, April 1951; Issued by the Department of Economic Affairs; Ministry of Finance; Government of India; pp. 102.

National Income and economic policy.- A correct estimate of the national income and its distribution are essential, the Report observes, to enable the Government to frame its economic policy on proper lines. It takes the mind of the policy-maker away from the immediate pressure of the specific problems to a consideration of the whole economy, of the close inter-relations among its parts and of the links between the present and the future. In the absence of such data, there is a tendency to deal with each specific problem as it arises; to overlook the inter-dependence of groups and the ~~quantity~~ continuity of effect of ~~action~~ any policy. While such a course of action may lead to a solution of the immediate problem, it may give rise to a worse one in future and "long-term problems may be allowed to accumulate with the danger that they will not be solved within the framework of the existing society".

Problems of national income estimation in India.- The difficulties in arriving at a correct estimate of the income, the Report says, are great. To begin with, when calculating the value of output, one normally proceeds on the assumption that the bulk of the commodities and services produced in the country are exchanged for money. In the case of India, however, a considerable portion of output does not come into the market at all, either being consumed by the producers themselves or bartered for other commodities and services. The problem of imputation of value thus arises and takes on significantly large proportions in some sectors of the economy. In view of the difficulties in measurability that this results in, and in order to avoid misunderstanding, the Report ~~says~~ states it may perhaps become necessary for estimates of India's income to include a classification of 'monetary' and 'non-monetary' sectors which one would not find in national income estimates of other countries.

Secondly, the problem of measurability is further complicated in India by the fact that many producers have nothing but the remotest notion of either the ~~quantity~~ quantity or value of their output. An element of guesswork therefore inevitably enters into the assessment of output, especially in the large sectors of the economy which are dominated by the small producer or the household enterprise.

Thirdly, Indian economy is distinguished by the comparative lack of differentiation in economic functioning. Hence the customary classification of national income by industrial origin cannot be taken except as a rough approximation to a classification of distinct groups in the population, whose main

income is derived from a single industry. And there arises a genuine question as to whether a substantial revision of the industrial classification and a much greater emphasis than is customary in the west upon social groupings connected with the character of the enterprise rather than with industry would not be more useful for India. These difficulties, the Report points out, will indicate that there is a "vast territory awaiting intellectual exploration by economists and statisticians".

The Report states that apart from the conceptual difficulties mentioned above, there is the much larger problem of the non-availability of statistical data for the estimation of income and related statistics in India. The main bodies of the available data used by the Committee for estimates of 1948-49 relate to the gross volume of agricultural production and other allied products, activities of factory establishments, income and expenditure of the Government and Government ~~establishments~~ enterprises, data on imports and exports and other items in the international balance of payments, and available information on the working population. These data are subject to limitations and incomplete in some aspects. But, states the Report, the list of major gaps in the supply of statistical data is far more impressive. There are scarcely any current data on the economic structure of the basic industry of the country - agriculture and related activities - no information on the structure of costs, on consumer expenditure of the population attached to land, or on their savings if any. Neither are there any recent or sufficiently comprehensive data on the consumption expenditure or savings of the urban population. There are no useful data on distribution of income by size, the current information yielded by the income tax statistics being exceedingly limited in scope, if not also in accuracy. There are no data that would permit an estimate of capital formation, except for the hope extended by further analysis of production statistics.

Methods followed for estimation of national income.- The methods followed in the estimation of India's income have been necessarily governed by the availability of data. It has, therefore, not been possible to use either the 'inventory' or the 'income' method to cover the entire range of the economy. The Report has, therefore, estimated the total working force in 1948-49 and its distribution among different occupations; this occupational classification is made on the basis of the classification of the economy by industry, including under the term 'industry' also agriculture, services, and all other means of income-generation. The inventory method is applied to as many sectors of the economy as possible, the value of net product being obtained

by a complicated process of estimation involving many ingenious devices and assumptions for inferring the magnitudes of the unknown from those of the known; while for the remaining sectors the income method is applied, the number of workers in each category being obtained from the re-organized data of occupational classification. The total gives the net domestic product at factor cost, and after adjusting for earned income from abroad, the figure of national income for 1948-49 is derived. The area and population covered by this estimate pertains to the whole of the Union of India; and this in turn involves a good deal of processing of statistical material as also the use of a number of assumptions as much of the data available in the field of Indian income relates to the territory and population of India before partition.

The actual estimation has been made by taking into account the total "working force" in 1948-49 and its distribution among different occupations. The following table indicates the distribution of the working force:-

Census subclasses	Principal earners plus working dependants.		Principal earners plus 1/2 working dependants.	
	No. in (000)	p.c.	No. in (000)	p.c.
1	2	3	4	5
I. Exploitation of animals and vegetation.....	90,537	68.2	81,550	67.9
II. Exploitation of minerals...	633	0.5	589	0.5
III. Industry.....	18,019	13.6	16,245	13.5
IV. Transport.....	2,448	1.8	2,269	1.9
V. Trade.....	8,250	6.2	7,706	6.4
VI. Public force.....	1,909	1.4	1,847	1.5
VII. Public administration.....	1,697	1.3	1,638	1.4
VIII. Professions and liberal arts.....	5,044	3.8	4,673	4.0
IX. Domestic service.....	4,194	3.2	3,533	2.9
Total.....	132,731	100.0	120,050	100.0

The report also indicates the methods which ~~the~~ it has adopted for estimating the value of different sources of income including agriculture, animal husbandry, forestry, fisheries, minerals, industry including small enterprises, ~~the~~ trade and transport, the professions and liberal arts, Government services and domestic workers.

Estimates for 1948-49.- The Report places the national income of India during the year 1948-49 at 87.1 rupees abja or 87,100 million rupees. (abja = 100 crores = ~~100~~ 1 million = 1.u.s. billion).

The following tables give the estimates arrived at by the Report:-

NATIONAL INCOME OF THE INDIAN UNION  
BY INDUSTRIAL ORIGIN, 1948-49

item (1)	net output (Rs. abja) (2)	percentage (3)
<b>Agriculture</b>		
1. agriculture, animal husbandry and ancillary activities*	40.7	46.7
2. forestry	0.6	0.7
3. fishery	0.2	0.2
4. total of agriculture	<u>41.5</u>	<u>47.6</u>
<b>Mining, manufacturing and hand-trades</b>		
5. mining	0.6	0.7
6. factory establishments	5.8	6.6
7. small enterprises	8.6	9.9
8. total of mining, manufacturing and hand-trades	<u>15.0</u>	<u>17.2</u>
<b>Commerce, transport and communication</b>		
9. communications (post, telegraph and telephone)	0.3	0.3
10. railways	2.0	2.3
11. organised banking and insurance	0.5	0.6
12. other commerce and transport §	14.2	16.3
13. total of commerce, transport and communications	<u>17.0</u>	<u>19.5</u>
<b>Other services</b>		
14. professions and liberal arts	3.2	3.7
15. government services (administration)	4.6	5.3
16. domestic service	1.5	1.7
17. house property	4.5	5.2
18. total of other services	<u>13.8</u>	<u>15.9</u>
19. net domestic product and factor cost	87.3	100.2
20. net earned income from abroad	(-) 0.2	(-) 0.2
21. net national output at factor cost - national income	<u>87.1</u>	<u>100.0</u>

\* these include processing, marketing and ancillary activities performed by the cultivator in respect of his own produce.  
§ include services of indigenous money-lenders.

NET DOMESTIC PRODUCT OF THE INDIAN UNION  
BY CHARACTER OF ENTERPRISE : 1948-49.

items (1)	net output (Rs.abja) (2)	percentage of "classified product" (3)	"domestic product" (4)
small enterprises (largely households)			
1. agriculture (other than plantations, etc.).....	40.0	62.6	
2. fishery .....	0.2	0.3	
3. small enterprises and hand-trades.....	8.6	13.4	
4. professions and liberal arts.....	3.2	5.0	
5. domestic service.....	1.5	2.3	
6. total of small enterprises	53.5	83.6	61.3
larger enterprises			
7. agriculture (plantation, etc) ..	0.7	1.1	
8. forestry.....	0.6	0.9	
9. mining.....	0.6	0.9	
10. factory establishments..	5.8	9.1	
11. railways.....	2.0	3.1	
12. communications.....	0.3	0.5	
13. organised banking and insurance.....	0.5	0.8	
14. total of larger enterprises.	10.5	16.4	12.0
unclassified items			
15. other commerce and transport.....	14.2		
16. government services (administration)....	4.6		
17. house property.....	4.5		
18. total of unclassified items	23.3		
19. net domestic product..	87.3	100.0	100.0

Net output per engaged person.- The following table shows the net output per engaged person in India during 1948-49:-

items	net output (Rs.abja)	number of persons engaged (lakhs)	net output per engaged person(Rs. thousands)
(1)	(2)	(3)	(4)
1. agriculture.....	41.5	905	0.5
2. mining and factory establish- ments.....	6.4	38	1.7
3. small enterprises.....	8.6	149	0.6
4. total of mining, manufacturing and hand-trades .....	15.0	187	0.8
5. railways and communications.	2.3	12	1.9
6. banking, insurance and other commerce and transport...	14.7	95	1.5
7. total of commerce, transport and communications.....	17.0	107	1.6
8. professional and liberal arts.	3.2	50	0.6
9. government services (administration).....	4.6	36	1.3
10. domestic service.....	1.5	42	0.4
11. house property.....	4.5		
12. total of other services.....	15.8	128	1.1
13. net domestic product at factor cost.....	87.3	1527	0.66

These estimates are based on the occupational distribution of the working force in the country. Each working dependent is treated as equivalent to a principal earner, subsidiary workers being completely omitted from the calculations of the working force. The complete ~~omission~~ omission of subsidiary occupations is unavoidable because of the vagueness of the category; it is also probably justified by the fact that part-time work in different ~~sect~~ sectors is likely to cancel out.

