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Industrial and Labour Development in June, 1949.N.B.- Each Section of this Report may be taken out separately.

ILO GENEVE OLT  
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Contents.Pages.CHAPTER 1. INTERNATIONAL LABOUR ORGANISATION.11. Political Situation and Administrative Action:

- (a) Meeting of Bombay Labour Advisory Board, 7 June 1949: Technical Education for Textile Workers proposed. 1-3
- (b) Pakistan: East Bengal Tripartite Labour Conference, Dacca, 23 May 1949: Advisory Board to be set up. 3

CHAPTER 3. PROFESSIONAL ORGANISATIONS.31. Workers' Trade Union Movements:

- (a) Meeting of General Council of Hind Mazdoor Sabha, Nagpur, June 20-21, 1949: State Control of Factories urged. 4
- (b) Conference of Bombay Hind Mazdoor Sabha, Bombay, 12 June 1949: Payment of Bonus in Savings Certificates disapproved. 5-6
- (c) Meeting of Executive Committee of All-India Railwaymen's Federation: Labour situation on Railways reviewed. 6
- (d) Nilgiris Plantation Labour Conference, Kotagiri, 17 June, 1949: Working Conditions demanded. 7
- (e) Federation of Jute Workers to be formed. 7

CHAPTER 4. ECONOMIC QUESTIONS.41. Industrial and Mining Production:

- (a) India: The Central Tea Board Act, 1949, (Act No. XIII of 1949). 8
- (b) India: Processing of Monazite: Plant to be set up. 8-9
- (c) Automobile Assembly Plant to be set up in Madras. 9

42. Production and Export of Agricultural Products:

India: Central Committee on Soil Science set up.

43. Foreign Trade and Exchanges:

- (a) India: Export Duty on Cotton Textiles to be removed. 11
- (b) India: Meeting of Export Advisory Council, New Delhi, June 1, and 2, 1949: Need for Expansion of Export Trade stressed. 11-15
- (c) India: Meeting of Import Advisory Council, New Delhi, 2 June 1949: Restrictive Policy necessary to reduce Adverse Balance of Payments. 16-18
- (d) Indo-Pakistan Trade Agreement: Grant of Excise Rebates. 19

44. Prices and Cost of Living:

- India: The Public Companies (Limitation of Dividends) Act, 1949, (Act No. XXX of 1949). 20

46. Wages:

- (a) India: The Industrial Tribunals Payment of Bonus (National Savings Certificates) Ordinance, 1949. 21
- (b) Meeting of Fair Wages Committee, New Delhi, 6 and 7 June 1949: Lower Limit of Fair Wage should equal Minimum Wage. 22
- (c) Mr. Ashoka Mehta's views on Fair Wage Committee's Report: Need for adjusting Basic Wage stressed. 23
- (d) Central Provinces and Berar: Wage Board set up under Minimum Wages Act to advise Government. 24
- (e) Central Provinces and Berar: Draft Schedule of Minimum Wages in 5 Employments under Minimum Wages Act. 24-25
- (f) Mofussil Labour and Wages in Bombay Province, during 1947-48. 25-26
- (g) Madras: Fair Wages Fixed for Labourers under Madras Agency Debt Bondage Regulations, 1940. 27
- (h) United Provinces: Government Order Implementing Decisions on Labour Enquiry Committee's Report extended for 6 Months. 27-
- (i) Burma: The Minimum Wages Bill, 1949. 27-28

47. Reconstruction Plans:

- (a) U.P. Jumna Power Project: Foundation Stone laid by Prime Minister. 29-30
- (b) Machkund Power Project: Dollar Facilities granted. 30-
- (c) Pakistan: Grants for Schemes sanctioned. 30-31
- (d) Pakistan: Road Development and Transport Conference, 26 and 27 May 1949. 31-32

Contents.

Pages.

47. Reconstruction Plans(Continued):

(e) Pakistan: The Thal Development Bill published by West Punjab Government. 32-33

48. Public Finance:

Reducing Government Expenditure: Economy Committee against starting of New Industries. 34-36

49. Rehabilitation:

Rehabilitation of displaced Harijans: Work to be undertaken by All-India Harijan Sewak Sangh. 37

CHAPTER 5. WORKING CONDITIONS.

52. Welfare and Workers' Leisure:

(a) Co-ordination of Activities of Boards of Health in Collieries and Coal Mines Labour Welfare Fund: Committee appointed. 38

(b) India: The Coal Mines Labour Welfare Fund (Amendment) Act, 1949, (Act No.XXVIII of 1949). 38

59. General:

(a) Ajmer-Merwara: Ajmer-Merwara Factories Rules, 1949: Draft Published. 39

(b) Himachal Pradesh: Himachal Pradesh Factories Rules, 1949: Draft published. 39

(c) India: The Repealing and Amending Act, 1949 (Act No.XL of 1949). 40

(d) Conditions of Work in Dockyards in India. 40-45

(e) Travancore: Travancore Factories Act, 1949, gazetted. 46

(f) Labour Conditions in Hyderabad: Enquiry Committee appointed. 46

CHAPTER 6. GENERAL RIGHTS OF WORKERS.

62. Right of Association:

(a) India: Ajmer-Merwara Trade Unions (Recognition) Regulations, 1949: Draft published. 47

(b) Madras: Trade Unions Recognition (Madras) Regulations, 1949: Draft published. 47

**63. Individual Labour Contracts:**

Assam: Industrial Employment (Standing Orders) Act, 1946, extended to all Industrial Establishments excepting Mines, Quarries, Oil-fields and Railways. 48

**64. Wage Protection:**

- (a) Bombay: The Code of Civil Procedure (Bombay Amendment) Bill, 1949: Exemption of Dearness Allowances from Attachment in Execution of Civil Court Decrees. 49
- (b) Madras: The Madras Payment of Wages (Unclaimed Amounts) Rules, 1949. 49

**67. Conciliation and Arbitration:**

- (a) India: Industrial Disputes in Banking Companies: Tribunal set up for Adjudication. 50
- (b) Madras: The Industrial Disputes (Madras Amendment) Act, 1949, (Act No. XII of 1949). 50

**CHAPTER 7. EMPLOYMENT AND UNEMPLOYMENT.****71. Organisation of the Labour Market:**

- (a) India: Employment Exchanges: Working during April 1949. 51-53
- (b) Pakistan: Unemployment Inquiry Committee set up by West Punjab Government. 54
- (c) Hyderabad: Forced Labour banned. 54
- (d) Burma: Employment Statistics Act, 1948: Date of Enforcement. 55

**72. Vocational Guidance and Training:**

- (a) Development of Technical Education in India: Four Institutions to be set up. 56
- (b) Technical Training in Bombay: Uniform Syllabus proposed. 57
- (c) Technical Training in East Punjab: Large Number of Girls attend Training Schools. 58
- (d) West Bengal: Expert Committee appointed to report on Apprenticeship Training in Engineering Industry. 58

**73. Migration and Colonisation:**

Employment of Indian Skilled Labour in Malaya: Memorandum containing Terms and Conditions ~~is~~ circulated for Opinion. 59-60

CHAPTER 8. SOCIAL SECURITY.85. Benefits Organised or paid by Employers:

Pakistan: The East Bengal Maternity Benefit (Tea Estates) Bill, 1949. 61

CHAPTER 9. LIVING STANDARDS.91. Nutrition:

Fishery Statistics Committee appointed by Government of India. 62

CHAPTER 11. PROBLEMS PECULIAR TO CERTAIN OCCUPATIONS OR CATEGORIES OF OCCUPATIONS.117. Agriculture:

- (a) United Provinces: Reform of Land Tenure: United Provinces Zamindari Abolition and Land Reforms Bill 1949 published. 63-69
- (b) Madras: Abolition of Zamindaries: Madras Estates (Abolition and Conversion into Ryotwari) Act, 1948 (Act No. XXVI of 1948): 69-70
- (c) Ajmer-Merwara: The Ajmer-Merwara Agrarian Relief Ordinance, 1949. 70-71
- (d) Fixation of Minimum Wage for Agricultural Workers: Inquiry to be conducted by Government of India. 71-72
- (e) Congress Agrarian Reforms Committee's Report: Composite Type of Land Tenure suggested. 72-73
- (f) Bombay: Organising Co-operative Farming Societies: Scheme approved by Provincial Government. 73
- (g) Cochin: Report of Agrarian Problem Enquiry Committee. 74-78

112. Indigenous Workers:

Fixation of Wages for Adivasi Labour: Board appointed by Government of Bombay. 79

113. Navigation:

- (a) India: Dock Workers (Regulation of Employment) Amendment Act, 1949, (Act No. XXIX of 1949). 80
- (b) India: Dock Workers (Advisory Committee) Rules, 1949. 80
- (c) Pakistan: Port Welfare Committee set up for Chittagong Port. 80

Contents.

Pages.

117. Shopworkers:

- (a) Assam: The ~~Assam~~ Assam Shops and Establishments Rules, 1949. 81
- (b) West Bengal: Bengal Shops and Establishments Act extended to 17 Municipalities. 81
- (c) Madras: Madras Shops and Establishments Act, 1947: Opening and Closing Hours fixed. 82
- (d) Madras: Madras Shops and Establishments Act, 1947: Exemption. 82

LIST OF THE MORE IMPORTANT PUBLICATIONS RECEIVED  
IN THE NEW DELHI OFFICE DURING JUNE 1949. 83



CHAPTER 1. INTERNATIONAL LABOUR ORGANISATION.

INDIA - JUNE 1949.

11. Political Situation and Administrative Action.

Meeting of Bombay Labour Advisory Board, 7 June 1949:  
Technical Education for Textile Workers proposed.

A meeting of the Bombay Labour Advisory Board was held at Bombay on 7 June 1949. Mr. Gulzarilal Nanda, Labour Minister, Government of Bombay, presided.

The Board discussed the stoppages of production in some textile mills in various industrial cities of the Province and the consequent unemployment of workers, welfare trust funds for industrial workers, pre-employment, technical training for workers and workers' co-operative housing, canteen and other societies and generally accepted the principles underlying the various proposals.

~~Textile Mills' crisis.~~ The Board also agreed that there should be no unemployment even if rationalization ~~was~~ introduced. The various proposals were referred to sub-committees for fact-finding and the working out of details.

Textile Mills' crisis.- Mr. Nanda drew the attention of the Board to the phenomenon of closure of the third, second and even first shifts in several textile mills in the ~~Province~~ various industrial cities of the Province and stressed the need of adopting ~~the~~ action that could deal effectively with the causes producing a situation of difficulties for both industry and labour with forced unemployment for workers. Shortages of raw materials and stores and accumulated stocks, and mismanagement had been reported to have produced a crisis in these cases of closure. A labour spokesman said that, in one case, the reasons ascertained disclosed that the management had found that it was making less profits out of the extra shift than it used to and, therefore, contemplated closing it down, while the representatives of mill-owners' associations desired investigation of the probable causes culminating in the closure. Mr. Nanda ~~stated~~ stated that he personally preferred where a closure did occur, the industry through its own associations should take over the unit and continue running it in the interests of production so vital to the community and the stability of the industry itself. The Government, of course, would extend all facilities and help that might be necessary to prevent the stoppages in production in the interests of both industry and labour.

The Board appointed Committee with representatives of industry and labour in the various industrial cities for collecting authentic information and making its recommendations on the remedial measures that might be necessary to deal with the situation and prevent developments of a similar situation.

Technical training for industrial workers.- On the question of technical training for industrial workers, Mr. Nanda said that he had always been very keen on such training. He pointed out that demands for increased and adequate wages for labour could be met satisfactorily if they were backed with efficiency in production. Rationalisation no doubt increased production and was desirable, but rationalisation must be so introduced as not to cause the slightest unemployment.

The Board unanimously agreed that rationalisation should be undertaken in times of expansion or when vacancies occurred. Specific pre-employment and post-employment training, however, increased technical efficiency and lowered costs of production without causing unemployment. The Board appointed a sub-committee to decide the question of imparting technical education to textile workers, before and during their employment, in order to increase their efficiency.

Workers' Welfare Trust.- The Central Standing Labour Committee in Delhi had discussed the question of establishment of welfare trust funds for industrial workers and accepted the principle underlying it. It was pointed out that the funds could be financed with unclaimed wages as well as fines funds, the accumulations of which in Bombay, Ahmedabad and Poona amounted to 877,766 rupees up to 1947. Mr. Nanda pointed out that the utilization of fines and other funds towards technical education of workers and their dependants, improvement of health of workers and their families and recreation and amenities for workers would benefit both ~~employers~~ employers and employees inasmuch as the workers' efficiency and output would be increased.

Workers' co-operatives.- During the discussion on the organisation of housing, banking, credit, canteen and other types of co-operative societies for the benefit of industrial workers, the point was made that, although the Royal Commission on Labour had recommended strengthening of the co-operatives for the use of workers and the Government itself had been pursuing the policy of every ~~such~~ possible encouragement to such societies, the actual progress recorded was not found satisfactory. Representatives of labour pointed out the handicaps under which it was found difficult to establish more housing and canteen societies despite the fact that both the Government and Bombay Municipality adopted a helpful land policy. It was, therefore, urged that trade unions and industry should extend greater co-operation and necessary facilities for organising and promoting the co-operative movement among industrial workers.

The proposal considered by the Board included an offer by the Government of various facilities for training of personnel for management of different types of ~~india~~ co-operatives for the benefit of industrial labour. This proposal also was approved by the Board and referred to a committee for action.

Check-off system.- The proposal for introduction of the "check-off" system, that is, of collection of union dues through deduction from wage-bills by the employers, was dropped, as it received little support from either employers or labour. It was pointed out that, in view of the special character of the existing trade unions in this country, there were difficulties encountered in working out the system and the Board generally accepted this view.

('People's Raj', dated 16-6-1949).

Pakistan: East Bengal Tripartite Labour Conference, Dacca, 23 May 1949: Advisory Board to be set up.

A tripartite labour conference, representing Government, employers and workers, ~~convened~~ was held at Dacca on 23 May 1949. Dr. A.M. Malik, Labour Minister, East Pakistan presided. The Conference decided to set up an advisory board in order to ensure better relations between labour and capital.

The introduction of a provident fund scheme by employers in certain industrial and commercial concerns, ensuring greater security of service for workers, and the holding of a survey of the economic conditions of agricultural labour were among the proposals discussed by the conference.

Among ~~the~~ legislative and administrative proposals in the Central and provincial spheres that were discussed were, enactment of legislation for payment of ~~maternity~~ maternity benefit to woman employees in the tea estates and other establishments for a period before and after child-birth, amendment of the Bengal Shops and Establishments Act and introduction of social insurance in East Pakistan, amendment of the Indian Trade Unions Act, the Payment of Wages Act, the Workmen's Compensation Act, the Factories Act and the Industrial Disputes Act, were also discussed.

('Dawn', dated 23-5-1949 and 1-6-1949).

CHAPTER 3. PROFESSIONAL ORGANISATIONS.

INDIA - JUNE 1949.

31. Workers' Trade Union Movements.

Meeting of General Council of Hind Mazdoor Sabha, Nagpur, June 20-21, 1949: State Control of Factories urged.

A meeting of the General Council of the Hind Mazdoor Sabha was held at Nagpur on 20-21 June 1949, under the presidency of Mr. R.S. Ruikar.

The council passed a resolution urging the ~~Government~~ Government to take over factories closed down by industrialists and maintain and expand wherever possible the country's industrial production. The resolution further said that false notions of property rights must not be allowed to impede the flow of production.

By another resolution the Council invited the attention of Government to the housing problem in the country in general and that of labour in particular, and demanded immediate implementation of the scheme of building one million houses for industrial workers.

The Council also adopted a resolution criticising the Government's labour policy, which, according to the Council, was loaded in favour of the privileged classes, and aimed not at the improvement of industrial relations but at the creation of a pseudo-labour movement subservient to Government and the party in power.

~~By another resolution the Council criticised the~~ A resolution condemning the use of Security Acts by various provincial and State Governments for the purpose of suppression of free trade unions in the country was also adopted.

By another resolution the Council criticised the Government for not implementing most of the recommendations of the Pay Commission, and expressed the view that delay in that matter was causing great distress among employees.

Conference of Bombay Hind Mazdoor Sabha,  
Bombay 12 June 1949: Payment of Bonus  
in Savings Certificates disapproved.

A conference of representatives trade unions affiliated to the Bombay Provincial Hind Mazdoor Sabha, was held at Bombay on 12 June 1949. The conference was presided over by Miss Maniben Kara and attended by over 300 delegates from all over the province.

Addressing the conference Miss Maniben Kara criticised ~~existing~~ the Government's labour policy. She said that, contrary to the workers' hopes ~~that~~ that they would get some benefits with the advent of independence, ordinances were now being thrust upon them even without consulting the trade unions affected. She accused the Government for bolsterning up the Indian National <sup>Trade Union</sup> Congress which, she claimed, had no right to represent Indian workers at any international labour conference abroad.

Mr. N.M. Joshi, in his address, appealed to the workers to organise themselves to strengthen the labour movement in the country. For that purpose, many more workers who were still not within the folds of the movement had to be brought into it, he said. He held the view that the movement should be brought under a single central organisation.

*presented* Mr. Asoka Mehta, General Secretary of the Sabha, ~~introduced~~ a report on the activities of Hind Mazdoor Sabha in Bombay and claimed that 78 unions with a membership of 160,508, had been affiliated to the Sabha.