An alternative procedure would be to treat a working dependent as equivalent to half of one principal earner. This may be justified by the fact that there is a great preponderance of women among working dependents, and the fact that working dependents occur largely in the agricultural sector. It is possible that many of the working dependents work only a part of their time. Secondly, a child below 14 years engaged in economic activity would be described as a working dependent, and it would be reasonable to assume that his productivity is lower than that of an adult. In the absence of tables of occupation distribution by age, it is not possible to examine the position more closely. However, the adoption of the alternative procedure leads to the table given below. Although some of the individual figures are somewhat different, it will be noticed that, estimates of net output per engaged person are very nearly the same in both the tables.

items	net output (Rs.abja)	Number of persons engaged (lakhs)	Net output <del>percentage</del> per engaged person (Rs. thousands)
(1)	(2)	(3)	(4)
1. agriculture .....	41.5	816	0.5
2. mining, and factory establish- ments.....	6.4	34	1.9
3. small enterprises	8.6	134	0.6
4. total of mining, manufacturing and hand-trades.....	15.0	168	0.9
5. railways and communications..	2.3	11	2.1
6. banking, insurance and other commerce and transport.....	14.7	89	1.6
7. total of commerce, transport and communications.....	17.0	100	1.7
8. professions and liberal arts.	3.2	47	0.7
9. government services (administra- tion).....	4.6	35	1.3
10. domestic service.....	1.5	35	0.4
11. house property.....	4.5	-	-
12. total of other services.....	13.8	117	1.2
13. net domestic product at factor cost.....	87.3	1201	0.73

The Report emphasises that too much should not be read into these figures which represent neither the productivity per worker of each sector (since, for example, non-working proprietors have been included) nor the average earnings per engaged person (since income payments like interests may conceivably go to persons outside the sector). In comparing the figures, it must also be remembered that the capital investment in the way of mechanical equipment per worker varies widely from sector to sector. For example, the high net output per engaged person in railways and communications is due to the heavy capitalization. There are many difficulties in making comparisons. However, ~~xxx~~ within these limitations, the present figures give a comparative picture of the share per person of net output generated in the different sectors.

Per capita national income.- The estimated national income for 1948-49 is Rs.87.1 abja. The population in 1948 was taken as 341 millions on the basis of the estimates made by the Registrar General. The per capita national income therefore, works out at 255 rupees.

Share of Government in domestic product and expenditure.- The following table illustrates the share of Government in domestic product and expenditure during 1948-49:-

items (1)	Rsa abja (2)	percentage (3)
government share in generation of net domestic products		
1. net output of government enterprises.....	3.0	3.4
2. net output of government administration.	4.6	5.3
3. net output of private sector.....	79.7	91.3
4. net domestic product.....	<u>87.3</u>	<u>100.0</u>
<del>GOVERNMENT</del>		
government share in national expenditure		
5. government current expenditure on commodities and services (government administration).....	6.3	6.9
6. government administrative capital expenditure.....	0.8	0.9
7. government enterprises capital expenditure.	<u>1.2</u>	<u>1.3</u>
8. net national expenditure <del>and</del> at market price.....	91.7	100.0
government draft on private income		
9. direct taxes.....	2.0	2.3
10. indirect taxes.....	4.2	4.8
11. miscellaneous fees, etc. ....	0.7	0.8
12. private income .....	<u>27.3</u>	<u>100.0</u>
government capital formation and finance		
13. surplus on current account and maintenance provision.....	0.5	
14. government borrowing at home.....	3.1	
15. government borrowing abroad.....	(-) 2.2	
16. extra-budgetary receipts and adjustment for cash balances.....	<u>0.7</u>	
17. gross capital formation on government account.....	2.1	

In the different sectors of this table, the consolidated tables of the public sector have been shown against the corresponding national total, except in the fourth section relating to capital formation where the government sector has been given in isolation because the capital formation in the private sector cannot be estimated with the currently available material. The Report says that efforts must be made to obtain some idea of the total domestic capital formation; and once this can be done, the analysis of the consolidated public sector is likely to be of great help in making policy decisions.

National economy and the rest of the world.- The Report states that for purposes of exchange and export and import control it is useful to analyse the national income totals in relation to the flow of goods and services across the boundaries of the country. Such estimates are given in the table given below. Section I shows India's exports and imports of commodities and services in the financial year 1948-49 in relation to the national product gross of imports (that is, the total of the net national income and the gross import of commodities and services) which constituted the total fund out of which exports might have been possible. Where export propensity is low, a fall in domestic product may lead to a shrinking of exports but not of imports; and the balance of payments position has to be viewed against the net national product gross of imports, the fund out of which exports would be possible. For a single year, the figures give only the absolute magnitude of exports and imports in relation to this fund. If information is available over a number of years, such a table can supply a basis for studying the pattern of exports and imports in relation to the nation's product.

item (1)	Rs.abja (2)	percentage (3)
exports and imports in relation to net national expenditure at market price		
1. exports of commodities and services.....	5.0	5.3
2. imports of commodities and services.....	7.1	7.5
3. net national product gross of imports of commodities and services.....	94.2	100.0
domestic product in relation to net receipts from abroad		
4. net earned income from abroad.....	(±) 0.2	(-) 0.2
5. net donations from abroad.....	0.1	0.1
6. net domestic product .....	87.3	100.0
financing of import surplus		
7. private longterm borrowing.....	(-) 0.2	
8. other long term borrowing (official and banking institutions).....	(-) 2.1	
9. short term borrowing (balancing short term capital movements, official and banking institutions).....	4.5	
10. net borrowing.....	<u>2.2</u>	
11. import surplus (commodities and services).....	<u>2.1</u>	
12. other items on current account (net).....	<u>0.1</u>	
13. net deficit on current account (- net borrowing).....	2.2	

National Income and consumer expenditure.- The Report points out that estimates of consumer expenditure can be made either directly through family

budget enquiries, or indirectly by making estimates of the value of different types of consumer goods and services. Unfortunately, family budget studies immediately available do not cover the whole country and cannot be used for preparing reliable estimates. Inadequacy of detailed information relating to consumer goods also prevent allocation of the national product into meaningful breakdowns of the consumption and investment. Fragmentary and dimensional indications are available in isolated cases. For example, out of a total national product of Rs.87 abja in 1948-49, the consumer expenditure on food probably amounted to about Rs.46 abja or nearly 53 per cent of the national income. The Report ~~states~~ stresses that this particular figure is being given for purposes of illustration, and should not be taken too seriously. Nevertheless, the high proportion of consumer expenditure on food shows in a general way the undeveloped character of Indian economy.

A framework of social Accounts for 1948-49.- A chapter has been devoted to a social accounting framework for the country. It gives a national income account of the Indian Union for the first time. The account presented is fully articulated but certain symbols have been used for the items which could not be estimated accurately. The country's economy has been divided into five sections - domestic product account, private appropriation account, Government appropriation account, the consolidated resting account and the rest of the world account.

THE NATIONAL ACCOUNTS OF THE INDIAN UNION: 1948-49 in Rs.abja.

Domestic product account

expenditure		revenue	
1. indirect taxes		5. current expenditure on commodities and services	
1.1 taxes (25.1)	4.2	5.1 consumers (10)	E
1.2 miscellaneous fees (25.2)	0.7	5.2 government sector (20)	6.3
2. provision for depreciation (33)	D	6. gross domestic capital formation	
3. domestic product accruing to		6.1 private sector (30.1)	I
3.1 private sector (4)	86.6	6.2 government sector (30.2)	2.1
3.2 government sector (27)	0.7	7. exports (net) of commodities and services (39)	(-)2.1
4. total	D x 92.2	8. subsidies (21)	0.3
		9. total	Ex IX 6.6

Private appropriation account

expenditure		revenue	
10. consumer expenditure (5.1)	E	14. income from domestic product (3.1)	86.6
11. direct taxes (26)	2.0	15. national debt interest (23)	0.5
12. private saving (34.1)	S	16. earned income from abroad (net) (40)	(-)0.2
		17. transfer payments (22)	0.3
		18. (net) donations from abroad (36)	0.1
15. total	E x S x 2.0	19. total	87.3

Table continued:-

Government appropriation account

expenditure		revenue	
20. government expenditure on commodities and services (5.2)	6.3	25. indirect taxes	
21. subsidies (8)	0.3	25.1 taxes (1.1)	4.2
22. transfer payments (17)	0.3	25.2 miscellaneous fees (1.2)	0.7
23. government saving (34.2)	0.2	26. direct taxes (11)	2.0
		27. income from domestic product (3.2)	0.7
		28. less national debt interest (15) (-)	0.5
24. total	7.1	29. total	<del>27.3</del> 7.1

Consolidated resting account

expenditure		revenue	
30. gross domestic capital formation <del>next</del>		33. provision for depreciation (2)	D
30.1 private sector (6.1)	I	34. saving	
30.2 government sector (6.2)	-2.1	34.1 private sector (12)	S
31. net lending abroad (37)	(-)2.2	34.2 government sector (25)	0.2
32. total	I x (-) 0.1	35. total	D x S x 0.2

Rest of the world account

expenditure		revenue	
36. net donations to India (18)	0.1	39. net exports of commodities and services to India (7)	2.1
37. net lending to India (31)	2.2	40. net earned income from India (16)	0.2
38. total	2.3	41. total	2.3

- E. = consumers' current expenditure.
- D. = provision for depreciation.
- I = private capital formation.
- S = private saving.

The presentation is articulated, each entry appearing in one other place in the system. Each entry is numbered and the number after each item indicates the entry reciprocal to that item.

The Report states that it is the intention of the National Income Committee to submit its final report by the end of 1951 or early in 1952. This report will contain estimates for 1949-50 to be prepared generally on the same lines as the estimates for 1948-49.

The Committee gave preliminary consideration, as desired in the terms of reference, to "measures for improving the quality of the available data for the collection of further essential statistics" as well as to "ways and means of promoting research in the field of national income". It was decided to discuss these problems in greater detail before making definite recommendations.

32. Public Finance and Fiscal Policy.

India - May 1951.

The Finance Act, 1951, gazetted.

The Finance Bill, 1951 (vide pages 17-20 of the report of this Office for April 1951) as passed by Parliament received the assent of the President on 28 April 1951 and has been gazetted as India Act No.XXIII of 1951.

(The Gazette of India, Extraordinary, Part II, Section I, dated 28 April 1951, pages 83-97).

56. Wages.

India - May 1951.

Vindhya Pradesh: Vindhya Pradesh Minimum  
Wages Rules, 1950, gazetted.

The draft Vindhya Pradesh Minimum Wages Rules, 1950, have been approved and gazetted on 5 May 1951. The rules deal with, inter alia, term of office of the members of the Committee and Advisory Committee, summoning of witnesses and production of documents, computation and payment of wages, hours of work and holidays, claims under the Act; scale of costs in proceedings under the Act, etc.

(The Gazette of India, Part III,  
Section 3, dated 5 May 1951,  
pages 500-505 ).

38. Housing.India - May 1951.Implementation of Industrial Housing Scheme:  
10 Million Rupees advanced to State Governments.

*Labour Minister* / On 28 May 1951, in reply to a question in Parliament, Mr. Jagjivan Ram stated that out of the amount of 10 million rupees provided for in the budget of 1950-51 for the promotion of industrial housing schemes, 7.5 million rupees had been advanced to Bombay, 1 million rupees each to Orissa and Madhya Pradesh and 0.5 million rupees to Bihar. Mr. Jagjivan Ram said that these advances had been made after taking into account the demands and the utilisation capacity of the State Governments.

He added that 1,268 houses had been constructed in Bombay State, while 169 were, nearing completion in Orissa. No houses had so far been built in Madhya Pradesh and Bihar, but these two States proposed to complete the construction of 400 and 85 houses respectively by the end of 1951. By that time, the Bombay and Orissa States also hoped to put up another 317 and 92 houses respectively.