Resolutions.- The Conference unanimously disapproved of the Ordinance promulgated by the ~~Government~~ Governor-General recently, under which an Industrial Tribunal can declare a part of bonus to be paid to workers in the form of National Savings Certificates (vide paragraph 46, page 24 of this report). The resolution which was moved by the chairman, called upon the Government "to annul the ordinance and in its place launch a drive for small savings", to which the conference assured its full co-operation. "The method of compulsory savings has a meaning", the resolution said, "only when the workers receive a living wage or higher remuneration. In India, the real wages are very low. The bonus is not so much an extra payment as can be saved, but only a ~~differed~~ wage that brings the workers' wage to subsistence level. Any savings must be obtained through voluntary decision of the workers and not through statutory compulsion".

The ~~provision~~ <sup>provision</sup> for giving retrospective effect to ~~the~~ <sup>the</sup> Bombay ~~award~~ <sup>award</sup> was also objected to in the resolution.

The conference passed another resolution expressing its dissatisfaction over the working of the industrial truce. It said that the workers "will never tolerate an industrial truce which is observed in a one-sided manner". The burden of the economic dislocation in the country was allowed to fall on the workers while employers were given

all manner of assistance. The latter, in their pursuit of profit were permitted to close down factories and introduce one-sided rationalisation, it added. The resolution suggested that the Government should take over the factories that had been closed down by the industrialists and maintain the industrial production in the country. The Government should prevent all piecemeal efforts at rationalisation and tackle the problem at a high level through tripartite deliberations.

The labour policy of Government was criticised in a resolution which said that "it is obviously loaded in favour of the privileged <sup>class</sup> ~~cases~~". It was aimed not at improving industrial relations but at creating a pseudo labour movement subservient to Government and to the party in power, the resolution stated.

By another resolution the conference demanded the repeal of the Industrial Disputes (Banking and Insurance Companies) Ordinance of 1949 (vide paragraph 67, page 85 of the report of this Office for May 1949).

(The Times of India, 13-6-1949).

Meeting of Executive Committee of All-India  
Railwaymen's Federation: Labour situation  
on Railways Reviewed.

The Working Committee of the All-India Railwaymen's Federation met at Dinapore on 6 June 1949, with Mr. Jai Prakash Narain, President of the Federation, in the chair. The Working Committee is understood to have reviewed the railway labour situation and discussed the appointment of the Railway Labour Advisory Committee by the Government of India, (vide paragraph 11, pages 1-2 of the report of this Office for May 1949). The Committee welcomed the appointment of the Advisory Committee to settle the outstanding issues between the railwaymen and the Railway Board, but protested against the inclusion of a non-AIRF member on the Committee.

The Committee passed resolutions demanding the reinstatement of workers who were arrested and later released from detention following the strike notice served on the railway authorities in February last and urging the Government to extend all facilities to refugees coming from Pakistan. Another resolution demanded that railway workers who opted for Pakistan provisionally and subsequently changed their option and wanted to remain in India should be reinstated immediately without any reference to the police.

The Committee decided that the Federation should be affiliated to the International Transport Workers' Federation.

(The Statesman, 7-6-1949).

Nilgiris Plantation Labour Conference, Kotagiri,  
17 June 1949: Better Working Conditions demanded.

A conference of plantation labour was held at Kotagiri on 17 June 1949, under the ~~xxx~~ auspices of the Nilgiris Estate Workers' Union. Mr. Kamaraj Nadar, ~~president~~ President of the Tamil Nad Congress Committee presided.

Presidential address.- Mr. Nadar, in his address, advised the labourers to adopt conciliatory methods in getting their grievances redressed by their employers without being influenced by ideas, disseminated by certain violent political organisations. It might be that some organisations might offer them alternative programmes which might seem more attractive than the one offered by the Congress; but they should guard themselves against succumbing to such seductive propaganda. Those who found fault with the Congress Governments should realise that there was no other party in India to supplant the Congress and take charge of the administration and that the result of the Congress's withdrawal from power would be anarchy and confusion. He appealed to the planters to adopt a more conciliatory and liberal attitude towards their labourers and establish cordial relations with them, without which it would be difficult to achieve industrial peace and progress in India.

Resolutions.- The conference passed a number of resolutions. It urged the United Planters' Association of South India to introduce compulsory provident fund system for labourers, accept the principle of profit-sharing, provide better medical, educational and recreational facilities, to liberalise the granting of leave and to give better attention to maternity relief for women. It further requested the United Planters Association to allow the formation of volunteer corps in every estate and to recognise the Nilgiri Estate Labour Union as the sole accredited organisation of estate labourers in the district.

(The Hindu, dated 19-6-1949).

Federation of Jute Workers to be formed.

The formation of a National Federation of Jute Workers of India was decided at a meeting of trade union workers in the jute industry held at Calcutta on 6 June 1949. Mr. H. D. Majumdar, Judicial Minister of West Bengal, presided.

The object of the Federation which will owe allegiance to Indian National Trade Union Congress is to promote the welfare of jute workers of India and their all round progress.

(The Hindustan Times, 7-6-1949).

## CHAPTER 4. ECONOMIC QUESTIONS.

INDIA - JUNE 1949.

### 41. Industrial and Mining Production.

India: The Central Tea Board Act, 1949,  
(Act No. XIII of 1949).

The Tea Committee for India Bill, 1949 (summarised at paragraph 41, page 27 of the report of this Office for February 1948) as modified by the Dominion Legislature, received the assent of the Governor-General on 30 March 1949 and has been gazetted as the Central Tea Board Act (Act No. XIII of 1949). The important changes, among others, made in the bill by the Legislature were: (1) change of name of the bill to 'Central Tea Board Act' and the proposed body to 'Central Tea Board'; and (2) provision of three seats for labour in the Board.

(The Gazette of India, Extraordinary, Part IV, dated 30 March, 1949, pages 89-95 ).

India: Processing of Monazite: Plant to be  
set up.

*Indian scientists* / The Government of India has entered into an agreement with two French firms, to set up a plant for the processing of monazite sands in India. The agreement is for a period of fifteen years and provides that the firms shall set up a plant, which will be manned by Indian scientists, will also be trained in the laboratories and factories of the firms in France. Two scientists will be shortly leaving for France to work at the factories and laboratories of the two firms. In return for these services, the French firms will receive payment on a fixed rate when the full working drawings of the plant to be erected in India are delivered to the Government of India. They will also receive a further sum of money when the factory goes into operation and treats the monazite sands at the rate of 1500 tons per annum.

India has upto now been importing thorium, cerium and other rare earths which are required for use in various industries such as the gas mantle industry and metallurgical operations for the manufacture of special flints, aluminium base alloys, etc. These can be processed from monazite sands, in which traces of uranium may also be present. The work of processing monazite has a great bearing on national development and it has, therefore,

been decided to keep the whole management of this venture in the hands of the State. It has been agreed, after consultation with the Government of Travancore, that all the work will be managed by an Indian Corporation financed jointly by the Government of India and the Government of Travancore.

The Board of Directors of the Indian Corporation will consist of seven persons, namely, three nominees of the Government of India, two nominees of the Government of Travancore, one person representing the industry and one person representing science and scientific research. The three nominees of the Government of India will be Dr. H.J. Bhabha (Chairman, Atomic Energy Commission), Dr. S.S. Bhatnagar (Secretary, Department of Scientific Research), Mr. K.R.K. Menon (Secretary, Ministry of Finance); and Mr. J.D. Choksi of Tata ~~and~~ Sons Ltd., will represent industry, and Dr. K.S. Krishnan will represent science and scientific research. The two representatives of the Travancore Government have not been finally selected yet. Mr. J.D. Choksi will be the Chairman of the Board of Directors of the Corporation. A committee has been appointed to undertake the preliminary work of the flotation of the Corporation.

(The Hindu, dated 7-6-1949).

Automobile Assembly Plant to be set up  
in Madras.

The Government of India has permitted the opening of a second automobile assembly factory in the Madras Province. The first one, situated at Ennore, 15 miles north of Madras, is now nearing completion and is expected to assemble 5,000 cars in a year.

The newly sanctioned factory will be established by a British firm at Vandalore, 20 miles west of Madras, in January next. The provincial Government has already allotted about 60 acres of land for housing the factory, which will have a production capacity of 2,000 cars annually.

(The Hindustan Times, 31-5-1949).

10

42. Production and Export of Agricultural Products.

India - June 1949.

India: Central Committee on Soil Science  
set up.

The Government of India has appointed a Central Committee on Soil Science with a view to guiding and co-ordinating the scientific study of soil in India and to put agricultural production on a planned basis. This step has been taken in pursuance of the recommendation adopted at a Specialists' Conference on Tropical and Sub-Tropical Soils held in London in June 1948, under the auspices of the Commonwealth Agricultural Bureaux, which, inter/alia, stated that a Central Committee of leading Soil Experts should be set up in each country for the purpose of preserving representative soil profiles, interchanging samples of soil profiles and information connected therewith amongst soil workers within the country and in other countries and to guide and co-ordinate scientific study of the soil in the country.

The committee, which consists of 8 members with Dr. J.N. Mukherjee, Director, Indian Agricultural Research Institute as chairman, will have the following functions:- (a) to preserve in a central place the soil profiles representative of soil types; (b) to provide for the interchange of ~~the~~ information regarding the soil types and data on soils generally, and samples of soils and profiles amongst soil workers within the country, and also in other countries; (c) to guide and co-ordinate the scientific study of the soil so as to ensure that soil surveys proceed on right lines; and (d) to lay down the lines of soil survey to be followed for purely scientific or specific utilitarian purposes, and ~~for~~ soil survey training. The committee shall also advise the Government of India on matters of soil research and soil surveys.

The committee will function under the Central Ministry of Agriculture. Soil profiles from various provinces and States will be preserved at the Indian Agricultural Research Institute, New Pusa, and the work on the preparation of soil maps of India, according to the lines laid down by the Committee, will be entrusted to the Institute.

(The Gazette of India, Part I-Section 1,  
dated 18 June, 1949, page 774;  
The Hindustan Times, dated 20-6-1949).

11

43. Foreign Trade and Exchanges.

India - June 1949.

India: Export Duty on Cotton Textiles to be removed.

At a conference of officials of the Government of India and representatives of exporting cotton textile mills and recognised exporters held at Bombay during the latter half of June 1949, it was decided that the export of cotton textiles from India should be made free and that there should be no restrictions on quantity or destination. This arrangement would be subject only to internal control, in view of the system of cloth rationing now in force.

The conference, among other matters, also discussed complaints regarding the quality of cotton cloth exported. It was decided to evolve suitable machinery for ensuring certain standards in respect of exported cloth.

(The Statesman, 18-6-1949).

India: Meeting of Export Advisory Council  
New Delhi, June 1 and 2, 1949: Need for  
Expansion of Export Trade stressed.

A meeting of the Export Advisory Council was held at New Delhi on 1 and 2 June 1949. The meeting considered ways and means of increasing India's export ~~exports~~ trade, <sup>and</sup> keeping a check on the quality of goods exported. Questions concerning the prices of export commodities were also discussed. Now that the export duty on cotton textiles has been removed, the possibility of increasing the export of cotton textiles was also discussed at length. The meeting also considered the question of establishing free trade zones at certain ports in India and decided to refer the matter to various chambers of commerce for detailed study. The Government of India has agreed to give sympathetic consideration to various points raised in the course of discussion, including the liberalisation of export control over certain commodities, simplification of the procedure for the refund of excise duties on goods for exports, and transport facilities.

Commerce Minister's address: Main adverse factors outlined.- Mr. K.C. Neogy, Minister for Commerce, Government of India, addressing the meeting said that the Council had to consider the need to explore ways and means of promoting India's export ~~in~~ trade, the question of exercising some sort of a check over the quality of Indian exports and of finding a way to ensure that overseas buyers were not made to pay unduly high prices. According to Mr. Neogy the factors which operated against expansion of India's export trade were: high domestic demand which, he said, should be met by increased production rather than by diminished exports, unsatisfactory quality of goods sent out of India and the prevalence of high prices.

Effects of partition.- Referring to the problem of India's balance of payments Mr. Neogy said that the partition of the country was responsible to a considerable extent for India's present difficulties. The full impact of the partition on India's foreign trade was only felt in 1948-49 when the Standstill Agreement with Pakistan ceased to be effective. The adverse balance of trade in that year was estimated to be 952.50 million rupees (including private merchandise and Government stores) as against 370.7 million rupees for 1947-48. Partition had ~~not~~ not only reduced India's capacity to export commodities like raw jute, raw cotton and hides and skins, but it had also made India a substantial importer of these commodities. Thus, while three years ago, India was the sole exporter of raw jute, today she was the largest importer of raw jute in the world. The result had been not only a decline in India's exports to the rest of the world with an increase in her adverse balance of trade, but ~~at~~ she also had an adverse balance of trade with Pakistan itself..

The total value of exports of Indian merchandise by sea to countries other than Pakistan amounted to 3710 million rupees in 1948-49 as against 3950 million rupees in 1947-48. Considering that the 1948-49 figures related to the Indian Union alone while the previous year's figures included a good percentage of exports of goods of Pakistan origin, the decline in the total export figure was not itself alarming.

What was disappointing, however, was the fact that the volume of exports in the post-war years had been only about 65 per cent of what it used to be in 1945. It was necessary for the council to consider the reason for this decline and the manner ~~in~~ which it can be ~~be~~ remedied.

Increase in internal consumption.- Dealing with the fundamental factors which operated against expansion of India's export trade, Mr. Neogy said that increase in the purchasing power of what used to be low-income groups had led to an increase in the demand for home consumption. For example, in the case of tea, during recent months, a tendency was noticed towards larger and larger consumption of quality teas by the internal market at the expense of exports, particularly to hard currency destinations. In the case of oil-seeds, coffee and a number of other items, a similar increase in internal consumption had

resulted in less being available for export. A rise in the standard of living of the people, particularly of those belonging to the lower income groups, was essential and desirable. But the aim should be to arrive at this result by means of increased production rather than diminished exports. The time had come for deliberately assisting the gravitation of commodities from internal consumption to exports by positive measures calculated to reduce domestic consumption at least temporarily.

Poor quality of Indian goods.- Another important factor was the fact that the quality of goods supplied were far from satisfactory. Citing instances of various malpractices, Mr. Neogy said complaints had been received from Iran against the quality of Indian textiles which, in many cases, were of inferior quality or else different in size from the agreed specifications. This had virtually lost India her cotton textile market there. Iran was not the only country from which such complaints have been received. In certain foreign countries these dishonest practices were openly taken to reflect India's national character. Mr. Neogy emphasised that if permanent damage was not to be done to the long-term interests of India's foreign trade, steps must be taken forthwith to put an end to such malpractices. The manner in which this could be done was for the council to advise. Mr. Neogy pointed out that the efforts made by the Agricultural Marketing Organisation to grade the quality of tobacco and sunhemp exported from India had been remarkably successful. Whether something similar should be done in regard to other major export commodities, or whether some other course of action should be adopted was for the council to consider. The problem was sufficiently important for a ~~special~~ special committee of the Council to be appointed.

High prices of Indian goods.- Yet another factor which adversely affected the volume of Indian exports was the prevalence of high prices in India. Jute goods, the most important of India's export commodities which accounted for 35 per cent of India's total earnings of foreign exchange and over 62 per cent of the earnings of hard currency, seemed to be becoming more and more expensive every day. One of the main advantages of jute goods as containers lay in their cheapness. Today, their prices were so high that substitutes made of paper and cotton were being used in the United States in increasing quantities, and in 1948 the United States of America took only 215,000 tons as against the pre-war peak figure of 291,000 tons. The recession in prices in world markets, particularly in the United States of America would inevitably mean an even greater reluctance to buy ~~xxx~~ containers at their present high prices. To a considerable degree, the increase in the price of jute goods was due to the higher price of raw jute. The long range solution would, therefore, need co-operation between India and Pakistan, and in this matter basically the interests of the two Dominions were not conflicting.

Tea, India's second largest export, was also proving somewhat too expensive, and with a decline in its quality, India seemed to be losing ~~her~~ her hard currency markets.

The Indian Tea Board would be charged with the task of developing the tea trade and giving every possible assistance, technical and otherwise, to the industry.

Export of mill cloth.- Mr. Neogy stated that in cotton yarn and manufactures, which accounted for as much as 9.9 per cent of India's total exports, the position was extremely unsatisfactory. Against a total export quota of 350 million yards of mill cloth, during 1948-49 only 177 million yards were exported by sea to countries other than Pakistan, as compared with 442 million yards in 1944 and 487 million yards in 1945. Recent reports from Indian Trade Commissioners showed that Indian prices for certain classes of textiles were considerably higher, in some cases 20 to 40 per cent higher, than the prices of cotton textiles of comparable qualities from Japan and the United States. Announcing the Government's decision to remove the export duty on cloth, Mr. Neogy said that the removal of the duty only made the task of keeping prices and profits within check a matter of urgency and the matter was under the active consideration of the Government.

Government's policy outlined.- Stating that it was clear that there must be a complete change in the outlook of trade if Indian exports were to expand, Mr. Neogy said that so far as the Government was concerned its emphasis would be on the promotion of exports as distinct from a mere control of exports. The Government had decontrolled the export of a large number of commodities and placed quite a number of others in the freely licensed list. It had, in addition, made special liberalisations in favour of exports to Pakistan.

There were obvious limitations beyond which the liberalisation policy could not be carried in the present context although, he was satisfied that India had not reached the maximum ~~export~~ capacity of her exports by a long way. For example, goods, the free export of which would result in an actual shortage and affect the standard of living of the poorer class of consumers in India, could not be allowed to go out of the country in large quantities. But, even in such cases judgement should be based not on theoretical estimates regarding India's internal requirements, drawn up with the help of insufficient data, but ~~by~~ by actually allowing liberal exports to see whether they did, in fact, have any such undesirable repercussions. Again, goods which had a bargaining value in trade negotiations, like jute, jute goods, manganese, iron, etc., could not be decontrolled. Similarly, goods which the Government wanted to be exported in substantial quantities to hard currency countries could not be decontrolled so long as the country's balance of payments position with hard currency countries continued to be unsatisfactory, and when some countries did not hesitate to buy goods in India and sell them below cost to the United States in order to ~~earn~~ earn dollars. Nevertheless, Mr. Neogy said, it was the Government's intention to reduce, subject to these limitations, the scope of export control to the minimum.

Together with the removal of export control wherever possible and the pursuance of a liberal policy where

licensing continued to be necessary, some positive measures had already been taken to promote exports.

India had participated from time to time in international exhibitions to make Indian products better known in foreign countries and the Government had decided to open show rooms abroad for promoting sales of cottage industries. Further, in order to help exporters, commercial representation abroad was being increased and recently trade offices had been opened in Berlin, Rome, Prague, Berne, Rio De Janeiro, Karachi, Rangoon, Bangkok and San Francisco. Certain publications had been brought out to provide liaison between India's Trade Commissioners abroad and Indian exporters and to give exporters information regarding marketing possibilities. The Government also proposed to have an organisation in the near future which would be responsible for giving assistance and advice to exporters not merely in respect of controlled but also decontrolled commodities. This body would assist exporters in overcoming their difficulties with regard to transport.

Referring to exports to ~~hard~~ hard currency areas Mr. Neogy said that the Government of India was of the opinion that greater co-operation in meeting each other's requirements between the soft currency countries and particularly the sterling area countries which have a common reserve of gold and dollars would probably benefit these countries individually and jointly much more than a policy of each country trying to buy in the soft currency market and sell in the hard currency market. The Government had, therefore, concluded bilateral trade agreements with various countries for mutual exchange of critical commodities. Recent instances were agreements with Yugoslavia, Czechoslovakia, Switzerland, Hungary, Finland, Egypt and Poland. In entering into these agreements the Government had tried to obtain from soft currency sources as much as possible of those essential imports which they would otherwise have been compelled to obtain from hard currency sources. Referring to Indo-Pakistan trade Mr. Neogy emphasised the need for free trade between the two Dominions. India's export policy as regards Pakistan had recently been liberalised considerably. Many articles, which were otherwise subject to export control were allowed to go freely to Pakistan without any licensing restrictions. He hoped that with better appreciation of the economic interests of the two countries on both sides, the number of commodities which would be subject to licensing restrictions would steadily diminish.

In conclusion, Mr. Neogy stressed that the matter of export policy was closely linked with the subject of Indian shipping. In view of India's present balance of payments position, it was essential that Indian importers and exporters should utilise Indian shipping to the maximum possible extent. Such a course of action would not only improve India's balance of trade position but would also strengthen and accelerate the development of Indian shipping which was now for the first time plying in international trade.

India: Meeting of Import Advisory Council,  
New Delhi, 2 June 1949: Restrictive Policy  
Necessary to reduce Adverse Balance of Payments.

A meeting of the Import Advisory Council was held at New Delhi on 2 June 1949. The Council suggested that, as far as possible, imports should be regulated in a manner conducive to the maintenance and promotion of industrial production in the country.

The Council, however, appreciated the view that in the long run India's industry must compete with imported articles in quality and price, and that the greatest need at present was increased agricultural and industrial production in order to make the country less dependent on imports. The Council was of the opinion that under present conditions when prices in the United States of America were on the decline, the ~~scope~~ scope of stepping up Indian exports to dollar and hard currency areas was limited. It was, therefore, felt that unless further releases of convertible sterling were secured from the United Kingdom there was a danger of industrial and agricultural production in India suffering because of lack of adequate imports of essential requirements. The Council emphasised that in shaping India's future import policy the Government should take into consideration the views of Indian manufacturers.

Commerce Minister's address: Restrictive policy defended.- Mr. K.C. Neogy, Minister for Commerce, Government of India, in his address to the Council, maintained that India's liberal import policy of ~~the~~ last year was the right policy in the circumstances then prevailing. But the present circumstances required a more restrictive import policy as now introduced by a revision of the Open General Licence, in order to reduce the export-import gap. He hoped that the new import policy, would help India to keep within the limits of her foreign exchange, determined by exports plus releases.

Giving a brief review of India's import trade in 1948-49, Mr. Neogy said that the total seaborne imports were valued at 5180 million rupees, an increase of 1200 million rupees over the corresponding figure for the previous year. Seaborne exports (including re-exports) were 4250 million rupees as against 4030 million rupees during the previous year. The balance of trade, therefore, had been adverse to the tune of 950 million rupees during 12 months ending March, 1949. These figures did not include India's foreign trade with Pakistan across the land frontiers for which accurate details were not available. There was reason to believe, however, that heavily weighted by imports of raw jute from East Pakistan, it had also been adverse to India during this period. If seaborne trade with Pakistan was excluded from these figures, India's imports from other countries totalled 4970 million rupees and her exports 3780 million rupees leaving an adverse balance of 1190 million rupees. The overall picture of the foreign trade thus showed a serious gap between exports and imports.

This adverse balance was only partly due to the relaxations in the import policy and the issue of the Open General Licence for a number of industrial and consumer goods. There seemed to be an impression that the liberal import policy had resulted in large imports of luxury and unessential commodities. A closer analysis of the actual import figures, however, showed that this was far from being the case. Mr. Neogy pointed out that the increase in India's adverse balance of trade had been caused not so much by the liberal import of consumer goods as by the larger imports of very essential commodities. Of India's total imports of 4970 million rupees during the year ending March last from countries other than Pakistan, import of machinery accounted for 800 million rupees, foodgrains imports for 660 million rupees, raw cotton for 480 million rupees, mineral oil for 370 million rupees and metals for 320 million rupees. The bulk of imports from Pakistan were of raw cotton and jute. The import of these very essential commodities, required for the maintenance of the general economy of the country and its industrial production ~~and~~ and development, alone accounted for over 60 per cent of the total imports. Apart from these were several other commodities like chemicals, dyes and colours, raw wools, woollen and cotton yarn, which were no less essential to meet the needs of several important industries, and essential consumers goods like cotton and woollen fabrics needed for general consumption. Their import also was stepped up as a result of the liberal import policy.

While during the first two quarters ~~in~~ of 1948, India's foreign trade was in balance, during the third and fourth quarters, the adverse balance of trade was about 60 million rupees per month and this increased early in 1949 to 180 million rupees per month. While exports had been steady at about 350 million rupees per month, imports mounted from 410 million rupees ~~in~~ per month in the second half of 1948 to 540 million rupees per month during the first quarter of 1949. This large increase in imports was accounted for almost entirely by increased imports of foodgrains, machinery, raw cotton and electrical goods.

The imports of machinery had increased since the previous year from a monthly rate of delivery of 45 million rupees to 67.5 million rupees per month in 1948-49. The supply of machinery and other capital goods from the United Kingdom, India's main supplier of these goods, had increased to an annual rate of £40 million, during the first two quarters of 1948 and to £46 million and £49 million during the last ~~in~~ two quarters of that year. In the first quarter of 1949, the rate of supply was as high as £60 million per annum.

While larger imports of capital goods presented the brighter side of the current trends in the import trade another factor which had gone to increase the volume of trade was the import of foodgrains. Throughout 1948 and in the early part of 1949, India's imports of foodgrains were at a very high level. Fourteen per cent of the imports during 1948-49 were accounted for by foodgrains.

The rate of imports during the last few months had increased still further and a considerable portion of the country's foreign exchange was now utilised on foodgrain imports.

Referring to the economic effects of partition, Mr. Neogy said that the experience of 1948-49 had shown for the first time that India would have an adverse balance of trade with Pakistan unless exports to that country were stepped up very substantially. Pakistan needed and wanted Indian goods, and India should meet that demand in order to reduce her adverse balance of trade arising from her need of importing jute, cotton and grain from that country. Next to the need for sufficiency in food, improvement of her trade with Pakistan had therefore, become a matter of urgent necessity.

Turning to the hard currency position, Mr. Neogy said that the Government's policy during the last 18 months to impose increasing restrictions on imports from dollar and hard currency areas had in some measure achieved its object. Whereas India's total imports from these areas in the first quarter of 1948 were 390 million rupees, figures for the second, third and fourth quarters were 375.0 million rupees, 330 million rupees and 280 million rupees respectively. Imports during the first quarter of 1949 had shot up to about 360 million rupees, but nearly half of these were governmental imports, specially food. The licensing of commercial imports during January-June, 1949, had been particularly severely curtailed.

No consumer goods were now licensed for import from dollar or hard currency areas. Even the licensing of imports of plant and machinery and industrial raw materials was now restricted to such commodities as could not be easily obtained from other sources. The problem of further reducing dollar liabilities by curtailing imports from dollar and hard currency areas continued to engage Government's close attention.

In conclusion, Mr. Neogy emphasised that exports must pay for imports. If imports could not be reduced, exports had to be increased.

(The Hindu, 3-6-1949;  
The Statesman, 4-6-1949 ).

Indo-Pakistan Trade Agreement: Grant of  
Excise Rebates.

India and Pakistan will grant full rebate of excise on excisable commodities exported from one Dominion to the other if such rebates are given on exports of the same commodities to any other country, according to an agreement concluded between the two Governments recently.

A Press note issued by the Ministry of Commerce, Government of India, in regard to the agreement says that with effect from ~~January 1949~~ 1 June 1949 each Dominion will grant full rebate of excise on excisable commodities exported to the other Dominion if such rebates are given on exports of the same commodities to any other country. Further for a period of one year from the same date, the two Governments will give such rebates on all commodities that are at present excisable or may during that period be made subject to excise duty ~~irrespective~~ irrespective of whether such rebates are given on exports to other countries or not. Further, with effect from 1 June 1949 and subject to India continuing to supply to Pakistan mustard oil free of export duty, Pakistan will withdraw the export duties on bamboo and fish exported to India and provided the necessary administrative arrangements can be made. India will reduce the import duty on unmanufactured tobacco from Pakistan to rates corresponding ~~with~~ to the rates of excise duty which would be payable on similar Indian tobacco used for similar purposes, this being the position ~~of~~ that obtains and will continue to obtain in Pakistan.

The agreement also provides that the two Dominions will also enter into negotiations at a separate conference to consider ~~with the abolition~~ (1) ~~the~~ the abolition ~~of~~ or reduction of import or export duties on certain items and (2) the simplification of import and export control regulations.

(The Hindu, 25-5-1949 ).

44. Prices and Cost of Living.

India - June 1949.

India: The Public Companies (Limitation of Dividends) Act, 1949 (Act No. XXX of 1949).

The Public Companies (Limitation of Dividends) Bill, 1949 (vide paragraph 44, ~~at~~ page 53 of the report of this Office for January 1949), as passed by the Dominion Legislature, received the assent of the Governor-General on 26 April 1949 and has been gazetted as the Public Companies (Limitation of Dividends) Act, 1949 (Act No. XXX of 1949).

(The Gazette of India, Extraordinary, Part IV, dated 27 April, 1949, pages 155-158 ).

46. Wages.

India - June 1949.

India: The Industrial Tribunals Payment  
of Bonus (National Savings Certificates)  
Ordinance, 1949.

The Government of India issued on 11 June 1949 the Industrial Tribunals Payment of Bonus (National Savings Certificates) Ordinance, 1949, which makes it lawful for an industrial tribunal decreeing award of bonus to employees in any industrial dispute to prescribe that a portion of the bonus be paid in National Savings Certificates.

The Ordinance ensures that employees receive at least one month's basic wages in cash and that the amount paid in Certificates does not exceed half the total bonus.

The Ordinance also covers the award relating to the bonus for the year 1948 payable to textile workers of Bombay as decreed by the Industrial Court, Bombay. The Court had directed that all textile workers in Bombay should be given a bonus equivalent to four and a half months' basic earnings in 1948 (vide paragraph 46, page 55 of the report of this Office for May 1949). This bonus is payable in two instalments by 31 May and 30 June, 1949, respectively. While making the award, the Court expressed the view that they were prevented from directing disbursement of a part of the bonus in the form of National Savings Certificates because of legal difficulties connected with the Payment of Wages Act. The Ordinance now provides that two-thirds of the instalment due to be paid on 30 June 1949, which is equivalent to one-third of the total bonus, should be paid in 12-year Post Office National Savings Certificates.

(The Gazette of India, Extraordinary,  
dated 11 June 1949, pages 979-981;  
The Hindustan Times, 12-6-1949 ).

Meeting of Fair Wages Committee, New Delhi,  
6 and 7 June 1949: Lower Limit of Fair Wage  
should equal Minimum Wage.

A meeting of the Committee on Fair Wages (vide paragraph 46, page 55 of the report of this Office for December 1948) was held at New Delhi on 6 and 7 June 1949. Mr. K.N. Subramaniam, Joint Secretary, Ministry of Labour, presided. The Committee adopted its draft report on the fair wages ~~the~~ scheme, but expressed opposing views on the report of the Committee on Profit-Sharing. The report suggested that six industries - cotton textiles, jute, steel (main producers), cement, manufacture of tyres and manufacture of cigarettes - should be selected as sectors in which profit-sharing may be tried, in the first instance, for five years, (vide paragraph 69, pages 81-84 of the report of this Office for September 1948).

Fixation of Fair wage: limit defined.- The main features of the draft report are: (1) The fair wage should on no account be less than the minimum wage; (2) the lower limit of the fair wage must be the minimum wage and the upper limit set at what may broadly be called the capacity of industry to pay; and (3) the basic wage should be fixed in respect of the cost of living index numbers 160 to 165, 1939 being the base year.

The Committee has recommended that the living wage should be such as to enable the male earner of a standard family to provide for himself and his family not merely the bare essentials of food, clothing and shelter, but some comforts, including education of children, protection against ill-health, essential social needs and a measure of insurance against old age. In fixing the fair wage, consideration should also be given to benefits, statutory or otherwise, granted to workers.

Regarding the machinery for carrying out these principles, the report suggests the setting up of provincial wage boards, with representatives of employers, workers and local Governments. There should be a Central appellate board consisting of three independent members nominated by Government.

Employers opposed to profit sharing.- The employers' representatives are stated to have opposed the introduction of the profit-sharing scheme at present on the ground that the application of the fair wages scheme would diminish profits appreciably. They contended that capital which was already "shy" would be further scared away if profit-sharing were introduced.

The Central Labour Advisory Council is expected to meet early next month, when the Committee's report will be considered. After the Council's approval, the suggestions will be forwarded to the Government.

(The Statesman, dated 8-6-1949;  
The Times of India, dated 9-6-1949).

Mr. Asoka Mehta's views on Fair Wage Committee's Report: Need for adjusting Basic Wage stressed.

A plea to the Government of India to fix the national minimum wage by an Ordinance was made by Mr. Asoka Mehta, General Secretary, Hind Mazdoor Sabha, in a statement issued on 12 June 1949 at Bombay on the report of the Committee on Fair Wages.

After stating that the recommendations of the Committee were undoubtedly of interest to the working class, Mr. Mehta points out that the workers, however, are more interested in the immediate and concrete consequences of the report. When the industrial truce resolution was adopted in 1947, one of the basic terms of the truce was payment of fair wages. Now though the truce is sternly insisted upon the progress towards fair wages has been very tardy. Even under the best circumstances it would take a year before the recommendations of the report could be implemented. The workers should not be asked to wait for a year or eighteen months more.

The Government of India had issued an Ordinance providing for the payment of a part of the bonus awarded to the workers in the form of National Savings Certificates. The workers would welcome the arrangement if they were assured that the artificial division between the basic wage and the dearness allowance, existing only in India, would be removed in the near future. It was time the Government made up its mind as to the level of prices it wanted to maintain in the country. Whatever level was chosen the basic wage should be adjusted to that level. The present method of adjusting the basic wage to the 1939 prices level which was not likely to be reached again, involved the workers in loss in the calculation of provident fund, gratuity, bonus etc., It was an absurdity that needed to be corrected that in the earnings of the ~~workers~~ worker the basic wage should form a smaller portion than the fluctuating dearness allowance.

Mr. Mehta concludes that it would be difficult to give industrial workers fair wage unless simultaneous arrangements were made to improve the wage conditions of the agricultural workers. The Committee on fair wages was not called upon to look into the needs of the agricultural worker. If the Government was really serious about improving the conditions of the worker it should also ensure fair remuneration to the agricultural worker.

(The Bombay Chronicle, 14-6-1949 )

Central Provinces and Berar: Wage Board set up  
under Minimum Wages Act to advise Government .

In exercise of the powers conferred by section 5 of the Minimum Wages Act, 1948 (vide paragraph 46, page 35 of the report of this Office for March 1948) the ~~United~~ Central Provinces and Berar Government has appointed a committee, consisting of four members, designated as "Wage Board" for the Central Provinces and Berar to hold enquiry and advise Government in regard to fixing of minimum rates of wages. The chairman, Provincial Industrial Court will be the chairman of the Board; the other three members are the Provincial Labour Commissioner, who will be the technical expert, Mr. R.S. Ruikar, and Mr. P.H. Bhutta.

(The Central Provinces and Berar Gazette,  
Part I, dated 24 June 1949, page 385 ).

Central Provinces and Berar: Draft Schedule of  
Minimum Wages in 5 Employments under Minimum  
Wages Act.

The Central Provinces and Berar Government has published a draft schedule of minimum rates of wages in ~~five~~ five employments, namely, glass industry, oil mills, transport services, cement industry and potteries, which it proposes to fix in exercise of powers conferred under section 5 of the Minimum Wages Act, 1948. These employments were added to Part I of the schedule to the Minimum Wages Act, by a notification dated 14 May 1949 (vide paragraph 64, page 75 of the report of this Office for February 1949). These proposals will be taken into consideration after 4 August 1949.