(Government of India Press Note  
dated 28-5-1951).

39. International Economic Relations.

India - May 1951.

Export Trade Concessions for India: Agreement reached at Torquay Tariff Talks.

A Government of India Press Note says that India will get direct concessions on her exports of commodities, the trade in which during 1948-49 was valued at 18.5 million rupees, as a result of the agreement reached at the tariff talks at Torquay, England. The value of trade in commodities on which India has offered concessions in direct negotiations is of the order of 8.9 million rupees.

The conference of representatives of the contracting parties in the General Agreement on Tariff and Trade (G.A.T.T.) of the tariff negotiations which began in September 1950 at Torquay, came to a close on 21 April 1951.

On the concluding day of the conference the contracting parties, including the Government of India, signed a documents enabling accession of six more countries of the G.A.T.T. and extending the life of the schedules to G.A.T.T. up to 31 December 1953.

The negotiations were conducted in accordance with the principles adopted for the earlier tariff negotiations under G.A.T.T. which offered scope for conducting the ~~negotiations~~ negotiations on a product by product and mutually advantageous basis. This enabled India's delegation to negotiate tariff concessions strictly in accordance with the Government's commercial and trade policies. Under the provisions of G.A.T.T. the tariff ~~is~~ concessions exchanged at the conference will be made applicable on a multilateral basis upon implementation.

India concluded negotiations with five of the six countries which had participated in the conference with a view to acceding to G.A.T.T. These are Australia, Western Germany, Peru, the Philippines and Turkey.

Percentage share.- When the accession of these countries has been finalized, the percentage share in world trade of the G.A.T.T. countries is expected to be about 85.

India did not find it necessary to seek modification of any of the concessions at present granted by her. India's delegation also found that it would not be possible to modify India's schedule of concessions without serious loss to her of ~~her~~ benefits now extended to Indian products by contracting States through retaliatory withdrawal of such benefits. Consistent with this position, India has signed a "declaration" agreeing to continue in force the tariff concessions granted by her under G.A.T.T. and not to seek any modification in respect of them prior to 1 January ~~1954~~ 1954.

India had sought additional concessions from the undermentioned contracting parties: Australia, Canada, France, Norway, Syria and Lebanon, the USA and Indonesia.

Request for fresh tariff concessions had also been received by India from Czechoslovakia, Denmark, Italy and Sweden. In the negotiations, ~~but~~ however, it was found possible to conclude agreements with only Canada, Denmark and Indonesia.

The principal export commodities in respect of which tariff concessions have been offered to India are jute carpets, woollen carpets and rugs, tea, spices, jute webbing, yarn waste, coir mats and mattings, jute bags and cloth, vegetable ~~oil~~ oil, sports goods, shellac, saris of silk or cotton, embroidered garments, sandals for ladies, imitation jewellery, statues and statuettes of any material.

The concessions offered by India in exchange are on milk cream, millet, copper ore, douglas fir, high pressure joinings, short-link ship chains, dental instruments, paper making machinery, rice and flour mill, saw mill and wood-working machinery, and their component parts.

(The Statesman, 11-5-1951).

Tariff Commission Bill referred to  
Select Committee.

On 8 May 1951 Parliament referred the Tariff Commission Bill to a Select Committee. (vide pages 32-34 of the report of this Office for March 1951).

Mr. Hare Krishna Mahatab, <sup>Minister</sup> ~~Minister~~ for Commerce and Industry, replying to the debate, said ~~that~~ the object of the Bill was to protect Indian industries against foreign industries. These might be cottage industries, large-scale industries of small-scale industries. The internal conflict was not covered by the Bill and some other steps would have to be taken to resolve those internal disputes. Under the Bill the recommendations of the Tariff Commission would not be binding on the Government, since the Government could not leave political considerations to the Commission. The Tariff Commission would certainly not be a political body. It was intended to advise the Government on the economic aspect of protection. But there were many instances in which, not only in this country but also in other countries, political considerations were involved which could only be decided by the Government.

(The Statesman, 9-5-1951 ).

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

INDIA - MAY 1951.

41. Agriculture.

Development of Rural Areas: Indian Council of  
Agricultural Research suggests setting up of  
Land Army.

A meeting of the Governing Body and the Advisory Board of the Indian Council of Agricultural Research was held at Dehra Dun during the first half of May 1951.

Development of rural areas.- The meeting urged that a "land army" should be organised for the whole country for rural development work. It suggested that young men from the villages should be enlisted as honorary workers and village leaders should be ~~especially~~ particularly encouraged to join this army. Training camps should be organized where special courses of training would be given to such workers.

The programme of work to be executed by the "land army" should include simple work like planting trees, composting, growing vegetables, pest and disease control, eradication of weeds, consolidation of holdings, tank improvement, digging of drainage channels, fish culture and crop competition scheme.

The meeting recommended that the State Governments should set up pilot projects for intensive development of selected blocks of land approximating 100,000 acres of area to secure the utilization of land on a rational basis. This would help development of the maximum potential of the available resources of land, water and livestock whereby the population would be assured a decent standard of living. Such schemes could only succeed if there was no attempt to control from above and the co-operation of the farmer was secured. Such pilot projects would necessarily include co-operative organization of supplies and the administration of these should be directly under the State extension boards, which, the meeting recommended, should be set up.

Improvement of livestock: Bill introduced in Parliament.

~~Mr.~~

Mr. K.M. Munshi, Minister for Food and Agriculture, Government of India, introduced in Parliament on 8 May 1951 a Bill to promote the preservation, ~~and~~ protection or improvement of bovine cattle. The Statement of Objects and Reasons appended to the Go -- samvardhan Bill, 1951, declares that it is the aim of the Bill to constitute Central and State Councils of Go - samvardhana charged with duty of taking appropriate measures to promote the preservation, protection or improvement of or the prevention of cruelty to, bovine cattle and for matters connected therewith. Provision has been made for the registration of goshalas (institutions established for the preservation, protection or improvement of bovine cattle) with necessary penalties for failure to do so, as also for inspection, accounts and audit of all registered goshalas. Provision has also been made for the establishment of a Go-samvardhan Fund to which will be credited sums received from the Central Government, private donations and the proceeds of the cess to be levied on the sale of bovine cattle under the Bill.

(The Gazette of India, Part II, Section 2, dated 12 May 1951, pages 345-351 ).

Mysore: Mysore Livestock Improvement Act, 1951  
(Mysore Act XIX of 1951) gazetted.

The Government of Mysore gazetted on 17 May 1951, the Mysore Livestock Improvement Act, 1951, which provides for the improvement of livestock in the State of Mysore. The Act which comes into force at once provides, inter alia, for the licensing of bulls which have attained a certain age, refusal and revocation of licenses, inspection of bulls, power to order castration of bulls unsuitable for breeding purposes, etc.

(The Mysore Gazette, Part IV-2A, dated 17 May 1951, pages 107-116).

U.P. Zamindari Abolition Act held Valid:  
Allahabad High Court Judgement.

On 10 May 1951 a full bench of the Allahabad High Court declared the U.P. Zamindari Abolition and Land Reforms Act 1951, valid.

Their lordships dismissed all the applications, numbering over 4,000, filed by the zamindars of U.P. challenging the validity of the Act.

In delivering a concurring judgement their lordships held that the Act did not contravene any of the provisions of the Constitution and was not ~~invalid~~ invalid on that ~~account~~ account.

Their lordships found no substance in the argument that the enactment of the Act was beyond the competence of the ~~the~~ State Legislature, as the Constitution did not give any absolute power of legislation in respect of matters connected with the acquisition and requisition of property. Parliament had been given the power to legislate for the acquisition of property for the purpose of the Union, while the State Legislatures had been given the power to legislate for the acquisition of property except for the purpose of the Union. Both Parliament and the State Legislatures, they added, have the power to lay down the principles on which compensation is to be determined and the manner in which it is to be given.

Their lordships continued that the safeguard against the confiscatory acquisition of property was to be found in Article 31(2), the effect of which was to ensure that no person could be deprived of his property unless the acquisition was for a public purpose and compensation was given. The provisions of Article 31(2) were not fetters on legislative competence, but were conditions of legislative effectiveness.

If, therefore, the acquisition of property, sought to be effected by the impugned Act, was for the purpose of implementing one or more of the directive principles of State policy, it would, in their lordships' judgment, be for a public purpose. Their lordships held that the existence of public purpose for the acquisition of property effected by this Act was not open to question in any court.

Referring to compensation, their lordships held that Clause 4 protected from challenge on any ground the amount of compensation fixed by the Act, or the principles, or the matter in which compensation was to be given. The conclusion must, therefore, be that compensation in Article 51(2) meant the equivalent in value of the property taken or acquired. Upon a careful consideration of the ~~re~~ relevant provisions of that Act, their lordships were of the opinion that the compensation which the intermediary would receive for the acquisition of his property included the amount, if any, to which he was entitled as a rehabilitation grant.

The Chief Justice, in a separate but concurring judgment, said that he was not prepared to hold that a rehabilitation grant was a part of the compensation. The Legislature, he said, had to find an equitable basis for determining the amount payable to the poor class of intermediaries.

(National Herald, 14-5-1951 ).

44. Merchant Marine and Fisheries.

India - May 1951.

The Inland Steam-Vessels (Amendment) Act, 1951,  
(No. XXVI of 1951).

The Inland Steam-Vessels (Amendment) Bill, 1951 (vide page 38 of the report of this Office for March 1951) as passed by Parliament received the assent of the President on 5 May 1951 and has been gazetted as Act No. XXVI of 1951. The Act provides for the registration of inland steam vessels under the Inland Steam Vessels Act, before they can be permitted to proceed on a voyage for service.

(The Gazette of India, Extraordinary, Part II; Section 1, dated 4 May 1951, pages 105-112).

Bombay Dock Labour Board constituted.

In exercise of the powers conferred by the Bombay Dock Workers (Regulation of Employment) Scheme, 1951, the Central Government has, by a notification dated 9 April 1951, constituted the Bombay Dock Labour Board, consisting of 4 representatives each of the Central Government, dock workers and employers of dock workers and shipping companies.

(Notification No. SRO 537 dated 9 April 1951, the Gazette of India, Part II, Section 3, dated 14 April 1951, page 593 ).

Madras Dock Workers (Regulation of Employment) Scheme, 1951: Draft published.

The Government of India published on 12 May 1951 the draft Madras Dock Workers (Regulation of Employment) Scheme, 1951, proposed to be made in exercise of the powers conferred by the Dock Workers (Regulation of Employment) Act, 1948. The scheme relates to the port of Madras and is to apply to the classes or descriptions of dock ~~workers and dock~~ work and dock workers set out in the schedule annexed to the Scheme. The provisions of the Scheme are similar to the provisions of the Bombay Dock Workers (Regulation of Employment) Scheme, 1951, summarised at pages 65-66 of the report of this Office for October 1949.