The following is the schedule of minimum rates of wages ~~proposed~~ proposed to be fixed:-

Name of Scheduled employment	Minimum rate of wages	
Glass Industry .....	Rs.1-12-0 per day at Nagpur and Jubbulpore.	Rs.1-8-0 per day at all other centres.
Oil Mills .....	Rs.1-4-0 per day at Nagpur, Jubbulpore, Wardha, Akola; Amraoti, Khamgaon and Shegaon.	Rs.1-2-0 per day at all other centres.
Transport Services.....	Rs.1-4-0 per day.	
Cement Industry.....	Rs. 1-6-0 per day for male labour, Rs.1-4-0 per day for female labour.	

<u>Name of Scheduled employment.</u>	<u>Minimum rates of wages.</u>
Potteries .....	Rs.1-6-0 per day for a male-labour, Rs.1-2-0 per day for a female labour.

These rates are inclusive of dearness allowance or compensatory cost of living allowance. In the case of the glass industry, oil mills, and transport services, the rates are subject to reduction on account of concessions in respect of supplies of essential commodities at concession rates supplied by the employer when so authorised under section 11 of the Act.

(The Notification No. 1143-2558-XXVI dated 14 May 1949; The ~~State~~ Central Provinces and Berar Gazette, Part I, dated 20 May 1949; Notification No. 1300-2558-XXVI dated 7 June, 1949; The Central Provinces and Berar Gazette, Part I, dated 10 June 1949 ).

Mofussil Labour and Wages in Bombay Province, during 1947-1948.

Statistics of agricultural and mofussil non-factory wages compiled by the Directorate of Labour Information, Government of Bombay, on the basis of monthly returns from representative talukas of each district in the Province, published in the February 1949 issue of the Labour Gazette shows that as compared with the previous year the rates of wages for ~~1947-48~~ 1947-48 recorded a substantial increase particularly in the urban areas.

Agricultural labour.- The weighted average rate of wages for agricultural labour in the urban areas was 1 rupee 6 annas and 6 pies as against 1 rupee 3 annas and 2 pies during 1946-47 showing a rise of 17 per cent. In the rural areas the weighted average rate increased from 1 rupee and 9 pies to 1 rupee 2 annas and 11 pies, or by 15 per cent. The highest rise was recorded in the rural areas of the southern division namely from 15 annas and 10 pies to 1 rupee 2 annas or 30 per cent. In the Deccan circle an increase of 25 per cent, from 15 annas to 1 rupee 2 annas and 9 pies was reported, it being the highest rise in all the economic circles.

Unskilled labour.- The weighted average rate of daily wages of unskilled labour in the urban areas was 1 rupee 9 annas and 2 pies as against 1 rupee and 6 annas during 1946-47 showing an increase of 14 per cent. In the rural areas the weighted average rate increased from 1 rupee and 11 pies to 1 rupee 3 annas and 5 pies or by 15 per cent. The highest rise was recorded in the rural areas of the central division, viz., from 15 annas and 8 pies to 1 rupee 3 annas and 2 pies representing an

increase of 22 per cent. The lowest increase from 1 rupee 3 annas and 6 pies to 1 rupee 3 annas and 10 pies was reported in the northern division (rural areas).

Skilled labour.- During the year, the weighted average rate of daily wages of skilled workers in the urban and rural areas were respectively 2 rupees 15 annas and 5 pies and 2 rupees 3 annas and 6 pies as against 2 rupees 7 annas and 1 pie and 2 rupees and 1 pie during 1946-47, showing an increase of 21 and 11 per cent respectively. The highest rise from 1 rupee 11 annas and 11 pies to 2 rupees 2 annas and 7 pies or of 24 per cent was recorded in the urban areas of the southern division. An increase from 2 rupees 3 annas and 8 pies to 2 rupees 14 annas and 1 pie or 29 of 29 per cent in the Konkan circle was the highest increase in all the economic circles.

The following table shows the weighted average rates of daily wages for the whole province for field labour, unskilled labour and skilled labour:-

Category of Labour	Rates of daily wages			Percentage increase (x) or decrease (-) of (b) over (a)
	1913	1946-47 (a)	1947-48 (b)	
	Rs. a.p.	Rs. a.p.	Rs. a.p.	
<b>Urban Areas</b>				
Field Labour.....	0 4 9	1 3 2	1 6 6	x17
Unskilled labour..	0 5 9	1 6 0	1 9 2	x14
Skilled labour....	0 12 6	2 7 1	2 15 5	x21
<b>Rural Areas</b>				
Field labour.....	0 4 4	1 0 9	1 2 11	x13
Unskilled labour..	0 4 6	1 0 11	1 3 5	x15
Skilled labour...	0 10 9	2 0 1	2 3 6	x11

Despite the rise in wages, however, there was generally little improvement in the economic conditions of the labourers owing to the rise in prices.

(Labour Gazette, February, 1949).

Madras: Fair Wages fixed for Labourers  
under Madras Agency Debt Bondage Regulations,  
1940.

The Government of Madras has, under section 4 of the Madras Agency Debt Bondage Abolition Regulation, 1940 (vide page 3 of the report of this Office for July 1940) fixed that the remuneration of a labourer shall not be less than 20 rupees per mensem where the labourer is not fed by the employer and 10 rupees per mensem where the labourer is fed by the employer.

(The Fort St. George Gazette, Part I,  
dated 31 May 1949, page 707 ).

United Provinces: Government Order  
implementing Decisions on Labour  
Enquiry Committee's Report extended  
for 6 Months.

The Government of United Provinces has extended, under Section 3 of the United Provinces Industrial Disputes Act, 1947 the Government Order issued on 6 December 1948 implementing the decisions on the Labour Enquiry Committee's Report (vide paragraph 46, page 38 of the report of this Office for December 1948) for a period of six months with effect from 6 June 1949.

(Government Gazette of the United Provinces,  
Extraordinary, dated 30 May 1949, pages 1-2).

Burma: The Minimum Wages Bill, 1949.

The Government of Burma has published the Minimum Wages Bill, 1949, which seeks to provide for the establishment of minimum wages councils for the regulation of the remuneration and conditions of employment of any class of workers.

Minimum wages councils.- Under the provisions of the bill, the President may, if he is satisfied that no adequate machinery exists for the effective regulation of the remuneration of any workers, establish a minimum wages council for that group of workers. A minimum wages council will consist of equal number of representatives of employers and workers and not more than three independent persons, all selected by the President.

The minimum wage council will submit "minimum wages proposals" for fixing remuneration to be paid and for fixing the number of holidays to be allowed to workers, pay during leave etc., upon which the President may make "minimum wages orders" enforcing the proposals. Also the minimum wages council will consider, as occasion requires, any matter referred to it by the President with reference to industrial conditions prevailing as respects the workers and employers in relation to whom it operates, and will make a report upon the matter to the President, and make of its own motion appropriate recommendations.

Commissions of enquiry.- Before appointing minimum wages councils, the President may refer to a commission of enquiry the question whether a minimum wages council should be established with respect to any workers and their employers. A commission of enquiry will consist of equal number of representatives not exceeding two of workers and employers and not more than three independent persons, all chosen by the President. The commission of enquiry will consider not only the subject matter of the reference, but other relevant matters also, such as, whether there are any other workers (who, in the opinion of the commission, are engaged in work which is complementary, subsidiary or closely allied to the work performed by the workers specified in the reference or any of them) whose position should be dealt with together with that of the workers, or some of the workers, specified. If the commission finds that there exists machinery set up by agreement between organisations representing workers and employers which is, or which can, by improvements which it is practicable to secure within a reasonable time, be made adequate for regulating the remuneration and conditions of employment of those workers, it may make appropriate recommendations, including suggestions for improvement, to the President. If, on the other hand, the existing machinery is found to be inadequate, the commission may make "minimum wages council recommendation".

(The Burma Gazette, Part I,  
dated 28 May 1949, pages 369-378 ).

## 47. Reconstruction Plans.

India - June 1949.

### U.P. Jumna Power Project: Foundation Stone Laid by Prime Minister.

On 23 May 1949, the Prime Minister of India laid the foundation stone of the Jumna Power Project of the Government of the United Provinces.

Mr. Hafiz Mohammed Ibrahim, Communications Minister, United Provinces Government, speaking on the occasion, said that the Jumna Power Project aimed at the utilization of a 70-foot drop in the area. The project consisted of two stages. In the first stage, it was proposed to utilize a 160-foot drop by the installation of two power stations three miles apart, the drops being respectively of 100 feet and 50 feet. In the second stage, a single drop of 600 feet would be utilized for installation of a power house by the construction of a 6.75-mile long tunnel, with a 20 feet wide diameter, which would short-circuit a double loop in the River Tons. For the present the construction of a 2,480 feet long barrage across the Jumna forming the first stage of the project had been taken in hand. Two miles above was the junction of the Tons and Jumna. The combined waters, 4,600 cusecs, would be diverted into a 8.7-mile long concrete lined power channel having two falls of 50 feet and 100 feet. Water available at ~~these~~ these falls in the dry season between October and May would be 2,100 cusecs, and 4,600 cusecs between May and October. The power generated at both power stations would be 22,000 k.w. throughout the year.

The actual cost of the scheme would be about 50 million rupees for generation and 30 million rupees for transmission. The cost of generation at the power station would be about two pies per ~~station~~ unit. At the main high tension distribution points, the cost would be about four pies per unit. The project, besides giving power into the Ganges grid, would also distribute energy to Himachal Pradesh, Dehra Dun, Hrishikesh and Narendra Nagar. The first stage of the construction would be completed in 1954. The second stage of the scheme, about which no decision had yet been taken by the Government, would utilize a drop of 600 feet and a sweeping double loop in the river would be short-circuited by a 20-foot diameter tunnel about seven miles long at the termination of which a power station would be constructed. The second stage would be taken in hand immediately after the completion of the first stage.

Mr. Ibrahim added that the generating capacity of the chief cities in the province was being strengthened and additional power would soon be available in towns like Allahabad, Lucknow, Agra, Benares and Bareilly. These new plants would be able to give energy not only to cities,

but also to areas around these towns, thus enabling the growth of suburbs where industrial and agricultural development would go hand in hand.

(The Statesman, dated 24-5-1949).

Machkund Power Project: Dollar Facilities granted.

According to Mr. M. Bhaktavatsalam, Minister for Public Works, Government of Madras, the Central Government has agreed to provide dollar facilities to the Madras Government to the extent of \$1,700,000 for the purchase of electrical machinery from the United States.

The Machkund scheme is a joint undertaking of the Madras and Orissa Governments for producing a maximum of 100,000 k.w. of electrical energy. The estimated cost of the scheme is 130 million rupees.

(The Hindustan Times, 28-5-1949).

Pakistan: Grants for Schemes sanctioned.

The Pakistan Development Board, at a meeting held in Karachi during the first half of June 1949, under the presidentship of Mr. Abdur Rab Nishtar, sanctioned various agricultural, hydro-electric and other development schemes for different provinces costing 100 million rupees. Most of the provincial schemes would be financed by the Centre except Sind. The Government of Sind plans to finance its development schemes from its own resources but it has not yet finalised any of them. The largest amount of 50 million rupees would be spent in West Punjab, where highest priority would be given to the development of the Mianwali Hydro-electric scheme. East Bengal, which already has had 40 million rupees at its disposal, has been allotted another 200,000 rupees to meet its demand in full. Next comes the North West Frontier Province with a grant of 900,000 rupees.

The Board considered <sup>a</sup> report on Baluchistan development schemes and approved it. The most important recommendations in this report related to the setting up of a permanent Department of Agriculture which should take over the present schemes relating to agricultural research and development and place it on a sound and permanent basis. Another important recommendation made in this report is that the Medical Department of Baluchistan should prepare a 5-year plan for the establishment of dispensaries in Baluchistan. The Board also directed that the question

of adequate water supply and afforestation in Baluchistan should be examined from all aspects at an early date.

(The Civil and Military Gazette,  
dated 11-6-1949).

Pakistan: Road Development and Transport  
Conference, 26 and 27 May 1949.

The Pakistan Road Development and Transport Conference, convened by the Ministry of Communications, was held at Karachi on 26 and 27 May, 1949. The conference, which was attended by representatives of the Central, provincial and State Governments, was presided over by Mr. Abdur Rab Nishtar, Minister for Communications, Government of Pakistan.

The conference decided that a Transport Advisory Council and a Road Congress be set up to help evolve a transport policy and to tender advice on technical matters. It also reached an agreement to the effect that steps should be taken to standardise all road transport whether nationalised or not.

The ~~CONFERENCE~~ Transport Advisory Council would consist of representatives of the Central, provincial and State Governments. It would make recommendations designed to evolve a policy for the development of a co-ordinated system of transport and regarding suitable measures for giving effect to that policy. The special problem of the waterways of East Pakistan would also come under the purview of the Council.

The Road Congress would be a non-official organisation set up with the help of the Centre and the provinces. Its membership would be open to all organisations connected with road development. This in fact would be a board of specialists and experts advising the provincial and Central Governments on technical matters. The conference discussed the question of control over the distribution of prices of motor vehicles, batteries, tyres, tubes and spare parts and decided that for the present there was no need to impose or continue controls except in case of spare parts from America. The case would however, be examined from time to time. It recommended the establishment of a road fund for the utilization of the extra duty of 2 1/2 annas per gallon of motor spirit now levied. On the question of nationalisation of the road transport, the general opinion was in favour of nationalisation by gradual process. It was decided that certain routes of each province should be nationalised immediately and the rest in due course of time.

As regards the question of ~~ROAD~~ road and rail co-ordination the provincial representatives agreed that competition with railways should be avoided. Suggestions were also made to eliminate such a possibility. The provincial representatives also agreed to give a share to railways in schemes for operating nationalised transport

on roads that ran parallel to the railways. As no definite decisions about percentage, and the share allotted to the railways, or the participation of the railways in the management of nationalised road transport was arrived at, it was decided that these questions should be further pursued by negotiations between the Centre and the provinces.

The conference further agreed that steps should be taken to standardise all the road transport whether nationalised or private.

('Dawn', dated 28-5-1949).

Pakistan: The Thal Development Bill  
published by West Punjab Government.

The West Punjab Government has published the Thal Development Bill, 1949 which provides for the speedy development of the area brought under irrigation by the execution of the Thal project, and for the resettlement thereon of refugees and others.

Thal Development Authority to be constituted.- Under the provisions of the Bill a Thal Development Authority will be constituted which will cover the districts of Mianwali and Muzaffargarh, and the Khushab sub-division in Shahpur District. It will consist of not more than seven members appointed by the Government. The term of office of each member will be three years.

Functions.- The Authority seeks to turn an area of about 1,800,000 acres of fallow and barren land into arable land, having all the amenities of modern life. The Authority will acquire land for the construction of towns, mandis, market-places, villages and settlements; It will provide for communication facilities, the layout and alteration of roads, streets, footpaths, aerodromes and waterways. The Authority will further try to provide open spaces, playing fields, national parks, ~~nature reserves~~, forest parks, camping grounds, camp sites and holiday camps and villages. It will further install, manage, maintain and encourage public utility undertakings, rural trades and crafts, street lighting, industries and works, and take steps intended to promote health, well-being and prosperity of the residents of the area. Its main functions will, however, be the cultivation, afforestation or plantation of lands, and raising, lowering or reclamation of lands for the production of foodgrains, fruit, vegetables, fuel, fodder and the provision of means of irrigation and irrigation channels.

For this purposes it will advance to owners, ~~occupiers~~ occupiers or tenants of land, whole or part of the capital required for the purpose upon such terms and conditions as may be prescribed by the Government. The establishment of an insurance fund on a compulsory or voluntary basis for the insurance of crops and cattle will also form part of its duties.

When all schemes sanctioned under the bill have been executed the Authority will be dissolved and its assets and liabilities transferred to an administrator appointed by the Government in this behalf.

(The West Punjab Gazette, Part IV,  
dated 3 June 1949, pages 59-62;

The Civil and Military Gazette, Karachi,  
dated 4 June 1949 ).

48. Public Finance.

India - June 1949.

Reducing Government Expenditure: Economy  
Committee against starting of New  
Industries.

The Economy Committee appointed by the Government of India to enquire into the present rate of civil expenditure of the Government and suggest ways and means of effecting economy (vide paragraph 48, page 36 of the report of this Office for February 1948), is understood to have made a number of important recommendations. The net saving resulting from the recommendations, if given effect to, is expected to be approximately 35.6 million rupees on establishment and 25.0 million rupees on ~~establishment~~ other items against a civil expenditure ~~of 147.0 million rupees~~ budget of 1450 million rupees. In addition, the Committee has recommended the postponement of certain schemes involving a non-recurring expenditure of 147.0 million rupees and an annual recurring expenditure of 16.0 million rupees.

The important recommendations of the Committee are, among others, (1) that no new mission should be established in any foreign country for the next three years except under exceptional circumstances, (2) that the posts of Cultural Relations Officers <sup>and</sup> Cultural and Labour Attaches should be abolished, (3) that no new industry should be started as State enterprise until it was proved by experience that industrial enterprises proposed to be started by the Government ~~at an estimated cost of 1450 million rupees~~ are successful, and (4) that the Government should concentrate on the completion of the national research institutes planned by the Council of Scientific and Industrial Research and should not embark on construction of new institutes.

The Committee has suggested the establishment of a Planning Commission to coordinate planning ~~with three high-powered persons~~ and of an "organisation and method division" with five or six officers, of whom one should be of top-grade, to enforce the rules of procedure and improve the working of the Secretariat. The duty of this organisation would be to exercise strict control over the procedure and personnel of all the Ministries with a view to finding out whether officers at all levels are fully discharging the functions expected of them or whether their action is such as to lead to mere pushing of files and general increase in work all round. It would make surprise inspections to check whether Government instructions on procedural matters are being observed, and to make suggestions for improvement in the method of work and consequent reduction of staff, if any.

The Committee has also drawn the attention of the Government to the scope for rationalisation in the distribution of work among the Ministers, while pointing out that the number of Ministries has increased from eight in 1938-39 to 18 at present, the Committee preferred to make no comment as "it is dependent on political considerations to some extent".

The Committee has recommended abolition of the grade of additional secretary and opined that if joint secretaries do not function as secretaries for all practical purposes, the posts should be down-graded to that of deputy secretaries.

For better financial control, the Committee is understood to have made three suggestions:

(1) Ministries concerned with development work and the Ministry of Relief and Rehabilitation should be given a rough indication of the financial target to which they should work. (2) In order to enable the allocation of funds available among various competing schemes in the overall interest of the country, the Planning Commission or the Economy Committee of the Cabinet should meet once in every six months and if necessary every quarter to scrutinise all development schemes costing over 500,000 rupees. (3) Till the Legislature could meet more frequently the Standing Finance Committee should be reconstituted and empowered to approve the excess over grants in anticipation of sanctions.

Tracing the reasons why the expenditure has not come down after the war as was expected, the Committee says that savings in expenditure as a result of the termination of the war activities is more than off-set by the increased expenditure on one item, namely, food. Setting up a National Government, partition of the country and its aftermath have given rise to new responsibilities and new expenditure. The establishment of diplomatic relations is inescapable. The evacuation of refugees from Pakistan and the problem of their resettlement is a task which is bound to tax seriously the resources of the Government. Another source of avoidable expenditure can be traced in the opinion of the Committee to increasing encroachment by the Central Government, particularly in the Ministries of Education, Agriculture and Health over the functions of the provincial Governments. The third reason is the deterioration in the efficiency and morale of the services. The rapid and phenomenal increase in Government establishments has made it extremely difficult for the Government to secure qualified persons and recruitment has become haphazard. The influx of refugees from West Pakistan and their absorption in Government services has also been a contributory factor. Promotions have been uneven and in many cases officers have received fantastic rise in salaries. The Committee has cited some instances in support of this remark from the Ministries of Education, Food and Works, Mines and Power.

Pointing to the phenomenal growth of Secretariat staff, the Committee, while not proposing reduction in the number of 19 secretaries, has suggested reduction of additional secretaries from five to two, joint secretaries from 40 to 36, deputy secretaries from 89 to 78, <sup>and</sup> under-assistant secretaries from 214 to 176, superintendents from 294 to 265, assistants-in-charge from 148 to 85, assistants from 2,310 to 1,932, clerks from 2,548 to 2,038. The number of secretaries in 1939 ~~was~~ <sup>was</sup> nine, additional secretaries nil, joint secretaries eight, deputy secretaries 12, under <sup>and</sup> assistant secretaries 16, superintendents 68, assistants-in-charge eight, assistants 493, and clerks 641.

(The Hindustan Times, 11-6-1949).

49. Rehabilitation.

India - June 1949.

Rehabilitation of displaced Harijans:  
Work to be undertaken by All-India  
Harijan Sewak Sangh.

According to a Press note, the Government of India has decided, as an experimental measure for one year, to entrust the All-India Harijan Sewak Sangh with the work of rehabilitation of displaced Harijans from Pakistan, under the general supervision of the Ministry of Rehabilitation. The All-India Harijan Sewak Sangh has been recognized as an agency of the Central Government for this purpose. The Sangh will carry on the work through a Displaced Harijans Rehabilitation Board which will formulate schemes for rehabilitation and submit the same for approval to the Government of India through the provincial ~~and/or~~ State Governments concerned.

The Displaced Harijans Rehabilitation Board will consist of: Mrs Rameshwari Nehru-Chairman; Mr. A.V. Thakkar - General Secretary and Treasurer; Mr. Sewakram Karamchand - Working Secretary; One representative of the Ministry of Rehabilitation; One representative of the Delhi region to be nominated by the Sangh; two representatives to be nominated by the Sangh from each of the following regions; West Bengal, East Punjab, Bombay, Greater Rajasthan and Madhya Bharat Unions, and Saurashtra and Gutch. An Executive Committee consisting of the Chairman, the General Secretary and the Working Secretary and two other members of the Board will be constituted to act on behalf of the Board. This Committee will exercise full powers of the Board. A central office will be established at Delhi and a regional office in each of the other five regions.

A preliminary grant not exceeding 75,000 rupees has been sanctioned by the Government of India to the All-India Harijan Sewak Sangh for expenses to be incurred in connection with the setting up of the central and regional offices of the Board.

(The Statesman, dated 5-6-1949).

28

Chapter 5. Working conditions.

52. Welfare and Workers' Leisure.

India - June 1949.

Co-ordination of Activities of Boards of Health  
in Collieries and Coal Mines Labour Welfare Fund:  
Committee appointed.

The Government of India has appointed a co-ordinating committee to co-ordinate the activities of boards of health in collieries ~~and coal mines~~ and the <sup>Coal</sup> Mines Labour Welfare Fund.

The Coal Mines Welfare Commissioner will be the chairman of the committee which will include, Mr. B. P. Agarwal and Mr. N. B. Lal Singh (employers' representatives), Mr. W. A. Zaidi and Mr. B. M. Sen (Workers' representatives), the Chief Sanitary Officer, Asansol Mines Board of Health, and the Chief Medical Officer, Jharia Mines Board of Health.

(The Statesman, 27-5-1949).

India: The Coal Mines Labour Welfare Fund  
(Amendment) Act, 1949 (Act No. XXVIII of 1949).

The Coal Mines Labour Welfare Fund (Amendment) Bill (vide paragraph 52, page 68 of the report of this Office for February 1949) as passed by the Dominion Legislature received the assent of the Governor-General on 22 April 1949 and has been gazetted as the Coal Mines Labour Welfare Fund (Amendment) Act, 1949 (Act No. XXVIII of 1949).

(The Gazette of India, Extraordinary,  
Part IV, dated 23 April, 1949, page 133).

59. General.

India - June 1949.

Ajmer-Merwara: Ajmer-Merwara Factories Rules, 1949 : Draft Published.

The Chief Commissioner of Ajmer-Merwara published on 20 April 1949 the draft of the Ajmer-Merwara Factories Rules, proposed to be made under the Factories Act, 1948. The draft is to be taken into consideration after 20 July 1949.

The rules inter alia prescribe (1) the procedure for registration and licensing of factories, (2) the powers and duties of licensing staff, (3) the standards of cleanliness, artificial humidification, lighting, drinking water facilities, sanitary conveniences, etc., (4) safety precautions, such as fencing of machinery etc., (5) the standards of first aid equipment to be maintained in factories, (6) the standards regarding canteen factories, (7) conditions under which exemptions may be granted to adult workers from certain provisions of the Act, (8) special safety precautions relating to certain dangerous occupations, (9) procedure in appeals, and (10) the various forms relating to display of notices and submission of returns.

(The Gazette of India, Part II-A, dated 28 May, 1949, pages 265-299).

Himachal Pradesh: Himachal Pradesh Factories Rules, 1949: Draft published.

The Chief Commissioner of Himachal Pradesh published on 18 June 1949, the draft of rules proposed to be made in exercise of the powers conferred under the Factories Act, 1948. The ~~new~~ draft is to be taken into consideration after 22 June 1949. These rules are ~~not in the same~~ on the same lines as the draft Ajmer-Merwara Factories Rules, 1949 summarised above.

(The Gazette of India, Part II-A, dated 18 June, 1949, pages 378-414).

40

India: The Repealing and Amending Act,  
1949 (Act No.XL of 1949).

The Repealing and Amending Bill, 1949 (vide paragraph 59, page 42 of the report of this Office for March 1949) as passed by the Constituent Assembly of India (Legislative) was assented to by the Governor-General of India on 1 May 1949 and has been gazetted as the Repealing and Amending Act, 1949 (Act No.XL of 1949).

(The Gazette of India, Extraordinary,  
dated 3 May 1949, pages 157-160 ).

Conditions of Work in Dockyards in India.

An enquiry into the conditions of labour in dockyards in India was conducted by the Labour Investigation Committee in 1944 and a report on the subject was published in 1946. The enquiry covered 28 dockyards which were ~~were~~ nearly all the dockyards in India at the time. With a view to bringing the factual and statistical information contained in the Committee's report up-to-date, the Labour Bureau, Government of India, issued early in 1948 a questionnaire to all the 19 dockyards in the Indian Union covered by the Committee. Two of these dockyards have closed down after the war and replies to the questionnaire were received from 14 dockyards which include all important dockyards in the Indian Union. A note based on the replies received is published in the April 1949 issue of the Indian Labour Gazette. The following is a summary of the note.

Number of workers.- The table ~~below~~ below gives the trend of employment in the 14 dockyards covered by the present enquiry during 1944, 1947 and 1948.

Name of the Dockyard	No. of Workers employed			Percent- age change over 1944 (x or -)
	in 1944	on 1st January	on 1st January	
1	2	3	4	5
Bombay				
Alcock, Ashdown Co. Ltd.	2692	1925	2239	-16.8
Mazagon Dock Ltd.	8915	6554	5571	-37.5
H.M.I. Dockyard.	10400	8551	5924	-43.0
Bombay Port Trust (Mechanical Workshop).	1742	N.A.**	1893**	x 8.7
Bombay Steam Naviga- tion Co.	1350	1287	1246	- 7.7
Total	25099	20317	16873	-32.8

4/

1	2	3	4	5
West Bengal				
Shalimar Works Ltd.	1942	1812	1908	- 1.8
Hooghly Docking and Engineering Co. Ltd.	1702	1400	1600	- 6.0
India General Navigation and Railway Co. Ltd.	3350	3852	4141	x25.6
Garden Reach Workshops Ltd.	7552	8037	7732	x 2.4
Calcutta Port Trust.	2367	2039	2020	-14.7
Calcutta Landing and Shipping Co. Ltd.	31	N.A.	10	-67.7
Port Engineering Works Ltd.	1159	11535	1560	x34.6
Total	18103	28675	18971	x 4.8
South India				
Cochin Dockyard.	905	839	673	-25.6
Scindia Shipyards (Vizagapatnam).	1029	2900	3247	x215.5
Total	1934	3739	3920	x102.7
Grand Total.	45136	52731	39764	-11.9

N.A. - Not Available.

\* Number of workers for Bombay Port Trust on 1st January, 1947 has been estimated as 2,000.

\*\* Strength as on 1st April, 1948.

Of the 39,764 persons employed, 1,864 were employed through contractors. Contract labour is employed on a considerable scale mostly in Calcutta. However, there is a general tendency to employ labour direct.

Recruitment.- The system of recruitment varies from dockyard to dockyard. In the H.M.I. dockyard recruitment is made through a Labour Bureau and in the Mazagaon Dock Ltd., it is entrusted to its labour officers. In other dockyards in Bombay, however, recruitment is made through Superintendents or Foremen who select men from among those who present themselves at the gates after necessary trade tests.

In the dockyards of Calcutta, the system of recruitment has undergone a radical change since the enquiry of the Committee. At present, in all the dockyards, recruitment is entirely in the hands of labour welfare officers who freely seek the assistance of Employment Exchanges.

Apprenticeship and Training.- Skilled jobs being more numerous in dockyards, each establishment has a system of apprenticeship and training. There has not been much change in the system of apprenticeship since the Labour Investigation Committee reported, excepting in the H.M.I. dockyard where a new system has been introduced recently. According to this system candidates for apprenticeship as engine fitters, electrical fitters and shipwrights are selected after a competitive examination and then they undergo compulsory training for 5 years.

Average earnings of workers.- The average earnings per worker in the various dockyards are shown in the table below. The period for which the average was determined varied from dockyard to dockyard but generally it related to January 1948.

Name of the Dockyard	Average monthly earnings per worker		
	Rs.	A.	P.
<b>Bombay-</b>			
Alcock, Ashdown Co.....	87	12	0
Mazagaon Dock.....	92	11	0
H.M.I. Dockyard.....	74	4	0
Bombay Port Trust.....	77	11	0
Bombay Steam Navigation Co.....	103	6	0
<b>Bengal-</b>			
India General Navigation and Railway Co.....	66	9	0
Garden Reach Workshop.....	65	0	0
<b>South India-</b>			
Scindia Shipyard, Vizagapatnam.....	70	2	0
Cochin Dockyard, Cochin.....	61	14	0

Dearness allowance.- There is no uniform basis for the payment of dearness allowance in dockyards. In three dockyards in Bombay, viz., Alcock Ashdown, Mazagaon and the Bombay Steam Navigation Co., dearness allowance is linked to the cost of living index. The workers can choose any of the following two scales: (a) 1 percent of wages for each 2 points rise of the index above 100 or (b) 1.9 pias per day for each point rise of the index above 105. The Bombay Port Trust Workshop pays dearness allowance at a fixed rate of 17 1/2 per cent of the basic wages or Rs. 22 rupees per month whichever is higher. The H.M.I. Dockyard, Bombay and the Cochin Dockyard pay dearness allowance at rates prescribed by the Government of India at the following scales.

Wages below 50 Rupees.....	Rs. 25 p.m.
Wages between Rs. 51 and 100 rupees.	Rs. 35 p.m.
Wages between Rs. 101 and 150 rupees.	Rs. 40 p.m.

\* Since January 1949 this has been increased by 10 rupees p.m.

The Scindia shipyard grants dearness allowance on the basis of the recommendations of the Central Pay Commission and the following are the rates:

Index No.	Rate of dearness allowance
200-220..	27 1/2 per cent of the basic wages subject to a minimum of 16 rupees.
<del>220-220</del>	
220-240..	25 per cent of basic wages subject to a minimum of 19 rupees.
240-260..	42 1/2 per cent of basic wages subject to a minimum of 22 rupees.
260 ..	50 per cent of the basic wages subject to a minimum of 25 rupees.
260-280..	55 per cent of the basic wages subject to a minimum of 28 rupees.
280-300..	60 per cent of basic wages subject to a minimum of 31 rupees.

Bonus and other allowances.- The Mazagaon Dock Ltd., the Alcock, Ashdown and Co., and the Bombay Steam Navigation Company paid during 1947 a bonus equal to 2 1/2 months' basic wages. The Scindia Shipyard at Vizagapatnam paid one month's basic wages as bonus during 1946-47. Except the Shalimar Works who paid a profit-sharing bonus and the Hooghly Docking and Engineering Co., who gave an attendance allowance of 3 rupees every four weeks for an attendance of 21 days, no dockyard in Calcutta was giving bonus to their workers.

Grain concessions of the value of 14 rupees per month were being given to every worker in the Bombay Port Trust and of 12 rupees 4 annas in the Shalimar Works at Calcutta. The workers in the H.M.I. Dockyard and the Bombay and Calcutta Port Trusts are given compensatory and house-rent allowances in accordance with the recommendations of the Central Pay Commission. The Alcock, Ashdown Co., and the Cochin Dockyard pay a bhatta (food) allowance for work in midstream and the Alcock, Ashdown Co., pays a special allowance for night shift.

Working conditions.- All the dockyards have framed standing orders laying down the conditions of work, shifts and working hours. The Alcock, Ashdown and Co., and the Mazagaon Dock Ltd., work two shifts while most of the other dockyards normally work one day shift only. Suitable rest intervals are provided in all cases.

The H.M.I. Dockyard, the Scindia Shipyard and the Cochin Dockyard have provided rest shelters. In other dockyards, canteens serve the purpose of rest shelters.

There are generally 20 to 24 paid holidays during a year in almost all the dockyards. In addition, workers are generally allowed 7 days' sick leave with half pay during a year.

Overtime is worked only in cases of emergency and generally overtime work is not compulsory. Only in the Indian General Navigation Co., and the Scindia Shipyard overtime, when it is to be worked, is compulsory for all workers, unless prior exemption has been obtained on reasonable grounds.

Housing and welfare activities.- Almost all the dockyards have engaged the services of labour welfare officers. About 9 per cent of the workers of the Bombay Port Trust mechanical workshop are provided with quarters. Other dockyards provide quarters only to watchmen. The Scindia Shipyard has, however, a well-planned workers' colony where nearly all their workers are lodged. The colony is electrified and good drinking water is available. There are parks and playgrounds and radio and loudspeakers have been installed in different parts of the colony.

In every dockyard there is a well-equipped dispensary with qualified doctors to provide free medical aid to workers. The H.M.I. Dockyard maintains a maternity clinic and a creche for workers' families. A maternity centre is maintained in the workers' colony of the Scindia Shipyard also. The ~~Cochin~~ Calcutta Port Trust gives all treatments, pathological, bacteriological and radiological, free to the employees and their families.

- Co-operative societies for workers exist in the Mazagaon Dock Ltd., H.M.I. Dockyard and the Bombay Port Trust. In the Mazagaon Dock 50 per cent of the workers are stated to be members of the Society and loans are granted up to 1000 rupees at 6 1/4 per cent interest.

~~Extensive~~ Facilities for outdoor and indoor games are provided for the workers in the sports club of the Mazagaon Dock Ltd., and the Cochin dockyard. A free primary school is run in the workers' colony of the Scindia Shipyard. The Calcutta Port Trust is maintaining three ~~eng~~ recognised primary schools.

Provident Fund.- Even at the time of the enquiries by the Labour Investigation Committee all the dockyards in Bombay had schemes for Provident Fund. The Cochin dockyard and the Scindia Shipyard have since introduced a contributory provident fund. A few dockyards in Calcutta have also recently introduced provident fund schemes. It may be mentioned the award of the Industrial Tribunal, in the dispute in the engineering industry in West Bengal recommended the introduction of contributory provident fund in all engineering concerns in the province.