(The Gazette of India, Part II, Section 3, dated 12 May 1951, pages 727-738 ).

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CHAPTER 5. WORKING CONDITIONS AND LIVING STANDARDS.

INDIA - MAY 1951.

50. General.

Vindhya Pradesh: Draft Vindhya Pradesh  
Factories Rules, 1951.

The Chief Commissioner, Vindhya Pradesh, has published on 5 May 1951, the draft Vindhya Pradesh Factories Rules, 1951, proposed to be made under the Factories Act, 1948. The draft rules deal with, inter alia, registration of factories and grant of licences, the inspecting staff, health, safety and welfare, working hours of adults, employment of young persons, leave with wages, special provisions relating to dangerous operations, etc.

(The Gazette of India, Part III, Section 3,  
dated 5 May 1951, pages 505-542 ).

Uttar Pradesh: Factories Act, 1948, extended to  
glass bangle grinding industry and polishing or  
electroplating of metals industry.

In exercise of the powers conferred by section 85(1) of the Factories Act, 1948, the Government of Uttar Pradesh has, by a notification dated 7 May 1951, declared that all the provisions of the said Act and the rules made thereunder except the provisions of sections 15, 47 and 48 shall apply to all places where the process of glass bangle grinding is carried on and all places where the process of polishing or electroplating metals is carried on, wherein a manufacturing process is being carried on with the aid of power and wherein 10 or more persons are working therein or have worked on any one day of the preceding 12 months.

(Section 15 of the Act deals with artificial humidification in factories and sections 47 and 48 deal with provision in factories of suitable shelters, rest ~~xxx~~ rooms and lunch rooms, and creches respectively).

(Notification No. 1918(LM)/XVIII-58(LM)-51,  
dated 7 May 1951, Government of ~~India~~ the Uttar  
Pradesh Gazette, Part I, 12 May 1951, page 377).

Orissa: Factories Act, 1948, extended to  
Sawing Industry.

In exercise of the powers conferred by section 85 of the Factories Act, 1948, the Government of Orissa has declared that all the provisions of the said Act shall apply to all places in the State wherein the process of sawing is carried on with the aid of power and wherein less than 10 persons are working.

(Notification No. 1288-Lab. dated 4 May 1951,  
The Orissa Gazette, Part II, dated 11 May  
1951, page 708 ).

West Bengal: West Bengal Factories (Exemption)  
Rules, 1951.

The Government of West Bengal gazetted on 10 May 1951 the West Bengal Factories (Exemption) Rules, 1951, made in exercise of the powers conferred by section 64 of the Factories Act, 1948. The rules prescribe, inter alia, the conditions subject to which adult workers employed on urgent repairs, continuous processes, and in rice mills, tea factories, flour mills, gramophone record factories, rubber factories, milk pasteurising factories, etc., will be exempt from certain provisions of the Factories Act, 1948.

(Notification No. 2903 Lab. dated 9 May 1951,  
the Calcutta Gazette, Extraordinary, Part I,  
dated 10 May 1951, pages 769-775 ).

51. Hours of Work.

India - May 1951.

Railway Servants (Hours of Employment) Rules, 1951, gazetted.

In exercise of the powers conferred by section 71 E(1) of the Indian Railways Act, 1890, and in supersession of the Railway Servants (Hours of Employment) Rules, 1931, the Central Government ~~was~~ gazetted on 31 March 1951, the Railway Servants (Hours of Employment) Rules, 1951, for the regulation of hours of employment and periods of rest of railway servants.

The rules which are to come into force on such date as the Central Government may appoint, provides, inter alia, that the provisions of Chapter VI-A of the Indian Railway Act, 1890, shall apply to all classes of railway servants except (a) railway servants who are subject to the Factories Act, 1948, the Indian Mines Act, 1923, or the Indian Merchant Shipping Act, 1923, and (b) excluded staff. The excluded staff shall consist of railway servants who fall under any of the following classes, namely- (i) supervisory staff; (ii) certain sections of the staff of the Health and Medical Department, such as, Assistant Surgeons, Sub-Assistant Surgeons, Matrons and Sisters-in-charge; (iii) persons employed in a confidential capacity; (iv) saloon attendants; (v) care-takers of rest-houses, reservoirs and other railway property, whose employment is declared by the Head of the Railway to be exceptionally light on the ground that the total effective work in 24 hours amounts to less than 6 hours; (vi) gate-keepers of C class level crossings where the gates are normally closed against road traffic, whose employment is declared by the Head of the Railway to be exceptionally light on the ground that the total effective work in 24 hours amounts to less than 6 hours; (vii) armed guards or other police personnel subject to military or police discipline, as the case may be; and (viii) staff of the railway schools imparting technical training or academic education.

Classification of employment of railway servants.- The employment of all railway servants shall be declared by the General Manager of a railway administration into the following categories, namely:- (i) intensive; (ii) essentially intermittent; (iii) excluded staff; and (iv) continuous, that is to say, employment which does not fall under any of the aforesaid three categories.

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The employment of a railway servant shall be held to be ~~intensive~~ 'intensive' when it has been declared to be so by the authority empowered in this behalf on the ground that it is of a strenuous nature involving continuous concentration or hard-manual labour with little or no periods of relaxation.

Hours of work.- A railway servant whose employment is classified as intensive shall not be employed for more than 45 hours a week on the average in any month. A railway servant whose employment is continuous shall not be employed for more than 54 hours a week on the average in any month. A railway servant whose employment is essentially intermittent shall not be employed for more than 75 hours a week.

Periodic rest.- 'Intensive' and 'continuous' workers shall be granted a rest period, each week, commencing on Sunday, a minimum of 30 consecutive hours; 'essentially intermittent' workers shall be given each week a rest period of a minimum of 24 consecutive hours including a full night and 'excluded' staff shall be given at least one period of rest of 48 consecutive hours in a month or one period of 24 consecutive hours in each fortnight.

Other provisions of the rules deal with periodic rest on less than the normal scale for certain classes of railway servants, compensatory periods of rest, power to grant temporary exemptions, etc.

(Notification No.S.R.O.450 dated 26 March 1951, the Gazette of India, Part II, Section 3, dated 31 March 1951, pages 519-520.

Mysore: Weekly Holidays Act, 1942 extended to certain areas.

In exercise of the powers conferred by subsection (5) of section 1 of the Weekly Holidays Act, 1942 (India Act XVIII of 1942) the Government of Mysore has directed that the said Act shall come into force at once in the City of Bangalore including the Civil Station, Mysore City, Davangere City, Kolar Gold Field Sanitary Board Area, Shimoga Town, and Chikmagalur Town.

(Notification No.L.S.510-LW.23-51-1, dated 7 May 1951, the Mysore Gazette, Part IV-2B, dated 10 May 1951, page 201 ).

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West Bengal: Hours of Work, Rest Periods and Overtime Pay for employees in Flour Mills fixed.

In exercise of the powers conferred by section 13 of the Minimum Wages Act, 1948, read with sections 14 and 15 of the Act, the Government of West Bengal has fixed, for the employees in the flour 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, the rate of overtime and the rate of payment for work less than normal working day.

Hours of work.- Eight working hours including the daily period of rest shall constitute a normal working day and six such working days shall constitute a week: provided that all the employees in a flour mill or a section thereof may be required by the employer to work up to nine hours on any day subject to the limit of 48 hours in a week of six days or on all the seven days in a week subject to the conditions laid down in Chapter VI of the Factories Act, 1948. In such cases, the daily rate of basic wage and dearness allowance shall be proportionately increased.

Rest period.- The periods of work of adult workers in any flour mill shall be so fixed that no period shall exceed five hours and that no employee shall work for more than five hours before he has had an interval of rest for at least half an hour.

Overtime.- The rate of payment for overtime work shall be double that of normal basic wage and dearness allowance.

Payment for work less than normal working day.- For work less than normal working day, when the stoppage is at the instance of employer, the workers shall be paid at normal daily rate. ~~When~~ When the stoppage is the result of wilful refusal on the part of the employee, the above concession shall not be allowed. In such case, the employee shall get wage pro-rate for the actual hours worked.

Weekly rest.- Ordinarily, the weekly day of rest for employees in flour mills shall be Sunday, except in cases of flour mills where days other than the Sunday are allowed as weekly days of rest.

(Notification No. 2862 Lab. dated 7 May 1951, the Calcutta Gazette Part I, dated 17 May, 1951, page 1115 ).

52. Workers' Welfare and Recreation.

India - May 1951.

Coal Mines Provident Fund and Bonus Schemes  
(Amendment) Act, 1951, (No. XXI of 1951).

The Coal Mines Provident Fund and Bonus Schemes (Amendment) Bill, 1951 (vide page 38 of the report of this Office for April 1951) as passed by Parliament received the assent of the President on 28 April 1951 and ~~has~~ has been gazetted as India Act No. XXI of 1951. The amending Act, among other things, clarifies the provisions of the Act relating to the recovery of employers' contributions for the Coal Mines Provident Fund and Bonus Schemes.

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(The Gazette of India, Extraordinary, Part II, Section 1, dated 28 April 1951, pages 81-82).

Coal Mines Labour Housing and General Welfare Funds  
Apportionment of Duty: Proportion fixed.

By a notification dated 11 April 1951, and in exercise of the powers conferred by section 4(1) of the Coal Mines Labour Welfare Fund Act, 1947, the Central Government has directed that, with effect from 1 April 1951, the proceeds of the duty levied under the Act and credited to the Coal Mines Labour Housing and General Welfare Fund shall be apportioned between the Housing Account and the General Welfare Account in the following proportion, namely:- housing account - one anna and four pies; general welfare account - four annas and eight pies.

(Notification No. SRO 536 dated 11 April 1951, the Gazette of India, Part II, Section 3, dated 14 April 1951, page 592 ).

Chapter 6 General Rights of Workers.

66. Strike and Lockout Rights.

India - May 1951.

Coal Industry declared a Public Utility Service.

By a notification dated 7 May 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, to be a public utility service for the purposes of the said Act for a further period of ~~in~~ six months from 10 May 1951.

(Notification No. SRO 658, dated 7 May 1951, the Gazette of India, Extraordinary, Part II, Section 3, dated 8 May 1951, page 415 ).

67. Conciliation and Arbitration.

India - May 1951.

Settlement of Bank Disputes: Issues to be referred to New Conciliation Board.

On 10 May 1951 a conference was convened by the Government of India with a view to consulting the employees and employers and evolving the best method of resolving the differences between them on matters covered by the reference to the All-India Industrial Tribunal (Bank Disputes), the award of which was recently set aside by the Supreme Court (vide pages 60-61 of the report of this Office for April 1951). Mr. Jagjivan Ram, Labour Minister presided.

Conciliation Board to be set up.- The conference decided to set up a Conciliation Board to which general points of disputes covering all banks would be referred immediately. The board will consist the chairman and two representatives each of employers and employees. It is understood that Mr. A.N. Sen, a retired High Court Judge, will be the chairman of the Conciliation Board.

As regards the main question of pay and dearness allowance, it is understood that employees will not be affected by the Supreme Court judgment since it has been decided to freeze their emoluments as they existed on 1 April 1951, pending an award by the new tribunal proposed to be set up. A Bill will be introduced by the Government for the purpose. During the interim period, the Government does not anticipate that the banks would revise the pay scales adversely. In any event the proposed legislation would seek to give retrospective effect to the emoluments.

(The Hindustan Times, -11-5-1951;  
The Statesman, 22-5-1951 )

Assam: United Khasi-Jaintia Hills District  
(Industrial Disputes) Regulation, 1951.

In exercise of the powers conferred under the Constitution of India, the Governor of Assam has made the United Khasi-Jaintia Hills District (Industrial Disputes) Regulation, 1951, (No. V of 1951), which applies to areas known as the Khasi States immediately before the commencement of the Constitution which now form part of the autonomous United Khasi-Jaintia Hills District. The Regulation which comes into force at once extends to the said areas all the provisions of the Industrial Disputes Act, 1947, and all rules and orders made thereunder subject to any amendments to which they are for the time being subject in the rest of India.

(The Assam Gazette, Part II-A, dated 16 May 1951, pages 999-1000).

Madhya Pradesh: Madhya Pradesh Industrial  
Disputes Settlement (Amendment) Act, 1951,  
(No. XVI of 1951).

The Madhya Pradesh Industrial Disputes Settlement (Amendment) Bill, 1951 (vide page 57 of the report of this Office for April 1951) as passed by the Legislature received the assent of the President on 1 May 1951 and has been gazetted as Madhya Pradesh Act No. XVI of 1951.

(The Madhya Pradesh Gazette, Part IV-B, dated 11 May 1951, pages 117-118 ).

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Burma: The Trade Disputes (Amendment) Act, 1951.  
(No. XII of 1951).

The Government of the Union of Burma gazetted on 14 April 1951, the Trade Disputes (Amendment) Act, 1951 (Act XII of 1951). The Act, which amends the Trade Disputes Act, 1929, provides, inter alia, that there shall be a standing Court of Industrial Arbitration consisting of such number of persons as the President of the Union may think fit to appoint. For the purpose of dealing with any matter which may be referred to it, the Industrial Court shall be constituted of such of the members, not being less than two, of the Industrial Court as the Chairman of the Court may direct. Other amendments deal with qualifications of the members of the Court, the powers to make rules regarding the powers of the Industrial Courts, including rules as to the summoning of witnesses, the production of documents, etc.

(The Burma Gazette, Part I, dated 14 April 1951,  
page 204 ).

Burma: 5635 Man-days Lost during the Year 1950  
due to Industrial Disputes.

According to a summary table published in the Burma Labour Gazette, February 1951, 5,635 man-days were lost during the year 1950 on account of industrial disputes. The number of workers affected by disputes during the period was 10,491.

A total of 104 disputes (including 50 disputes in progress at the beginning of the year) was ~~mentioned~~ ~~in progress~~ in progress during the period. Of this 24 were settled and the remaining were pending at the close of the year.

An analysis of the disputes according to causes shows that among the 54 fresh disputes during the year, 43 were due to conditions of individual employment, one due to refusal to conclude collective agreement and 10 due to other matters related to collective bargaining.

Of the 24 disputes which were settled, 15 were completely favourable to the workers and nine partially favourable. Fifty per cent of the disputes were settled by conciliation and the rest by mediation.

(Burma Labour Gazette, February 1951 ).

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CHAPTER 7. PROBLEMS PECULIAR TO CERTAIN  
CATEGORIES OF WORKERS.

INDIA - MAY 1951.

71. Employees and Salaried Intellectual Workers.

Annual Conference of the Southern India Journalists  
Federation; Setting up of Consultative Councils  
in Newspapers suggested.

The thirteenth annual conference of the Southern India Journalists' Federation was held on 28 and 29 April 1951, Mr. N. Raghunatha Iyer presiding. The meeting, among other matters, adopted a resolution requesting managements of newspapers to set up consultative councils, representative of editorial employees.

Mr. Kesava Menon's inaugural address.- Mr. K.P. Kesava Menon, Editor, Mathrubhumi, in the course of his address inaugurating the conference stated that it was a healthy sign of the times that journalists all over the country were becoming wide-awake and organising themselves to safeguard their interests and to improve their status. The standard of journalism cannot be raised without at the same time raising the living standard of the working journalists. He pointed out that no progress in this direction was possible without united action. At the same time it was important to remember that journalists belonged to an honourable profession and that the method that they adopted for the betterment of their status should be in keeping with the dignity and the best interests of the profession.

Presidential address.- In the course of his presidential address, Mr. Raghunatha Iyer stated that the failure to affirm the freedom of the Press as a specific fundamental right was one of the gravest lapses on the part of India's Constitution-makers. In this matter, India should have been guided by the American analogy, as in deciding to go in for a written Constitution, she followed the American precedent. He also expressed his opposition to the proposed amendment to Article 19 of the Constitution concerning freedom of press (vide pages 1-2 of this report).

On the question of emoluments and conditions of service of working journalists, Mr. Raghunatha Iyer said that discontent, especially among the younger men, was mounting as the cost of living rose sky-rocketing. The Federation had been steadily pressing for the fixing of a sufficiently high basic salary.

That and a time-scale which would enable a young man, who made good, to rise to at least 500 rupees within five years of his entering on permanent service were the absolute minima needed.

Attitude to all-India Federation.- Speaking on the Federation's attitude to the recently formed All-India Working Journalists' Federation (vide pages 62-63 of the report of this Office for April 1951), the President said that the Southern India Journalists' Federation had found itself unable to co-operate with the All-India Working Journalists' Federation ~~and~~ that had been recently formed because of the insistence of that body that all constituent units should not only register themselves as trade unions but should further scrap the constitutions under which they had evolved over many years into strong professional bodies and merge themselves in a unitary, monolithic organisation. The principle of local autonomy, which was the life-blood of a profession, must not be sought to be negated in the name of unity. Their object, ~~had been~~ <sup>was</sup> imposition of trade unionism had been made light on the plea that it was ~~not~~ tainted by snobbery. "We are assured - what nobody ~~is~~ has ever doubted - that there <sup>is</sup> nothing undignified about trade unionism. But when we are told that working journalists should consider themselves as part of the larger working community of the country we are entitled to scrutinise the unmistakable trends elsewhere where this doctrine has been accepted and acted upon."

The All-India Federation was anxious to emphasise that it was a <sup>purely</sup> professional body and it pointed out that it would be fatal to its proper working "to bring into its working considerations that would be in place in dealing with controversial problems". "Translated into concrete terms, does this mean that it will not seek affiliation whether with the Communist-dominated Trade Unions Congress or with the Government-controlled National Trade Union Congress? If it does not, how does it hope to muster against intransigent proprietors those ultimate sanctions which are the raison d'etre of trade unionism?" he asked. He cited the example of the National Union of Journalists of the United Kingdom which was not able to stand by itself and was affiliated to the Trade Union Congress.

Even supposing working journalists were not averse to resorting to the strike weapon, either vicariously or in self-defence, the mere fact that they were handful in numbers must rule out the likelihood of their being, so long as one could see ahead, in a position to achieve their end by their own unaided efforts. And they were too few relatively

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to the general body of workers to be able to determine either the general policies of the trade union movement or to give a decisive turn to particular issues. They were more likely to be made a convenience of by others than to use others to gain their own ends.

Concluding he submitted that the working journalist were first and foremost the member of a learned profession and must recognise that he had an obligation to the public, the due discharge of which was no less important than his obligation to ~~himself~~ himself or to his paper.

Works Councils for newspapers.- Among others, the meeting adopted a resolution requesting managements of newspapers to establish committees representative of editorial employees for discussing questions concerning salaries and service conditions and matters bearing on professional ethics. In commending the resolution, the President pointed out there were "Works Committees" which dealt with relations between newspaper managements and workers. Knowing how these Works Committees functioned, he ~~was~~ had a feeling that it was easier to side-step trade unions than to side-step an organisation like the Federations. If managements gave effect to the resolution, voluntary bodies set up by managements would come into existence and these would see that there was harmonious working.

(The Hindu, 29 and 30 April 1951).

CHAPTER 8. MANPOWER PROBLEMS.

INDIA - MAY 1951.

81. Employment Situation.

Report of the Criminal Tribes Act Enquiry Committee: Legislation for Restrictions on Habitual Offenders suggested.

The recommendation that the Criminal Tribes Act, 1929, should be repealed and replaced by a central legislation applicable to all habitual offenders without any discrimination based on caste or creed, has been made by the Criminal Tribes Act Enquiry Committee in its Report published recently. Inter alia, the Report points out that certain provisions in the Act indirectly sanction begar or forced labour and thus are against the Constitution and I.L. Convention (No.29) on Forced Labour. (A short summary of the recommendations of the Committee was included in the Report of this Office for November 1950, vide pages 40-41).

Population of Criminal Tribes.- The total population of criminal tribes in India, about quarter of a century ago, was estimated at four millions, and they were spread over the whole of India. The latest available population figures of criminal tribes in the various States, as supplied by the States, are given below:-

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\* Report of the Criminal Tribes Act Enquiry Committee (1949-50): ~~Printed in India by the Manager~~ Published by the Manager of Publications, Delhi, 1951, pp. 172.

Name of State (1)	Population		Remarks (4)
	Total (2)	Registered (3)	
Punjab .....	76,564	3,389	24,558 refugees who have not so far been located are not included in the total population.
Uttar Pradesh.....	*1,668,845	29,839	* Based on 1941 census figures.
Bihar .....	13,311	3,724	
Assam.....	156	156	
Orissa.....	74,762	2,723	
West Bengal.....	N.A.	2,598	
Delhi .....	457	38	§ In addition to 457 people 656 Sansis have migrated to Delhi from West Punjab.
Ajmer.....	1,152	479	
Mysore.....	* 210,321	809	* Based on 1941 census figures.
Hyderabad.....	69,202	1,873	
Bhopal.....	1,500	583	
Madhya Pradesh Bharat.	(Approx.)		
	76,722	3,238	
Rajasthan.....	65,440	25,931	
Kutch.....	500	40	
Saurashtra.....	2,308	507	
Vindhya Pradesh.....	983	**	** According to the Rewa Wandering Criminal Tribes Act, 1923, which is applied to Vindhya Pradesh, the C.T. members are not required to be registered
Patiala and East Punjab States Union.....	3,453	1,158	The population figures do not include the Bawaria population as they have been exempted from the C.T. Act at present.
Jammu and Kashmir....	74	74	
<b>Grand Total..</b>	<b>2,268,348</b>	<b>77,159</b>	

In Bombay and Madras States where the Criminal Tribes Act, 1924, has already been repealed, the total population of criminal tribes was 623,809 and 595,440 respectively and the number of registered criminal tribes members were 490 and 30,370 respectively, just before the repeal of the Act in those States.