Number of accidents and compensation paid.- The table below gives the number of accidents in dockyards and the amount of compensation paid during 1946 and 1947:-

Name of the Dockyard	Year	Number of acci- dents			Total amount of comp- ensa- tion paid in 1947	Total Acci- dent rate per 1000 workers	
		Fatal	Seri- ous	Min- or			
1	2	3	4	5	6	7	8
						Rs.	
Alcock, Ashdown and Co.	1946	-	9	101	110	7185	64.4
	1947	-	11	123	134	6687	
Mazagaon Dock.....	1946	-	12	151	163	9249	29.4
	1947	-2	14	162	178	17669	
H.M.I. Dockyard.....	1946	-	114	1190	1304	32945	105.3
	1947	-	41	721	762	12598	
Bombay Steam Naviga- tion Co.....	1946	-	1	-	55	1550	22.9
	1947	-	6	23	29	8961	
Hooghly Docking and Engineering Co.....	1946	-	84	42	126	9536	78.7
	1947	-2	52	64	118	19063	
Garden Reach Workshops	1946	-	29	538	567	23578	78.4
	1947	1	23	594	618	34388	
Indian General Naviga- tion and Railway Co.....	1946	NA*	NA.	NA.	142	8045	67.0
	1947	NA.	NA.	NA.	268	5941	
Calcutta Port Trust Mechanical Workshop.	1946	-	148	80	228	2303	50.7
	1947	-	60	43	103	Nil	
Port Engineering Works Calcutta.....	1946	3	14	58	75	7398	40.4
	1947	-	8	55	63	5219	
Cochin Dockyard.....	1946	-	1	8	9	440	4.0
	1947	-	-	3	3	100	
Scindia Shipyard....	1946	-	4	33	37	1868	29.9
	1947	-	3	89	92	1187	

\*N.A. means not available.

The average accident rate for all dockyards was 65.2 per 1,000 workers. The average amount of compensation paid per case of accident in the dockyards during 1946 and 1947, 36 rupees 5 annas and 47 rupees 3 annas respectively.

(Indian Labour Gazette,  
April, 1949 )

Travancore: Travancore Factories Act, 1949,  
gazetted.

Reference was made at paragraph 59, page 57 of the report of this Office for September 1948, to the Travancore Factories Bill, 1948. The Bill was passed on 7 March 1949 and gazetted as the Travancore Factories Act 1949. The Act, which repeals the Act of 1938, follows the lines of the Indian Factories Act, 1948.

(<sup>41</sup>Indian Labour Gazette,  
April, 1949 ).

Labour Conditions in Hyderabad:  
Enquiry Committee appointed.

The Military Government of Hyderabad State has appointed a Labour Enquiry Committee under the chairmanship of Mr. D.V. Rege to inquire into labour conditions in Hyderabad and to report on suitable labour legislation, similar to that prevailing in the Indian Provinces.

(The Hindu, dated 17-6-1949).

47

CHAPTER 6. GENERAL RIGHTS OF WORKERS.

INDIA - JUNE 1949.

62. Right of Association.

India: Ajmer-Merwara Trade Unions (Recognition) Regulations, 1949: Draft published.

The Chief Commissioner, Ajmer-Merwara has published the draft Ajmer-Merwara Trade Unions (Recognition) Regulations, 1949, for carrying out the purposes of chapter III-A of the Indian Trade Unions Act, 1926. Chapter III-A of the Indian Trade Unions Act relates to the compulsory recognition of trade unions by order of a labour court.

The draft regulations seek, inter alia, to prescribe the procedure to be followed by a registered trade union or employers in applying for recognition or for applying for withdrawal of such recognition by employers or Registrar of Trade Unions, the method to be followed by the Labour Court in disposing of such applications and the miscellaneous forms and notices.

The draft regulations will be taken into consideration after 21 August 1949.

(The Gazette of India, Part II-A,  
dated 21 May 1949, pages 244-247).

Madras: Trade Unions Recognition (Madras) Regulations, 1949: Draft published.

In exercise of the powers conferred under Section 29 of the Indian Trade Union Act, 1926, the Government of Madras published on 1 June 1949 the draft of the Madras Trade Unions (Recognition) Regulations, 1949. The draft regulations seeks inter alia, to prescribe the procedure to be followed by a registered trade union or employers in applying to a labour court for recognition or by the Registrar of Trade Unions or employers in applying for the withdrawal of such recognition; and the method to be followed by the labour court in disposing of such applications. The draft will be taken into consideration after 20 September 1949.

(The Fort St. George Gazette, Rules Supplement  
to Part I, dated 7 June 1949, pages 170-178).

63. Individual Labour Contracts.

India - June 1949.

Assam: Industrial Employment (Standing Orders) -  
Act, 1946, extended to all Industrial Establish-  
ments excepting Mines, Quarries, Oil-fields and  
Railways.

By a notification dated 30 May 1949, the Assam Government has extended the provisions of the Industrial Employment (Standing Orders) Act, 1946 to all industrial establishments excepting mines, quarries, oil-fields or railways in which 10 or more workmen are employed or were employed on any day of the preceding 12 months.

(Notification No. G.L.R. 128/48/3 dated  
~~30~~ 31 May 1949;  
The Assam Gazette, Part II, dated  
22 June 1949, page 883 ).

47  
64. Wage Protection.

India - June 1949.

Bombay: The Code of Civil Procedure  
(Bombay Amendment) Bill, 1949:  
Exemption of Dearness Allowances  
From Attachment in Execution of Civil  
Court Decrees.

The Bombay Government has published the Code of Civil Procedure (Bombay Amendment) Bill, 1949 which provides for the exemption of dearness allowance granted to labourers and domestic servants from being attached in execution of civil court decrees. Section 60 of the ~~Sixth~~ Code of Civil Procedure, 1908 exempts the wages of labourers and domestic servants from attachment in execution of civil court decrees.

(The Bombay Government Gazette, Part ~~XX~~ V,  
dated 3 June 1949, page 183 ).

Madras: The Madras Payment of Wages  
(Unclaimed Amounts) Rules, 1949.

The draft Madras Payment of Wages (Unclaimed Amounts) Rules, 1949 (vide paragraph 64, page 56 of the report of this Office for December 1948) have been approved and gazetted on 20 May 1949.

(The Fort. St. George Gazette,  
Rules Supplement to Part I,  
dated 31 May 1949, pages 163-164 ).

26

67. Conciliation and Arbitration.

India - June 1949.

India: Industrial Disputes in Banking  
Companies: Tribunal set up for Adjudication.

In exercise of the powers conferred by section 7 of the Industrial Disputes Act, 1947, the Government of India has constituted an industrial tribunal for adjudication of disputes in banking companies. The industrial tribunal consists of three retired High Court Judges with Mr. K.C. Sen, President, Industrial Court, Bombay, as Chairman.

By an order dated 13 June 1949, the Central Government has referred industrial disputes between <sup>certain</sup> the banking companies mentioned in a schedule to the order and their employees, to the industrial tribunal.

The ~~idea~~<sup>issues</sup> for adjudication cover 38 items including scales of pay, dearness allowance, house rent allowance, provident fund, bonus, pension, gratuity, insurance against old age, leave rules, method of recruitment, medical aid and expenses, travelling allowance and retrenchment.

(Notification No.L.R.2(205) dated 13 June 1949  
and Order No.L.R.2(212) dated 13 June 1949,  
The Gazette of India, Extraordinary, dated  
13 June, 1949, pages 995-1002 ).

Madras: The Industrial Disputes (Madras Amendment)  
Act, 1949 (Act No. XII of 1949 ).

The Industrial Disputes (Madras Amendment) Bill, 1949 (vide paragraph 67, page 47 of the report of this Office for March 1949) as passed by the legislature has been assented to by the Governor-General on 10 June 1949 and gazetted as the Industrial Disputes (Madras Amendment) Act, 1949 (Act No. XII of 1949).

(The Fort St. George Gazette, Part IV-B,  
dated 14 June 1949, pages 113-114 ).

CHAPTER 7. EMPLOYMENT AND UNEMPLOYMENT.

INDIA - JUNE 1949.

71. Organisation of the Labour Market.

India: Employment Exchanges: Working during  
April 1949.

Employment situation.- During April 1949, improvement in the employment situation was noticed in Assam, Bihar, Central Provinces and Berar, Delhi, East Punjab, Orissa and United Provinces regions owing to the progress of certain industrial development and hydro-electric projects as well as recruitment ~~of~~ to vacancies in G.I.P. Railway, arising out of the Adjudicator's Award. On the other hand Bombay, Madras and West Bengal regions reported deterioration owing to retrenchment, shortage of raw materials and industrial unrest. The all-India shortage of skilled technicians in engineering and building trades continued to exist. On the other hand a surplus of clerks, unskilled and semi-skilled workers, motor car drivers, peons, chowkidars, etc., was reported by many exchanges.

Registrations and placings.- The total number of registrations effected and the total number of persons placed during the month are shown below:-

---

	April 1949	March 1949	April <del>1948</del> 1948
Total number of registrations (including re-registra- tions)-----	98,489	92,636	63,851
Total number of persons placed in employment---	22,854	22,612	18,581

---

Of these placed in employment 2,149 were ex-Services personnel and 4,625 displaced persons. The registrations during the month were the highest ever recorded. Substantial increases were reported from United Provinces, Bombay and Bihar regions. Increased registrations in United Provinces were due mainly to a large number of applicants for 'Panchayat Adalat' vacancies and the closing down of the same sugar mills necessitating the workers seeking alternative employment. In Bombay region retrenchment in commercial and industrial establishments, completion of school and university examinations and famine conditions in some areas contributed to larger registrations. Increased registrations in Bihar region

were due to a large number of applicants being attracted to railway and postal vacancies and the provincial National Cadet Corps. As regards placements, United Provinces and East Punjab regions recorded substantial increases whereas a marked decrease in placements was noticed in the Madras region.

Placings by wage groups.- Figures relating to placings during April 1949 analysed according to wage groups were as follows:-

<u>Wage groups: basic monthly pay.</u>	<u>Number of placings.</u>
Above 101 Rupees -----	479
61 to 100 Rupees -----	2,573
36 to 60 Rupees -----	12,822
21 to 35 Rupees -----	6,120
20 rupees and below -----	860

Employment exchanges in Indian States.- Returns received from employment exchanges in Indian states show that 104,136 applicants had been registered upto 30 April 1949 and 21,033 placed in employment. These figures are in addition to the all-India figures quoted ~~under~~ above.

Employment of displaced persons.- 16,368 displaced persons were registered during the month as against 19,540 during March; 4,625 were placed in employment. It was reported by the Meerut exchange that, out of 1,482 displaced persons on the Live Register, 1,214 wished to avail themselves of the facilities offered by the land colonization schemes. Many exchanges reported that a large number of displaced persons was keen on obtaining technical or apprenticeship training.

Work of special Employment Bureau.- The total number of persons registered by the Bureau upto the end of the month was 3,074 of whom 819 had been placed in employment. The number registered during April was 112 and that placed in employment 90.

Technical and vocational training.- During April 1949, there were 79 technical training centres and 100 vocational training centres functioning, with 5,375 and 2,767 ex-Servicemen trainees respectively under training. 7,998 displaced men were undergoing ~~xx~~ training at the training centres in Bihar, Bombay, Central Provinces and Berar, Delhi and Ajmer-Merwara, East Punjab, United Provinces and West Bengal. 470 trainees both ex-Servicemen and displaced persons, passed the trade tests in technical trades bringing the total of passed out trainees to 11,148. In the vocational trades 178 trainees passed out, bringing the total of passed out trainees to 2,331. 92 disabled ex-Servicemen were undergoing training in the three special training centres. 15 trainees passed the prescribed test bringing ~~xxx~~ the total passed out to 1,355. An amount of 19,975 rupees was distributed to 107 disabled trainees who had successfully completed the training course, for purchase of tools and equipment. The ~~xxxx~~ total amount so distributed up to the end of April, 1949 was ~~141,555~~

141,535 rupees. 261 displaced girls and women were undergoing training at the Centre at New Delhi run by the Ministry of Labour. 50 trainees passed the trade prescribed tests bringing the total of passed out trainees to 163. 27 more firms agreed to participate in the Apprenticeship training scheme while 6 firms withdrew from the scheme. The total number of apprenticeship training centres was thus 304 and 811 ex-Servicemen and 1,671 displaced persons were under training at these centres. Training of civilians started in Central Provinces and Berar at the combined Training Centre, Koni, (Bilaspur), where 111 adult civilians were undergoing training on 30 April 1949.

117 Instructor trainees completed their course at the Central Institute for Training Instructors at Koni, Bilaspur in two batches up to 30 April 1949.

The number of ex-Servicemen selected and posted for technical training during April 1949 and to date is shown below:-

Administrative Region.	Selected and posted.			
	Technical Training		Vocational Training.	
	During the month.	Cumulative to date.	During the month.	Cumulative to date.
Assam	31	399	8	269
Bihar	13	3485*	54	1326*
Bombay	111	4874	50	2449
Central Provinces and Berar	15	1874	24	884
Delhi and Ajmer-Merwara.	28	1745	2	721
East Punjab**	113	700	8	364
Madras	239	27471	78	8555
Orissa <sup>^</sup>	42	131	33	121
United Provinces	36	7265	48	9336
West Bengal.	36	3042	48	1357
<b>TOTAL</b>	<b>664</b>	<b>50986</b>	<b>353</b>	<b>25382</b>

\* Includes trainees appropriate to Orissa selected and posted upto 30-9-48, separate figures for which are not available.

\*\* Cumulative figures are for the period beginning with 15 August 1947.

<sup>^</sup> Cumulative figures are for the period beginning with 1 October 1948.

(Review of the work done by the Directorate-General of Resettlement and Employment during the month of April, 1949, issued by the Government of India ).

54

Pakistan: Unemployment Inquiry Committee  
set up by West Punjab Government.

A committee, to be known as the Unemployment Inquiry Committee, has been set up by the West Punjab Government to enquire into the state of unemployment in the cities and towns of the province, particularly unemployment among refugees, and to make recommendations regarding the action that should be taken by the Government to increase employment and relieve distress. The Committee, which consists of three members with Mr. Sadiq Hasan as chairman, has been asked to make interim recommendations on matters in which, it considers, action should be taken before submission of its final report.

(The West Punjab Gazette Extraordinary,  
dated 3 June 1949, page 103 ).

Hyderabad: Forced Labour banned.

By a regulation issued on 21 June 1949, the Military Government of the Hyderabad State has made forced labour illegal in the State. The regulation warned that whoever requisitioned the services or property of any person without paying for their services, committed an offence punishable with imprisonment which may extend to one year, or with fine or both. This ban would give much-needed relief to the peasant and villager in the districts specially in Jagirs and Zamindaris where they were made to work without compensation.

(The Hindu, dated 22-6-1949 ).

50

Burma: Employment Statistics Act, 1948:  
Date of Enforcement.

The President of the Union of Burma has directed that the Employment Statistics Act, 1948, shall come into force in the whole of Union of Burma with ~~effect~~ effect from 1 June 1949 and has appointed the Director of Labour, Burma, to be the Statistics Authority for the purposes of the collection of any statistics under the Act.

By a notification dated 18 May 1949 under the Act, the Burma Government has directed that statistics relating to the welfare of employed persons and their conditions of work, shall be collected in respect of the following places:-

(i) factories; (ii) industrial establishments; (iii) plantations; (iv) mines; ~~(v)~~ (v) commercial establishments; (vi) workshops; (vii) offices employing more than five persons on any one day; and (viii) scientific laboratories and observatories.

(The provisions of the Employment Statistics Bill, 1948 were summarised at paragraph 71, page 92 of the report of this Office for September 1948. The gazette containing the text of the Act has not been received).

(The Burma Gazette, Part I,  
dated 28 May 1949, page 393 ).

72. Vocational Guidance and Training.

India - June 1949.

Development of Technical Education in India:  
Four Institutions to be set up.

The Government of India has decided to establish four higher technical institutions - the biggest Government scheme for development of technical education in India - in the northern, western, southern and eastern parts of the country. The four institutions, each of which is to have 3,000 students at a time, are estimated to cost 120 million rupees non-recurring and about 50 million rupees recurring annually. The western and eastern institutions, sites for which have already been acquired, will be set up within the next three years, at Kurla in Bombay and at Kharagpur in West Bengal respectively.

The building of the northern and southern institutions will be taken up after the completion of the other two. The northern institution will be located at Cawnpore, while the site for the southern institution has yet to be decided upon.

The Government, which is planning the establishment of these institutions on the recommendations of the All-India Council for Technical Education, has already collected information regarding the availability of required equipment from manufacturers and suppliers.

(The Statesman, dated 29-5-1949).

57

Technical Training in Bombay: Uniform  
Syllabus proposed.

The Standardisation and co-ordination of syllabuses and examinations in engineering diplomas through a Provincial Council, has been recommended to the Bombay Government by a Committee appointed for the purpose, under the Chairmanship of the Director of Technical Education, Mr. J.A. Taraporewalla.

The council suggested for the purpose would consist of educationists, principals of technical institutes, and representatives of Government and industry.

Mr. J.A. Taraporewalla, in an interview at Poona on 23 May 1949, said that if such a council came into existence, it would consist of representatives of the Government, industrialists, educationists and principals of technical institutes. Mr. Taraporewalla emphasised that the establishment of the council would help in imparting education to students, taking into account the requirements of industry and other ~~aspect~~ aspects. So far as the provincial Universities were concerned they were involved only theoretically, for no diplomas were granted by the Universities in engineering subjects, though their statute books had accepted the granting of such diplomas.