The Report states that the main cause of the origin of criminality in the criminal tribes was economic, while social and political changes in the

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country also played an important part. Given proper opportunities and systematic help, it is neither impossible nor even difficult to reclaim the so called criminal tribes. The problem requires to be tackled from three sides - economic, education and social.

Working of the Act in the States.- Reviewing the working of the Criminal Tribes Act in the various States, the Report points out that the Act is in active operation in the States of the Punjab, the Uttar Pradesh, Bihar, Orissa, West Bengal, Assam, Delhi and Ajmer.

The Report observes that in no State, there is a regular system of checking up the notifications declaring certain tribes as criminal, periodically at definite intervals with a view to see whether a particular tribe deserves to be denotified as a whole or not. As these notifications dub whole tribes and gangs as criminal, it is imperative that tribes, which have reformed and of which a substantial number of members are not criminal, should be denotified immediately. This can only be done if the notifications are reviewed carefully, at regular intervals, prescribed by rules or by executive orders. Besides there is no uniformity in the States in selecting Criminal Tribes members for registration and for applying restrictions to them under the Act. The Report states that it would have been useful if a definite period, after which registration of a criminal tribe member should be cancelled, was fixed in the rules issued under the Criminal Tribes Act by the States.

The Report analyses the welfare activities for criminal tribes in the various States and says that such activities have helped them to improve their general conditions in some of the States. In the States, where welfare and reformatory work has been well organised, the results appear to be encouraging and it is found that given equal opportunities, the members of these tribes can, fairly compete with other people.

Repeal of the Act suggested.- Recommending the repeal of the Criminal Tribes Act, 1925 and replacing it by a Central legislation applying to all habitual offenders without any distinction as to caste, creed or birth, the Report states that the Act has worked more as a preventive and punitive measure than as a measure of reformation for the Criminal Tribes and it has been a great handicap to even the honest members of these tribes. It also suggests that B and Part C States which have local laws for the surveillance of the criminal tribes, should be advised to replace their laws in this respect by the Central legislation for habitual offenders, when passed.

Giving its reasons for the repeal of the enactment, the Report refers to section 3 of the Act which provides that any tribe, gang or class of persons of any part of a tribe, gang or class who is addicted to the systematic commission of non-bailable offences can be notified to be a criminal tribe and points out that as a result of this, many tribes ~~or~~ ~~of~~ ~~tribes~~ including families who have never been criminal, have been notified as criminal tribes. The children born in these notified tribes automatically become members of the criminal tribes so notified, and the members of such tribes, who may never have committed or aided in commission of any offence or even suspected of having done so, as well as newly born children of these people are thus branded as criminal and denied equality before the law. ~~and~~ Thus a discrimination is imposed against them on the ground that they belong to a tribe or a part of a tribe, which has been notified as a criminal tribe. Moreover, this section gives powers to the executive to declare any tribe, part of tribe or gang or part of gang of a class of persons as a criminal tribe and it is provided in section 29 of the Act that no court shall question the validity of any notification issued under section 3 and that every such notification shall be a conclusive proof that it has been issued in accordance with law. The Report feels that it is not proper to give such wide powers to the executive. The Act also gives powers to restrict the movements of the criminal tribes or ~~to~~ to place them in settlements to the executive and by making suitable rules under the Act to take work from settlers on pain of punishment. This would virtually amount to "begar" or forced labour which is an offence under the Indian Penal Code and is opposed also to Article 23 of the Constitution, as also the I.L. Convention (29) on Forced Labour. It also states that while notifications issued under section 3 of the Criminal Tribes Act dub the whole tribe, gang or class of persons as criminal actually only about 2.3 per cent of the notified criminal tribes persons ~~are~~ actually registered and the percentage of actual criminals will even be lower. The system of roll call is capable of being used for oppression. The Report holds that the necessity for the Act has ~~has~~ now disappeared.

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Pending the repeal of the Criminal Tribes Act, the Report has suggested that the system of automatic registration of members of the criminal tribes, on their attaining a particular age, is neither necessary nor desirable and pending the repeal of the Act, the existing powers of exempting persons from registration should be liberally used in the case of all persons other than those who have been proved guilty of offences or reasonably suspected of such offences. It is suggested that registration of members of the Criminal Tribes, who are not convicted of any offences or reasonably suspected of any offences during the last three years, may be cancelled. The preliminary enquiry under proviso to section 16 of the Criminal Tribes Act should be carried out by a judicial officer giving adequate opportunity to the criminal tribe members, likely to be affected, to urge their reasons against the proposed internment order. Generally the administration of the Criminal Tribes Act, 1924, should be liberalised and no new tribe should be notified as a criminal tribe.

Welfare measures.- The Report suggests the following measures for the social and economic uplift of the criminal tribes after the repeal of the Criminal Tribes Act:- (a) adequate provision for imparting general education and vocational training both for children and adults; (b) eligibility for concessions similar to those granted to Harijans, ~~and~~ Adivasis and other backward classes; (c) the establishment of co-operative societies of the types depending on local needs and requirement; (d) organization of panchayats; (e) utilisation of employment exchanges for securing suitable employment to ~~members of~~ unemployed members of these tribes; and (f) settlement of these people in or near villages so that their absorption in the society may be accelerated.

For the implementation of these measures, the Report recommends that the Central Government should make a liberal contribution not exceeding 50 per cent <sup>of the expenses</sup> to the State Governments for the initiation and execution of the schemes for a period of 10 years in the first instance.

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Employment Exchanges: Working during April, 1951.

Employment situation.- According to the Report of the Directorate of Employment Exchanges for April 1951, the employment situation, in general, was considered satisfactory. The total number of registered unemployed fell during ~~xxxxxx~~ April for the third consecutive month. The number of vacancies notified and the number of placings effected also both declined. Nevertheless, the average level of placings over the last six months was more than maintained. The number of vacancies notified by Government establishments declined a little and the number of registered unemployed discharged Government employees also fell.

Shortages of skilled workers such as boiler attendants, welders, tannery supervisors and comptometer operators were reported during the month. Clerks, semi-skilled technicians and unskilled workers continued to be far in excess of demand.

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

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	April 1951	March 1951
Total number of registrations.....	113,437	112,904
Total number of placings.....	35,396	38,253

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Of those registered 8,646 were ex-service personnel, 10,992 were displaced persons (including 5,024 from East Pakistan) and 3,961 discharged Government employees. Registrations during the month showed an increase of 533 as compared with March 1951. Although there was a slight overall increase, all the regions except Uttar Pradesh and Assam recorded a fall in registrations during the month. Uttar Pradesh showed an increase of 6,578.

Of those placed 2,291 were displaced persons (including 736 from East Pakistan), 1,637 were ex-servicemen and 1,071 discharged Government employees. 22,211 were placed with private employers and 13,185 in Union and State Government Departments. There was a fall of 2,857 in placings during the month as compared with March 1951. Decrease in placings was recorded in Madras (2,367), West Bengal (890), Bihar (288) and Bombay (235). Madhya Pradesh and Assam, on the other hand, showed an increase of 565 and 304 respectively in placings over the previous month.

Placings by wage groups.- Figures relating to placings during the month ~~XXXXXX~~ according to wage groups are as follows:-

<u>Wage group: basic monthly pay</u>	<u>Number of placings.</u>
Above 101 rupees .....	545
61 to 100 rupees .....	3,735
30 to 60 rupees .....	25,665
Below 30 rupees .....	5,451

Vacancies notified and submissions.- The number of vacancies notified by employers during April 1951 was 41,813 as compared with 44,202<sup>for March 1951</sup> that is a fall of 2,389. Of the vacancies notified, 15,949 were by Union and State Government establishments and 25,864 by private employers recording a fall of 2,819 in Government vacancies and an increase of 430 in the private sector. The fall in vacancies notified was marked in Madras (2,790), Orissa (933) and West Bengal (519). On the other hand there was an increase of notifications in Uttar Pradesh(1,161) and Madhya Pradesh (427).

The number of persons submitted to employers during April 1951 was 80,486 as compared with 88,588 during the ~~previous~~ previous month. Information received from employers during the month showed that 2,900 applicants failed to report for interview without offering any satisfactory explanation. 1,251 had declined offers of appointment because pay offered was considered inadequate and 1,873 had declined for various other reasons.

The number of employers ~~of~~ who used the exchanges during April was 6,387 as against 6,857 during March 1951. Of these 55.8 per cent were private employers.

Employment of highly qualified persons.- 912 employment-seekers of the appointments branch standard (those experienced in administrative, executive, supervisory or managerial work and possessing higher technical, scientific or professional qualifications) sought employment assistance during the month and 91 were placed in employment. There was an increase of employment opportunities in Bombay for men with technical and scientific qualifications.

Placings of women.- 5,916 women were registered for assistance; (344 less than in the previous month) and 3,365 placed in employment as against 3,893 during the previous month.

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Assistance ~~and labour~~ to scheduled caste applicants.- The number of Scheduled Caste applicants registered by the employment exchanges during the month under review was 11,376 as against 10,803 registered in March 1951. 4,975 Scheduled Caste applicants were placed in employment as against 4,627 placed in the previous month. Among those placed during April, 981 were in Union Government vacancies, 385 in State Government vacancies and 3,609 in other vacancies. The number of Scheduled Caste applicants submitted to employers during the month was 8,100 as compared with 8,250 during March. 146 vacancies meant specifically for Scheduled Caste applicants were notified to Employment Exchanges. At the end of April, 23,601 Scheduled Caste applicants remained on the live registers of exchanges of whom 1,200 were women.

Vacancy and labour clearing.- During the month under report the Vacancy Clearing Machinery was utilised to fill 497 vacancies by applicants from other exchange areas. Ferozepore, Patna, Bareilly, Jullundur and Calcutta Exchanges filled 79, 49, 46, 45 and 35 vacancies respectively in this manner. 515 fresh vacancies were notified by regional clearing houses for wider circulation, of which 485 were given all India circulation and the remaining 30 limited circulation. The total number of vacancies under circulation on 30 April 1951 was 827 as against 612 at the end of March 1951.

Work of mobile exchanges.- Mobile sections of employment exchanges, registered 12,200 persons for employment assistance and found jobs for 9,444.

Number of unemployed in the registers at the end of April 1951.- The total number of persons seeking employment assistance through exchanges on the last day of the month was 331,372 which was 5,720 less than the figure for March 1951. Of those 51,249 were displaced persons (including 31,263 from East Pakistan), 35,644 ex-service personnel and 13,774 discharged Government employees. Among discharged Government employees 9,317 were Union Government and 4,457 State Government employees.

Special investigations: work done by exchanges regarding vacancies notified by local administrations.- A special enquiry was recently made to assess the extent to which local administrations such as District Boards, Municipalities etc., have availed themselves of the services of employment exchanges. During the year 1950, local bodies notified 8,775 vacancies to the exchanges of which 6,471 or 73.7 per cent were filled by the end of the year. The number of vacancies notified by local administrations was comparatively large in the regions of Uttar Pradesh (4,182) and Bombay (1,936). These figures, however,

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cannot be considered satisfactory. It is apparent that the services of the exchanges are utilised by very few local bodies and that much headway has to be made before employment exchanges can be said to have become the normal channel of recruitment for vacancies of this sort. It is also clear that exchanges are in a position to meet demands of this sort to the advantage of everybody concerned. The following statement gives the position on a Regional basis:-

Region	No. of order cards opened	No. of vacancies notified	No. of vacancies filled.
(1)	(2)	(3)	(4)
Assam .....	8	8	1
Bihar .....	81	670	270
Bombay .....	258	1,936	1,614
Delhi, Ajmer and Rajasthan.....	62	287	171
Hyderabad.....	1	4	4
Madhya Pradesh.....	206	305	91
Madras.....	329	669	408
Orissa .....	2	110	110
Punjab .....	280	540	225
Uttar Pradesh.....	356	4,182	3,559
West Bengal.....	37	64	18
All INDIA.....	1,620	8,775	6,471

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

83. Vocational Training.

India - May 1951.

Labour Ministry's Training Programmes: Progress during March 1951.

Training of adult civilians.- According to the Review of work done by the Directorate General of Resettlement and Employment during March 1951, the number of trainees on the rolls of the various training institutes was 8,295 on 31 March 1951. Of those on rolls, 6,221 persons were receiving training in technical trades and the rest in vocational trades.

Training of displaced persons.- Under the new training scheme for displaced persons, 1,995 displaced persons were undergoing training at the end of the month at the training institutes in the various States against the sanctioned capacity of 2,222 seats. 13 displaced persons passed the prescribed trade tests bringing the total number of displaced persons, who have successfully completed training at the Labour Ministry's training institutes to 9,335.

Apprenticeship training scheme.- 1,000 seats have been sanctioned for apprenticeship training of displaced persons in West Bengal and Uttar Pradesh. The selection of candidates was in progress.

Training of women.- A total of 367 women were undergoing training at the end of the month at the three Women's Industrial Training Institutes at New Delhi, Dehra Dun and Madras. In addition, 16 women were undergoing training at the Industrial Training Institute, Virajpeth (Coorg), and 5 women at the Industrial Training Centre, Christian School of Commerce, Lucknow.

Training of instructors and supervisors.- The total number of Supervisors and instructors undergoing training in the sixth regular session at the Central Training Institute for Instructors, Koni, Bilaspur, was 104 on 31 March 1951.

In addition to the categories of trainees mentioned above, 155 primary school teachers were receiving training in wood work at the Industrial Training Institute, Aundh, under a special arrangement with the Government of Bombay. Out of the 500 seats reserved for the training of ex-servicemen, posting orders in respect of 106 persons ~~was~~ have so far issued.

(Review of Work done by the Directorate General of Resettlement and Employment during the Month of March 1951, issued by the Ministry of Labour, Government of India ).

85. Migration and Colonisation.

India - May 1951.

Ceylon Indian Congress to challenge Citizenship Act: Disfranchisement of Indian Residents questioned.

The Ceylon Indian Congress has decided to challenge the validity of the Ceylon Citizenship Act and certain provisions in the Ceylon (Parliamentary Elections) Order-in-Council, 1946.

According to a spokesman of the Congress, the Ceylon Parliament has no right to enact "discriminatory" legislation which has disfranchised thousands of Indian residents whose names had previously appeared in the electoral registers.

Section 29(2) of the Ceylon Constitution Order-in-Council, 1946, states that no law made by Parliament for peace, order and good government shall "make persons of any community or religion liable to disabilities or restrictions to which persons of other communities or religions are not made liable".

The Congress spokesman said that appeals would be lodged against the decisions of the registering officers to disfranchise Indian resident in Ceylon. He added that the issue affected the political future of more than 500,000 out of the 800,000 Indians in Ceylon, and that the case would be referred to the Privy Council if found necessary.

(The Times of Ceylon, 17-5-1951).

CHAPTER 9. INCOME SECURITY.

INDIA - MAY 1951.

92. Legislation.

Assam: United Khasi-Jaintia Hills District  
(Workmen's Compensation) Regulation, 1951.

In exercise of the powers conferred under the Constitution of India, the Governor of Assam has made the United Khasi-Jaintia Hills District (Workmen's Compensation) Regulation, 1951 (No. IV of 1951), which applies to the areas known as the Khasi States immediately before the commencement of the Constitution which now ~~form~~ form part of the autonomous United Khasi-Jaintia Hills District. The Regulation which comes into force at once extends to the said areas all the provisions of the Workmen's Compensation Act, 1923 and all rules and orders made thereunder subject to any amendments to which they are for the time being subject in the rest of India.

(Notification No. TAD/Misc/197/50/42, dated 9 May 1951, the Assam Gazette, Part II, dated 16 May 1951, pages 998-999 ).

Ajmer: Draft Ajmer State Employees' Insurance  
Courts Rules, 1951.

The Chief Commissioner, Ajmer, published on 21 April 1951 the draft of Ajmer State Employees' Insurance Courts Rules, 1951, proposed to ~~be~~ be made under the Employees' State Insurance Act, 1948. The rules, inter alia, relate to the Constitution of Employees' Insurance Courts to be set up under the Act, conditions of service ~~and~~ of judges, administrative control, execution of orders, costs, etc. The draft will be taken into consideration after 30 May 1951.

(The Gazette of India, Part III, Section 3, dated 21 April 1951, pages 415-422 ).

Punjab: Employees' Insurance Courts Rules,  
1949 gazetted.

The draft Employees' Insurance Courts Rules, 1949 (vide page 75 of the report of this Office for May 1950) have been approved and gazetted on 20 April 1951.

(Punjab Government Gazette, Part-I,  
dated 20 April 1951, pages 390-400).

94. Application.

India - May 1951.

Burma: Working of the Workmen's Compensation Act during 1949\* .

Accidents and compensation paid.- According to the annual returns received from employers, compensation was paid for 1,495 cases during the year under review as against 1,726 the previous year. The amount of compensation paid in 1949 was 228,666 rupees as against 169,730 rupees in 1948. Details regarding the number of accidents and the amount of compensation paid during 1949 is given below:-

Industry	Estab-lish-ments	Work-men employ-ed	Killed		Permanently		Temporarily	
			per-sons	amount paid	per-sons	amount paid	per-sons	amount paid
1	2	3	4	5	6	7	8	9
				Rs. A.		Rs. A.		Rs. A.
Railways.....	8	13,946	8	26,800	4	2,415 0	68	1113 8
Factories....	365	*20,698	5	11,480	10	4,612 0	86	3820 9
Mines.....	99	**5,957	2	4,800	8	8,352 4	386	8594 11
Port Trust...	12	§ 7,846	14	44,800	6	12,320 0	143	5978 12
Oil-Winning..	49	13,751	7	19,600	17	5,980 0	532	9152 10
Inland Water Transport.	5	4,445	8	12,600	6	2,140 6	35	3160 15
Cinema Exhibi-tion.....	24	§§ 459	-	-	-	-	-	-
Miscellaneous.	89	11,409	14	33,814	9	3,164 14	127	3966 11
All Industries	651	78,511	58	153,894	60	38,984 8	1377	35787 12

\* 72 Women and 79 Minors (in factories) included.  
 \*\* 35 Minors (in Mines) included.  
 § 4 Minors (in Port Trust) included.  
 §§ 6 Minors (in Cinema Establishment) included.

\* Ministry of Public Works and Labour, Directorate of Labour, Burma: Report on the Working of the Workmen's Compensation Act, 1923 in Burma for the Year 1949: Superintendent, Government Printing and Stationery, Burma: pages 9: Price Re.1-0-0.

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Work of Commissioners.- The District Magistrates for their respective districts, the Assistant Residents for their respective sub-divisions in the Frontier Areas, the District Magistrate and Additional District Magistrate, Magwe, for the Magwe District and the Notified Hilfields of Yenangyaung and Chauk, and the Labour Commissioner, Burma, for the Rangoon Town District, continued to be Commissioners for Workmen's Compensation. The Commissioner for Workmen's Compensation, Rangoon, was also the Authorized Officer for Workmen's Compensation, Burma, for the purposes of the Workmen's Compensation (Transfer of Money) Rules, 1938.

The collection of the returns for 1949 and their transmission to Labour Directorate by a certain number of Commissioners were delayed due to disturbed conditions in certain areas and to interruption of communications for some period.

The report mentions that it is gratifying to note that the workers were getting more conversant with the principles of the Workmen's Compensation Act and that trade union leaders were rendering more personal assistance to the dependants and the injured workmen in prosecuting claims under the Act.

The practice of the Commissioner for Workmen's Compensation, Rangoon, visiting places of accidents in some cases, and places of residence of wives and children or orphans of the deceased workmen, for whose benefit he had to administer compensation with a view to ensuring that the amount of compensation was spent properly or that the minors were well looked after by their guardians, was continued.

No inspection of any of the offices of the Commissioners for Workmen's Compensation was done during the year.

No appeals under section 30 of the Act were filed during the year in the High Court of Judicature at Rangoon.

Act extended to Shan or Kachin State.- There were no major changes either in the Act, or in the Rules made thereunder during the year under report, except that, with the enforcement of The States (Extension of Laws) Act, 1949 (Act XV of 1949) on the 8 April 1949, all regulations and notifications, extending the Workmen's Compensation Act, 1923, to the areas included in the Shan or Kachin State, so far as they relate to the extension of the said Act, were either repealed or cancelled; and an addition of sub-section (10) was also made after sub-section (9) in section 8 of the Act.

The sub-section makes provision for the payment of compensation, in cases where there are difficulties in ascertaining the identity of whereabouts of the dependants of the workman, to the Guang or contractor through whom the workman was employed or to such other persons as the Commissioner shall deem fit to act in this behalf, with such instructions as to the distribution of the compensation as the Commissioner may think necessary.

A series of amendments proposed by the Labour Legislation Committee was still under consideration by Government.

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CHAPTER 11. INDUSTRIAL SAFETY.

INDIA - MAY 1951.

III. Prevention of Accidents.

Coal Mines Safety(Stowing) Act,1939: Duty of  
Excise fixed.