Explaining the programme of the Bombay Board of Technical and Industrial Education, Mr. Taraporewalla said that two new industrial schools would shortly be added to the seven schools already in existence in the province. In the merged States, Kolhapur, had a small industrial school and proposals had already been formulated for its modernisation and expansion. Besides increasing the number of schools, there were plans for intensive utilisation of available facilities and equipment. Other high schools at present providing only for academic education would be asked to open a technical division to enable students to take carpentry and similar technical subjects and such divisions would be allowed the use of equipment at Government technical schools after their regular hours.

(The Hindu, dated 24-5-1949;  
The Times of India, 24-5-1949).

56

Technical Training in East Punjab:  
Large Number of Girls attend Training  
Schools.

About 660 boys and 1270 girls are being given technical and industrial education in various schools of East Punjab, and 650 students are being trained by 20 Government demonstration parties.

In addition 1222 students are being trained in various crafts in these schools under the technical training scheme of the Government of India.

(The Hindustan Times, 31-5-1949).

West Bengal: Expert Committee appointed to  
report on Apprenticeship Training in Engineering  
Industry.

The West Bengal Government has constituted an Expert Committee on Engineering Industry, consisting of 12 members with the Labour Commissioner, West Bengal as chairman, to report on the existing system of training of apprentices in the Engineering industry and suggest schemes for the training of apprentices.

The functions of the committee will be the following:

To suggest schemes for standardisation of occupational terms in different kinds of engineering firms and to classify workers into different categories, e.g., semi-skilled, skilled and highly skilled, and;

To report on existing system of training of apprentices and trade learners in different engineering firms and to recommend schemes for theoretical as well as practical training of apprentices and trade learners in different engineering firms in consultation with them with the object of turning out adequate number of skilled operatives and supervisors; and also to suggest periods of apprenticeship, apprenticeship allowance and other conditions of apprenticeship and trade learning in different kinds of jobs.

(The Calcutta Gazette, Part I,  
dated 16 June 1949, page 984-985).

## 73. Migration and Colonisation.

India - June 1949.

### Employment of Indian Skilled Labour in Malaya: Memorandum Containing Terms and Conditions circulated for Opinion.

The terms and conditions on which the Indian Government may permit employers from Malaya to engage shop assistants, clerks and artisans - all classed as "skilled labour" - are contained in a memorandum prepared by Mr. J.A. Thivy, Government of India's representative in Malaya. The memorandum has been circulated to the various Indian chambers of commerce in the Federation of Malaya and Singapore for their opinion and approval.

Terms and conditions.- The memorandum contains the following terms and conditions for employment of skilled Indian labour: (1) The employer must agree to engage the employee for a specified period of time at pre-determined salary levels agreed to by both the parties. Cost of living allowance scales should also be paid to the employee in addition to the salary. (2) The employer must provide the employee, his wife and children with free air passages or with free second class rail and sea passages for persons getting ~~one~~<sup>one-fifty</sup> dollars ~~per~~ or more per month as basic salary, and with third class rail and sea passages for others, from India to the place of work in Malaya. (3) The employee shall be paid a gratuity of one month's salary on completion of every year of his service. (4) The hours of work shall be regulated by the law for the time being in force. In the absence of any such law he shall work eight hours a day during six days in each week. If he works over and above the prescribed number of hours he shall be paid overtime, calculated at one and half times the salary earned per eight hour day during working days and twice the daily rate during Sundays and holidays. (5) The employee shall be entitled to one month's leave with full pay for every eleven months of employment and to 10 days of casual leave in the year. He would also be entitled to one month's sick leave with half pay for every year of service. During the period of sickness he shall be provided with free medical attendance, including medicine, food etc., if the ~~ix~~ illness is not caused by the employee's own fault. (6) Free living accommodation shall be provided to every employee by the employer. (7) The employer shall undertake, at his expense through his agent in India such portion, not exceeding two thirds, of the salary of the employee as he may desire to have remitted to his dependants in India. (8) An employee, becoming unable to fulfil the terms of the agreement owing to causes beyond his control shall ~~not~~ be repatriated to his place of engagement in India by the employer. It shall be lawful for the employer to discharge employees wilfully committing breaches of the conditions of the

agreement or being guilty of gross misconduct of insubordination. (9) While the employer might transfer the employee from place to place for work at his own cost, he shall not require an employee to proceed to any area where actual fighting is going on between either the Government forces and insurgents or between the insurgents themselves. (10) All agreements between employer and employee shall remain in force for not less than 12 months and not more than three years from the date of agreement in India and renewable for further periods by mutual consent. and (11) All disputes arising out of agreements shall be arbitrable by the representative of the Government of India in Malaya or officers nominated by him.

(The Bombay Chronicle, 6-6-1949).

61

Chapter 8. Social Security

85. Benefits Organised or paid by Employers.

India - June 1949.

Pakistan: The East Bengal Maternity Benefit  
(Tea Estates) Bill, 1949.

The Government of East Bengal has published the East Bengal Maternity Benefit (Tea Estates) Bill, 1949, which it proposes to enact with a view to regulate the employment of women in tea factories and plantations for certain periods before and after child-birth and to provide for payment of maternity benefit to them on a prescribed scale.

The bill, which is on the same lines as the West Bengal Maternity Benefit (Tea Estates) Act (vide paragraph 85, page 84 of the report of this Office for November 1948), among others, prohibits employment of women for six weeks after delivery and provides for the payment of maternity benefit to them during six weeks preceding and six weeks following delivery at a rate of five rupees four annas a week.

(The Dacca Gazette, Extraordinary,  
dated 7 June 1949, pages 421-426).

62

CHAPTER 9. LIVING STANDARDS.

INDIA - JUNE 1949.

91. Nutrition.

Fishery Statistics Committee appointed  
by Government of India.

The Government of India have appointed a Statistical Committee which will work out details of programme for the collection of data relating to fisheries in India. Mr. W.R. Natu, Economics and Statistical Adviser, has been appointed chairman of the Committee.

The Committee will report on the technical aspects of statistical work on fisheries and recommended standard forms of returns in which these should be collected and regularly compiled. It will also prepare model schemes for conducting intensive surveys of fisheries in select areas and important centres of production, distribution and consumption.

(The Hindustan Times, dated 2-6-1949).

CHAPTER 11. PROBLEMS PECULIAR TO CERTAIN  
OCCUPATIONS OR CATEGORIES OF OCCUPATIONS.

INDIA - JUNE 1949.

111. Agriculture.

United Provinces: Reform of Land Tenure:  
United Provinces Zamindari Abolition and  
Land Reforms Bill 1949 published .

The United Provinces Government has published the United Provinces Zamindari Abolition and Land Reforms Bill, 1949, which provides for the abolition of intermediaries between the tiller of the soil and the State in the United Provinces and for the acquisition of their rights, title and interest and to reform the law relating to land tenure consequent upon such abolition and acquisition and to make provision for other connected matters. The salient features of the Bill are the acquisition of the interests of all the intermediaries on land on the payment of compensation amounting to eight times the net income to all the zamindars and of rehabilitation grants at a graded rate, ranging from 20 to two times, to all the smaller zamindars paying annual land revenue not exceeding 5,000 rupees. The Bill seeks to evolve a new, simple and uniform system of land tenure which <sup>will</sup> combines the wholesome features of peasant proprietorship with the development of self-governing village communities in whom will be vested the ownership of all common lands and powers of land administration and management. Accordingly it has been provided that there will be, in future, only two main forms of land tenure. The present intermediaries

in respect of their sir, khudkasht and groves will be classed as bhumidhars. So will also the tenants who pay an amount equal to ten times their rent. The remaining tenants will be called sirdars with permanent and heritable rights in land, the right to use their land for any purpose connected with agriculture, horticulture or animal husbandry, and to make any improvements. In order to remedy the inefficiency and waste involved in the cultivation of the existing uneconomic holdings, the Bill makes provision for the encouragement and ~~rapid~~ rapid growth of co-operative farming.

Acquisition of the interests of intermediaries.- The Bill provides that with effect from a date to be notified by the Government, all the interests of the intermediaries including their interest in cultivated land, groveland, pathways, abadi, wastelands, forests, fisheries, ferries, public wells, tanks, water channels, bazars, mines and minerals and other subsoil rights shall be vested in the Government free from all encumbrances. The intermediaries shall, however, continue in possession of land in their own cultivation, that is, sir or khudkasht, trees upon such land, trees belonging to them in the abadi groves and their ~~houses~~ private wells. All the persons living in the villages, whether zamindars, tenants, or landless will become the owners of their houses and house-sites. All sir lands will be demarcated in accordance with the provisions of the United Provinces Tenancy Act, so that hereditary rights may be secured to all the tenants of sir to whom such rights accrue under that Act. Joint sir will also be demarcated. Sir held by an intermediary in excess of his share will be treated as an ex-proprietary holding.

Payment of compensation.- The Bill provides for the acquisition of intermediaries' rights on payment of compensation at eight times of their net assets. For rehabilitation of the smaller zamindars who constitute the overwhelming majority, it further provides for the payment of a graded rehabilitation grant ranging from twenty to two times of the net assets, being largest for low incomes and smallest for those with comparatively large incomes.

The compensation officer will first prepare a draft compensation assessment roll showing in respect of every estate the gross and net assets of each intermediary having a share in the estates. The gross assets will be calculated by taking the village as the unit and will be the aggregate of rents including cesses and local rates payable to the proprietors of the estate by the inferior proprietors or tenants. In the case of sir in which

hereditary rights do not accrue and khudkasht and groves, an amount computed at the rates applicable to ex-proprietory tenants will be included in gross assets. Where the rent has not been determined, it will be determined at hereditary rates. Gross assets will also include income accruing to an intermediary on account of mines and minerals. In short, the gross assets of a village will consist of all the income that actually accrue to the proprietors of the village. The gross assets thus obtained will be distributed amongst all the co-sharers in proportion to their share and the gross assets of each intermediary will thus be obtained. From the gross ~~assets~~ assets thus obtained certain deductions will be made to arrive at his net assets.

Provision has been made to counter steps which may have been or may hereafter be taken by intermediaries to defeat the provisions of the Bill. If any intermediary has, after 1 July 1948, given new leases at low rent by taking heavy premiums, the rents of such holdings may be enhanced to hereditary level. No transfer by way of sale, of gift made after 1 July 1948, would be recognised; and generally contracts or agreements made by an intermediary, ~~effecting a sirdar from~~ having the effect directly or indirectly of relieving a sirdar from the liability of payment of revenue or of entitling the intermediary to receive higher rehabilitation grant than he would otherwise get, have been declared to be void.

Compensation will be due from the date on which an estate is acquired and will bear interest at the rate of 2 1/2 per cent, but if its determination takes more than nine months interim compensation will be paid to avoid hardship.

Rehabilitation grants.- In addition to compensation every intermediary whose aggregate land revenue does not exceed 5,000 rupees will be entitled to a rehabilitation grant according to the following schedule:

Categories of intermediaries according to land revenue.	Multiple of net assets to be awarded as rehabilitation grant.
(1) Up to 25 rupees.....	20
(2) Exceeding 25 rupees but not 50 rupees.	17
(3) Exceeding 50 rupees but not 100 rupees.	14
(4) Exceeding 100 rupees but not 250 rupees.	11
(5) Exceeding 250 rupees but not 500 rupees.	8
(6) Exceeding 500 rupees but not 2000 rupees.	5
(7) Exceeding 2000 rupees but not 3500 rupees.	3
(8) Exceeding 3500 rupees but not 5000 rupees.	2

The amount of compensation payable to an intermediary will be determined in respect of each estate separately. The rehabilitation grant, on the other hand, takes into account the economic circumstances of an individual.

Land Reform.- The scheme of land reform outlined in the Bill may be broadly divided into three parts, namely, (i) the establishment of village communities or gaon samaj; (ii) land tenures; and (iii) development of co-operative farming.

Village communities.- A village community shall include all the cultivators as well as all the residents of the village. All common lands in a village not included in a holding, all forests within the village boundaries, all trees other than trees in a holding, grove or abadi, public wells, tanks, water channels, abadi and pathways, private ferries, hats and bazars, shall vest in the village community. The gaon panchayat will be charged with the general superintendence, management and control of all lands vesting in the village community. It shall ensure that the conditions of tenure prescribed by the Bill are not violated. It will also be its duty to take measures for the development and improvement of agriculture, and cottage industries. If Government so direct, the gaon panchayat will also collect and realise the land revenue. A committee of the gaon panchayat will be formed for each village consisting of the representatives of that village to deal with the settlement of vacant lands and discharge other functions relating to land management.

New system of land tenure.- The Bill provides that there shall be two main classes of tenure holders, namely, bhumidhars, sirdars and two minor classes namely, asamis and adhivasis. All the intermediaries will be given bhumidhari rights in respect of their sir, khudkhasht and groves. All the tenants, who become sirdars, will have the right on payment of ten times of their rent, to become bhumidhars. A bhumidhar will have a permanent, heritable and transferable right in his holding, and the right to use his land for any purpose whatsoever. He shall not be liable to ejection. Sirdari rights will be conferred on all tenants with a right of occupancy, namely: (i) fixed rate tenants, (ii) tenants holding on special terms in Avadh, (iii) ex-proprietary tenants, (iv) occupancy tenants, (v) hereditary tenants, (vi) rent-free grantees, (vii) grantees at a favourable rate of ~~ka~~ rent, and (viii) grove-holders. Sirdars will have a permanent and heritable interests in their holding but will not be allowed to use them for any purpose other than agriculture, horticulture or animal husbandry. Asami rights will be conferred upon - (i) tenants or sub-tenants of grove land, (ii) tenants mortgagees, (iii) non-occupancy tenants of pasture lands or lands covered by water, lands set apart for afforestation land in the bed of river and used for casual or occasional cultivation and tracts of shifting and unstable cultivation, and (iv) persons to whom leases are subsequently given by bhumidhars or sirdars in accordance with the provisions of the Act. Asami rights will be heritable, but will generally not be permanent. Provisions have, however, been made to give them such security as is consistent with the conditions of their tenure.

Bhumidhars and sirdars will, in future, be allowed to let their land only when they are unable to cultivate it themselves, i.e., in cases of a minor or a widow, a person incapable of cultivation by reason of ~~physical~~ physical or mental infirmity or because he is in the military service or is under imprisonment. Where the land has been so let the asami will continue in possession until the disability has ceased, or the bhumidhar or sirdar wishes to cultivate the land himself.

Special provisions for ~~Asami~~ Adivasis.- The Bill gives Adivasis (aboriginals) the right to continue to hold their lands for five years from the commencement of the Act. After the expiry of this period, they may, on payment of 15 times the hereditary rate in case of tenants of sir and 15 times the rent of the tenants-in-chief in case of sub-tenants acquire bhumidhari rights. If ~~they~~ they do so the rights of their land-holders will be extinguished. Provision has been made for the payment of equitable compensation to the bhumidhars or sirdars whose rights will thus be acquired.

The acquisition of permanent rights by adhivasis might lead to the further diminution of holdings in areas where they are particularly small. In such areas attempts will be made to give the tenants-in-chief as well as the sir-holders some land out of the available vacant or cultivable land to make their holdings economic. Tenants-of-sir or sub-tenants will be liable to ejection only in cases where this cannot be done and where the landholder wishes to bring the land under his personal cultivation.

Payment of rent.- Bhumidars and sirdars ~~will~~ will in future pay land revenue and asamis and adhivasis rent. The adhivasi is only a transitional form of land tenure which will eventually disappear.

Steps towards economic holdings.- To avoid multiplication of uneconomic holdings the restricted table of devolution laid down in the United Provinces Tenancy Act, 1939 has been maintained with minor variations, and future partition of holdings which would result in the creation of an uneconomic holding has been prohibited. To prevent accumulation of large holdings and the consequent exploitation of labour, no person will in future be permitted to acquire by sale ~~or~~ or gift a holding of more than 30 acres.

Co-operative farms.- The Bill also provides for the setting ~~up~~ up of co-operative farms. There will be two kinds of co-operative farms (1) small co-operative farms of 50 acres or more constituted by voluntary agreement among ten or more cultivators and (2) a co-operative farm comprising all the uneconomic holdings in a village. The latter type can be established if two-thirds of the holders of uneconomic holdings in a village apply for the registration of such farm; on ~~their~~ their doing so the remaining one-third will have to join. As soon as a co-operative farm has been established, consolidation-proceedings will be taken up. The members of the co-operative farm will retain their individual rights in the land contributed by them. Model byelaws will be framed by the Government to provide for the management of co-operative farms, maintenance of accounts, distribution of produce and other details. A large number of facilities



67

It is proposed to extend its provisions to Govern-  
ment estates as soon as it becomes an Act. Separate  
legislation is under contemplation in respect of agricul-  
tural areas lying within the limits of municipalities,  
cantonments, notified areas and ~~town~~ town areas. The  
question of scaling down the debts of intermediaries  
whose rights will be acquired will also be dealt with  
by a separate bill.

(Government Gazette of the United Provinces,  
Extraordinary, dated 10 June 1949;  
The National Herald, dated 11-6-1949 ).

Madras: Abolition of Zamindaries:  
Madras Estates (Abolition and  
Conversion into Ryotwari) Act, 1948  
(Act No. XXVI of 1948).

The Madras Estates (Repeal of the Permanent settlement  
and Conversion into Ryotwari) Bill, 1947 (vide pages 25-26  
of the report of this Office for October 1947) which  
provides for the repeal of the Permanent <sup>Settlement</sup> the acquisition  
of the rights of landholders in permanently settled and  
certain other estates in the Province of Madras, and the  
introduction of the ryotwari settlement in such estates,  
as passed by ~~legislature~~ legislature was assented to by  
the Governor-General of India on 2 April 1949 and has  
been gazetted as the Madras Estates (Abolition and  
Conversion into Ryotwari) Act, 1949.