By a notification dated 2 May 1951 and in supersession of the notification dated 26 April 1947, the Central Government has, in exercise of the powers conferred by section 5 of the Coal Mines Safety (Stowing) Act,1939, fixed with effect from 10 May 1951, six annas per ton as the rate at which the duty of excise referred to in the said section shall be levied and collected on coal and soft coke and nine annas per ton as the rate at which the duty of excise shall be levied and collected on hard coke.

(Notification No.SRO 619 dated 2 May 1951, the Gazette of India, Part II, Section 3, Extraordinary, 2 May 1951, page 405 )

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CHAPTER 12. INDUSTRIAL COMMITTEES.

INDIA - MAY 1951.

121. Special Information.

Indian Coal Statistics: New Monthly Journal  
published.

The Chief Inspector of Mines, Ministry of Labour, Government of India, is publishing, with effect from January 1951, the Monthly Coal Bulletin, containing statistics of coal mining industry. In a preface to the new journal, Mr. Jagjivan Ram, Minister for Labour, Government of India points out that at present the only comprehensive publication on coal statistics is the Report of the Chief Inspector of Mines in India, which is published annually and, inevitably, with a considerable time-lag. The value of the information contained therein is consequently greatly decreased. This publication has been brought out to remove this lacunae.

The statistical data given in the Bulletin concern, among other matters, number of collieries, production, despatches, stocks etc., machinery in use, distribution, employment, absenteeism, output per man-shift, hours of work, wages and concessions, health and strikes. More important of the data for January 1951 given in the Bulletin are given below.

Number of collieries.- During the month of January 1951, 840 collieries were reported to be working in the various coalfields. Returns were received from all the collieries excepting a few small mines. Notices were received of the re-opening of 2 mines and closing of 7 mines.

Production and despatches.- During this month 2,908,025 tons of coal was produced from the various coalfields which was 375,435 tons more than the output of coal during the same month, last year. Approximately 184,256 tons of coal were used to produce 113,520 tons of soft coke and 10,482 tons of hard coke in collieries mostly from Bengal and Bihar coalfields.

2,546,560 tons of coal, 110,238 tons of soft coke and 6,201 tons of hard coke, despatched during this month from the different coalfields. The corresponding figures for the previous month were 2,311,289, 111,457 and 8,584 tons respectively.

Employment.- The daily average number of persons employed in the coal mines in the Indian Union was 338,709 persons which is 3,709 persons more than the number employed in the previous month. The number of man-shifts worked during the month and its break down according to (a) underground, (b) open-workings and (c) on the surface is given below:-

	Total number of man-shifts worked.	Daily average number of persons employed.
Underground .....	4,424,373	176,774
Open-workings.....	812,503	31,890
Surface .....	3,260,528	130,045
Total.....	8,497,404	338,709

Of these persons, 113,149 men were employed in cutting and loading coal, 75,431 men in other underground operations, 8,233 men in open-cast workings, 87,667 men on surface and 11,851 and 42,578 women were employed in open-workings and on surface respectively.

Absenteeism.- As per the returns received 8,497,404 man-days were worked during the month and 1,598,862 ~~man~~ days were lost by absence. The overall percentage of absenteeism was 14.03 in all the coal mines.

The percentage of absenteeism in the various coalfields is indicated below and affords a comparison:-

Field.	Percentage of absenteeism among workers in			
	Underground	Open-workings	Surface	Overall
Assam .....	17.81	17.35	11.90	25.25
Raniganj.....	14.78	16.16	10.91	13.46
Jharia.....	18.01	13.74	9.40	11.66
Bokaro.....	36.94	10.85	41.57	14.62
Giridih.....	28.04	28.47	29.97	25.04
Karanpura.....	14.40	8.31	10.64	10.17
Other fields in Bihar.	9.79	16.06	8.12	10.41
Madhya Pradesh.....	13.50	10.23	9.11	11.99
Orissa.....	15.21	..	10.13	13.73
Hyderabad.....	17.52	..	10.92	15.00
Bikaner.....	32.96	..	17.10	24.67
INDIAN UNION.....	14.82	18.18	10.32	14.03

Output per man-shift.- In calculating the per capita output per man-shift worked, it should be

borne in mind that the coal mines in India are not as highly ~~mark~~ mechanized as in certain western countries and consequently most of the work has to be done by manual labour. This, therefore, necessitates a division of the number of workers into two classes, viz., productive and unproductive labour. The latter class, however, do aid production indirectly and so output per man-shift is calculated separately for productive labourers and all persons employed above and below ground.

The figures for the various coalfields are given below:-

Field	Output per man-shift for		
	Miners and Loaders.	All persons employed in underground and open-workings.	All persons employed above and below ground.
Assam .....	0.78	0.59	0.38
Raniganj .....	0.96	0.54	0.33
Jharia .....	1.08	0.60	0.34
Bokaro .....	1.24	0.62	0.47
Giridih .....	0.44	0.25	0.17
Karanpura .....	1.45	0.47	0.27
Other fields in Bihar.	0.78	0.40	0.24
Madhya Pradesh .....	0.94	0.52	0.35
Orissa .....	1.06	0.34	0.23
Hyderabad .....	0.87	0.41	0.24
Bikaner .....	1.18	0.83	0.35
<b>INDIAN UNION .....</b>	<b>1.01</b>	<b>0.55</b>	<b>0.34</b>

Wages and Earnings.- As per the Conciliation Board's Award applicable to coalfields in Bengal and Bihar and similar awards in other coalfields, the wages are paid weekly and consists of basic wages, dearness allowance and other cash payments. 'Other cash payments' include the lead and/or lift, other special rates paid for work involving extra labour such as mfgn-driving, etc., and overtime paid. Besides, essential foodstuffs, viz., rice, wheat and dal are to be sold to the labourers at concessional rates. These wage components vary in ~~an~~ value from one field to another and also from time to time, in individual mines depending on the nature of the work.

The average weekly earnings (including wages, dearness allowance and other cash payments) paid to the various classes of labour in the various coalfields are given below:-

1	Assam		Raniganj		Jharia			Madhya Pradesh			Orissa			Hydera- bad			Bikaner				
	Rs.A.P.		Rs.A.P.		Rs.A.P.			Rs.A.P.			Rs.A.P.			Rs.A.P.			Rs.A.P.				
Underground- Miners and Loaders.....	20	10	5	10	0	11	12	15	10	98	6	2	5	12	6	14	10	9	13	6	0
Others.....	11	6	10	14	3	8	12	4	2	7	15	3	11	14	1	12	11	3	13	14	6
Open-workings- Miners and Loaders.....	14	10	0	11	10	0	12	1	3	13	0	0	-	-	-	-	-	-	-	-	-
Others .....	22	13	8	12	13	3	9	0	6	7	13	8	-	-	-	-	-	-	-	-	-
Women.....	10	13	7	8	2	4	7	11	2	5	3	1	-	-	-	-	-	-	-	-	-
Surface- Men .....	12	2	11	11	6	10	10	5	0	9	5	7	7	3	7	13	10	1	8	8	6
Women.....	7	12	1	6	4	3	6	8	3	5	0	8	3	0	0	6	15	8	4	1	4

The total weekly loss incurred as a result of the concessions to the mining labourers in all fields was 681,541 rupees only.

(Monthly Coal Bulletin, January 1951,  
Issued by the Chief Inspector of Mines  
in India, Ministry of Labour, Government  
of India ).

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

INDIA - MAY 1951.

Chapter 3. Economic Questions

The Finance Act, 1951 (No. XXIII of 1951); The Gazette of India, Extraordinary, Part II, Section 1, dated 28 April 1951, pages 83-97.

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

Mysore: Mysore Livestock Improvement Act, 1951 (No. XIX of 1951); The Mysore Gazette, Part IV-2A, 17 May 1951, pages 107-116.

The Inland Steam-Vessels (Amendment) Act, 1951, (No. XXVI of 1951); The Gazette of India, Extraordinary, Part II, Section 1, 4 May 1951, pages 105-112.

Chapter 5. Working Conditions and Living Standards

Coal Mines Provident Fund and Bonus Schemes (Amendment) Act, 1951 (No. XXI of 1951); The Gazette of India, Extraordinary, Part II, Section 1, 28 April 1951, pages 81-82.

Chapter 6. General Rights of Workers

Assam:- United Khasi-Jaintia Hills District (Industrial Disputes) Regulation, 1951 (No. V of 1951); The Assam Gazette, Part II-A, 16 May 1951, pages 999-1000.

Madhya Pradesh: Madhya Pradesh Industrial Disputes Settlement (Amendment) Act, 1951 (No. XVI of 1951); The Madhya Pradesh Gazette, Part IV-B, 11 May 1951, pages 117-118.

Burma: The Trade Disputes (Amendment) Act, 1951 (No. XII of 1951); The Burma Gazette, Part I, 14 April 1951, page 204.

Chapter 9. Income Security

Assam: United Khasi-Jaintia Hills District (Workmen's Compensation) Regulation, 1951 (No. IV of 1951); The Assam Gazette, Part II, 16 May 1951, pages 998-999.

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LIST OF THE MORE IMPORTANT PUBLICATION RECEIVED  
IN THE NEW DELHI OFFICE DURING MAY, 1951.

INDIA - MAY 1951.

Economic Questions

- (a) Government of Madras, Administration Report 1948-49, Part II, Printed by the Superintendent Government Press Madras, 1951, price Rs.4/8, pp.292.
- (b) First Report of the National Income Committee, April 1951; Issued by the Department of Economic Affairs: Ministry of Finance, Government of India, pp.102.

Problems Peculiar to Certain Branches of the National Economy

Annual Report on Industrial Co-operatives and Village Industries in the Province of Bombay for the year 1948-49. Printed at the Government Central Press, Bombay, 1951, pp.107, price Rs.2-6.

Working Conditions and Living Standards

- (a) Annual Report on the Administration of the Factories Act in the Province of Bombay for the Year 1949: Bombay, Printed at the Government Central Press, 1951, Price Rs.5 As.8, or 9s.
- (b) Ceylon-Part I-Civil(F), Administration Report of the Commissioner of Labour for 1950, April 1951, printed at the Ceylon Government Press, to be purchased at the Government Publications Bureau, Colombo, Price: Re.1.90, pp.90.

General Rights of Workers

Industrial Awards in India An Analyses Government of India, Ministry of Labour, Labour Bureau pp.186, Price Rs.4 or 6s 6d. (Sent to Geneva alongwith this Office Minute No.D.1/941/51 dated 16 May 1951).

Man-Power Problems

Report of the Criminal Tribes Act Enquiry Committee (1949-50) Published by the Manager of Publications, Delhi, 1951, pp.172. (Sent to Geneva alongwith this Office Minute No. D.1/941/51 dated 16 May 1951).

Income Security

Ministry of Public Works and Labour, Directorate of Labour, Burma: Report on the Working of the Workmen's Compensation Act, 1923, in Burma for the year 1949: Superintendent, Government Printing and Stationery, Burma, Rangoon, 1951; Price Re.1/-, pp.9.

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