The bill underwent certain changes during the Select  
Committee stage and discussions in the legislature. The  
more important among the changes are the following:-

(i) Change of name.- The name of the bill was  
changed into the Madras Estates (Abolition and Conversion  
into Ryotwari) Act.

(ii) Basis of compensation.- The main changes in this  
respect were, (a) regarding zamindaries, that compensation  
should be related to the ryotwari demand after conversion  
into ryotwari and one-third of such demand should be the  
basis for the basic annual sum, that a uniform deduction  
of 5 per cent on account of establishment charges and  
3 1/3 per cent on account of the cost of maintaining  
irrigation works in the estate should be made and that  
as regards minerals, forests and fisheries and other  
miscellaneous sources of revenue, the average net income  
as derived by the Government in the three years after  
they take over the estate should be taken and added to  
the gross ryotwari demand to arrive at the basic annual  
sum but the deduction of 5 per cent on account of  
establishment charges or any other deduction should not  
be made therefrom; (b) regarding inams, that the basis  
of compensation should be the full sum obtained after  
deducting from the gross annual ryotwari demand, 3 1/3  
per cent of ~~xx~~ such demand on account of the cost of

maintaining irrigation works and the quit rant, jodi or poruppu; and in the case of whole inam villages held on conditions of service to be rendered to religious, charitable or educational institutions, the Government should make good the difference between the average annual net income of the institutions to be computed as prescribed and the basic annual income provided the institution continues to exist.

(iii) Grant of ryotwari pattas.- The changes in this respect relate to grant of ryotwari pattas for holders of private land in inam villages, zamindari estates etc.

(iv) Scale of compensation.- In the scale of compensation to be paid, figures for capitalisation for the first two stages in the sliding scale have been raised from 25 and 22 1/2 times to 30 and 25 times respectively.

(The Fort St. George Gazette, Part IV-B, dated 19 April 1949, pages 59-89 ).

Ajmer-Merwara: The Ajmer-Merwara Agrarian Relief Ordinance, 1949.

The Government of India has promulgated the Ajmer-Merwara Agrarian Relief Ordinance, 1949, to provide special measures to prevent agrarian disputes and to afford immediate relief to the tenants of Ajmer-Merwara in respect of rent, impositions and certain other matters. The Ordinance extends to the whole province and comes into force immediately. It seeks to afford immediate relief to tenants in matters of certain impositions now being collected, to prescribe the procedure of division of produce, appraisalment of crops and assessment of rent, which create innumerable occasions for friction. The Ordinance also provides against a possible 'no/rent' campaign by tenants and the forcible seizure of land by them or their landlords, and lays down the penalties for infringement of rights conferred by the Ordinance.

Prohibition of illegal exactions.- The Ordinance prohibits the landlord from receiving levies in cash and kind over and above the payment of rent imposed on the tenant such as premium for admitting a person to a holding, levies in cash and kind on ceremonial occasions and on settlement of rent, tax on use of accounts, implements etc., and in case of ~~khare~~ share tenancy (batai) cartage. It also prohibits the landlord from employing his tenant or his cattle or implements against his will, whether for remuneration or not.

Fixation of rent.- The Ordinance fixed the rent, as from 1 June 1949 for the various classes of tenants on the following scale: one-sixth of the produce of his holding for an occupancy tenant; one-eighth of the produce of his holding for an ex-proprietary tenant, and one-fifth of the produce of the holding for a tenant-at-will other than a sub-tenant.

Explaining the reasons for the Ordinance, a Press note issued by the Government of India on 17 May 1949, stated that over three-fifths of the cultivable area of Ajmer-Merwara belonged to Istimardars (feudatory chieftains) who originally received grants largely from the Moghul and Mahratta Rulers in lieu of military service rendered to the State. The Ajmer Land and Revenue Regulation, 1877, which governed these estates, laid down that all tenants shall be presumed to be tenants-at-will. The Istimardars had usually failed to protect the rights of their tenants or to improve the cultivation of their estates. There had been numerous complaints of rack-renting, levy of illegal cesses and the arbitrary eviction of tenants. After careful consideration, the Government decided to give the tenants the rights of fixity of tenure, fair rent and restricted freedom of transfer by undertaking special legislation. Accordingly, the Ajmer-Merwara Tenancy and Law Records Bill was introduced in the Constituent Assembly of India (Legislative) in March 1948, which referred it to a select Committee of the House. Owing to pressure of other urgent business, however, the last session of the Parliament could not consider the Bill.

A state of emergency had arisen in the area owing to tension between the landlords and tenants. The Istimardars were reported to have resorted to illegal ejection of tenants and other devices to deprive the cultivators of the benefit of the proposed tenancy law. There were also complaints of some tenants having started taking illegal possession of vacant lands. As a time lag between further consideration of the Tenancy Reform Bill, its final passing and its actual enforcement was inevitable, the Ordinance had had to be promulgated.

(The Gazette of India, Extraordinary,  
dated 17 May 1949, pages 789-797;  
The Hindu, dated 18 May 1949 ).

Fixation of Minimum Wage for Agricultural  
Workers: Inquiry to be conducted by  
Government of India.

The Government of India has instituted an agricultural labour inquiry, proposed to be conducted in terms of the Minimum Wages Act, 1948, in ~~xxxx~~ the provinces of West Bengal, Bihar and the Central Provinces. The Act provides, among other things, for the fixation before March 15, 1951 of the minimum rates and wages to persons employed in agriculture. Every province has been asked by the Government of India to select ~~xxx~~ from four to six villages for the purpose of conducting the inquiry which will embrace 2,000 villages-1,200 in the provinces and 800 in the States-in about three years at a cost of 1,000,000 rupees.

The purpose of the inquiry is to enable provincial Governments to fix the minimum wages for agricultural labour and examine the conditions, particularly with regard to employment and indebtedness. The inquiry ~~is~~ is also ~~expected~~ expected to provide data to guide the Government in respect of future legislation on agricultural labour.

(The Hindustan Times, 3-6-1949).

Congress Agrarian Reforms Committee's Report:  
Composite Type of Land Tenure suggested .

The Agrarian Reforms Committee of the Congress, which concluded its session at Delhi during the latter half of May 1949, has, it is understood, recommended a unified eight-point programme of agrarian reform. The Committee, which is headed by Mr. J.C. Kumarappa, was appointed by the Congress President on the suggestion of the Revenue Ministers' Conference held in 1947 to recommend a reasonably uniform system of agrarian reforms which should come in the wake of the abolition of zamindari, (vide paragraph lll, page 64 of the report of this Office for January 1948). The ~~Committee's~~ Committee's report will be submitted to the Congress President during July 1949.

The main conclusion of the Committee is understood to be that the land tenure system should be rationalised. The minimum economic holdings and maximum permissible size should be prescribed which should vary from province to province to suit local conditions. The Committee will suggest a ~~part~~ pattern of agrarian economy which will be composite in character ranging from controlled individual farming to collective, cooperative and State-farming. Sub-letting will be sought to be completely prohibited. Sub-tenants of several years' standing, the Committee feels, should be granted occupancy right, Owner cultivators of land should put in a minimum amount of physical labour. The Committee is reported to disfavour mechanization of ~~agriculture~~ agriculture on a large scale, but recommends it in respect of the State and collective farming areas. The objects of this pattern of agrarian economy are to achieve equitable distribution of land giving an individual as much land as he can cultivate, to utilize rural savings for the development of agriculture rather than for the acquisition by individuals of more lands and to ~~ensure~~ ensure full employment of real cultivators and landless peasants.

Other ~~conclusions~~ conclusions of the Committee are:  
(1) The rights of individual farmers as well as of the village communities should be protected. (2) A new machinery of land management for the development and planning of agriculture should be set up consisting of representatives of village communities and regional authorities. Provincial and All-India land Commissions should form part of this

machinery. (3) Agricultural indebtedness should be scaled down and, in the case of agricultural labour, wiped out, side by side there should be a unified system of institutional credit agency for affording cheap and prompt credit to the agriculturists. (4) The minimum wage for agricultural labour should be prescribed. (5) A new scheme of land assessment on a sliding scale linked with the price levels of commodities should be introduced and operated through a Government-cum-popular machinery on a progressive basis. (6) Remunerative prices for agricultural products should be ~~explained~~ fixed; and (7) There should be a planned organisation of "agro-industries" to absorb surplus population in agriculture and a scheme of rural welfare service based on social security principles.

It is understood that the Chairman of the Committee will request the Congress President to write to the provincial Governments informing them that the Committee's report is expected to be ready shortly and asking them to frame their programmes of zamindari abolition and agrarian reforms in such a way as would not, as far as possible, conflict with the Committee's recommendations.

(The Statesman, dated 25-5-1949 ).

Bombay: Organising Co-operative Farming Societies: Scheme approved by Provincial Government.

The Government of Bombay has approved a scheme for the organisation of co-operative farming societies in the province. The scheme, which will extend over a period of five years, is estimated to cost nearly 2,100,000 rupees.

The main object of the scheme is to increase the yield of the land, to secure better return to the cultivators by consolidation of holdings and by adoption of improved methods of farming and marketing of agricultural produce. The Government proposes to introduce cottage and small-scale industries and subsidiary occupations to provide a supplementary source of income to the members as ~~farming~~ farming is only a seasonal occupation.

Under the scheme a co-operative farming society may be: (1) A co-operative better farming society; (2) A co-operative joint farming society; (3) A co-operative tenant farming society; and (4) A co-operative collective farming society. The objects of these different societies are respectively, promotion of economic interests of members, pooling of land on the part of small owners, division into small convenient holdings of freehold or leasehold lands, and enabling landless agriculturists to own land and also the means of production.

(The People's Raj, 9-6-1949 ).

19

Cochin: Report of Agrarian Problem  
Enquiry Committee.

On 1 February ~~1949~~ 1947 an Agrarian Problem Enquiry Committee was appointed by the Government of Cochin State under the Chairmanship of Mr. K.G. Sivaswamy. The Committee was asked to consider and report on the following points: (1) Are the economic conditions of agriculturists in the State satisfactory; if not what are the reasons for the same? (2) Are further changes necessary in the tenancy laws of Cochin to improve the industry of agriculture? (3) How far has fragmentation of holdings affected agriculture as a profession; what steps are to be taken to remedy the defect in this connection, if any? (4) Is it necessary to prohibit or restrict by legislation alienation of agricultural land to non-agriculturists; if so, what ought to be the form of legislation? (5) Are the tenantry of Cochin suffering from the evils of rack-renting; if so, what is the ~~remed~~ remedy? (6) If fair rent is to be fixed by legislation, are provisions for fixing fair-rent to be made by legislation and what shall be the process and basis for fixing such fair-rent? (7) Are there any other difficulties from which agriculturists are suffering; if so, what are they and what are the remedies thereof? (8) What are the steps the Government may take to assist and help agriculture so that the industry of agriculture may become a worthwhile profession? and (9) How far can the co-operative movement be made use of to help agriculture?

The report of the Committee was published recently and the following is a broad summary of the various proposals in the report.

Land policy.— The Committee emphasises that the elimination of intermediaries between the tiller of the soil and the Government, which is the policy of all Governments today in India, needs urgent attention in Cochin where absentee landlordism is the main feature of the agricultural structure. In the interest of food production land should belong to the tiller subject to state control of land use. Legislation is therefore necessary to prevent the passing of lands into the hands of non-tillers. This means the enactment of three types of legislation: letting in the future except for unavoidable sub-leases should be penalised; evasion by way of usufructuary mortgages should be stopped; and land transfers should be regulated and restricted to agriculturists who are resident cultivators participating in the process of cultivation.

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\* Report of the Agrarian Problem Enquiry Committee, 1949; pp.423; Superintendent, Cochin Government Press, Ernakulam.



corporation for various agricultural commodities. ~~There will be~~ This will be assisted by special marketing boards for exported produce, <sup>such</sup> as coconut, arecanut, and cashewnut. At the bottom there will be co-operative societies subject to varying degrees of control according to the ripeness of the area for voluntary co-operation, and branches of the banking corporation which will be organically connected with the central corporations.

With a view to promote joint farming particularly among uneconomic holders, a joint farming ~~board~~ board should be formed for aiding co-operative farming societies and organising collective farming and State farming. A central ~~at~~ land development board should be constituted for reclamation, drainage, irrigation and colonisation. ~~There~~ There should also be special boards for rice, fish, coconuts, and groundnut and pulses, working under the Central Board. These boards should mainly concern themselves with research, and crop-planning for different soils and advise the supply corporation on improved methods. Alongside with these boards should be formed a special board for livestock development. Also there should be a milk commission for production of milk working through its own branches, breeders' co-operative societies, and the primary village units of credit co-operation.

The Committee emphasises that the success of organised and semi-socialised credit, supplies and sales, depend largely on the creation of an independent economic civil service and a trained cadre of secretaries for the primary units for credit, supply and sale. Trained voluntary agencies of a missionary type should equally be encouraged by the State.

Mechanised farming.- The Committee points out that evolution in agriculture has been the release of the peasant from craft labours as spinning, weaving, making and mending agricultural tools, to the occupation of agriculture as a whole-time job. Reversion to this ancient past should be avoided. Peasant farming by hand labour cannot be preserved as a cottage industry yielding little produce at high costs by tariffs as against the phenomenal progress in agriculture by scientific cultivation in other countries. Mechanisation of farming should therefore be reached in stages, adjusting dispossessed labour firstly by training and employing ~~it~~ it in the new avenues open in agriculture, and secondly in other cottage industries. Such industries should be remunerative. They should not hinder an increase in the standard of life of the people by the production of more goods at cheap price by the use of machinery and power, provided however any unemployment created by the latter is relieved by new avenues of work.

Agricultural labour.- The Committee points out that agricultural labour in the State is engaged to the minimum by peasant owners and tenants and that the demand for it is seasonal. ~~The reasons for this are that the demand for it is seasonal and that the demand for it is seasonal and that the demand for it is seasonal.~~ The peculiar feature of agricultural labour wages is its payment in kind and in various forms and modes. An agricultural labourer gets some food during the day, wages in grain, and a higher share as harvest wage, gets advances of grain to be repaid in the harvest, and various

perquisites if he is permanently attached to the farm. He also lives in the house site of the landholder, gets some backyard vegetables, and gathers fuel in the landlord's garden. He may graze a cow or a buffalo in the field. These are far more valuable than money. But the wage is a low wage of not more than twelve annas to one rupee on the average per man and half of it per woman and this for only two-thirds of a year. The ~~xxxx~~ seasonal nature of agricultural operations leads to a dead period when the labourer has no work. At the same time there is a peak season when even old persons and children are in demand. The Committee suggests that the ~~xxx~~ off season should be filled up with the aid of industrialisation, and industries connected with agriculture. While the fullest use of labour-saving devices should be the goal, if increased production, low prices, and adjustment with world trade are to be achieved, and if the problem of peak season is to be permanently solved, existing labour will have however to be displaced without creating much unemployment, and consequently the use of machinery in agriculture will have to be slow and spread out as a long-range policy. Tariffs for protecting the peasant economy should be approved only on the basis of a programme for industrialising agriculture within a defined period and subject to the provision of better living conditions for labour.

Fixation of wages.- As regards fixation of wages in agriculture, the Committee points out that a proper development of a wage system depends firstly on the definiteness of the wage and its reducibility into writing, and secondly on the prevalence of conditions which do not prejudice the economic freedom of the labourer to enter into a free contract with the employer. Where labour is illiterate and unable to bargain collectively, conciliation and arbitration will not be to the advantage of labour. Fixing of a minimum wage and the provision of an inspecting staff to enforce it are the only safeguards for such centres.

Hours of work should be defined and the Central Minimum Wages Act should be enforced with the following modifications: (a) Wages should be fixed by regional committees and finalised in cases of dispute by the Central Wage Board. Government should not directly fix wages. (b) The maximum hours for a working day, subject to the total number of hours of work in a week or fortnight will have to be provided for. (c) The maximum period of overtime work may have to be defined. (d) The provision of a good night's rest or of certain days off duty as soon as a task is over may be necessary. (e) Overtime rates of wages should be a sufficient deterrent against any light-hearted extension of the working day. (f) Rates of wages for women will have to be fixed.

The Committee suggests the setting up of a special department for agricultural labour and backward communities, which should be assisted by an economic corporation for promoting employment and a voluntary missionary agency for organisational and educational work. Agricultural serfdom should be abolished by enforcing a regular defined wage for permanent farm servants, cancelling all past debts, and providing them house sites. Dismissal compensation for farm servants should be provided for.

In conclusion, the Committee suggests that the recommendations of the Tripartite Industrial Committee on Plantations of the Government of India (vide paragraph 121, pages 113-115 of the report of this Office for April 1948) should be given effect to by the State Government.

Other proposals.- Other proposals of the Committee include suggestions for a scheme of rent-fixation, sources of revenue, and ways and means of promoting agricultural marketing and distribution. The Committee further recommends that compulsory elementary education till the age of 13 giving priority to general knowledge necessary for human existence in society and prohibition of child labour till this age should be planned. Continuation of education should be provided for through ~~voluntary~~ voluntary associations till the age of 18. Agricultural schools in rural centres with courses ranging from one to three years should be provided for boys who have undergone the elementary education course for a period of seven years.

Insurance benefits can be introduced in large-scale farms and plantations. A scheme of compulsory saving for peasants should be initiated. An old age insurance scheme enforcing a uniform contribution from every member of a co-operative society and by a tax on the exports of agricultural produce or some similar tax may be enforced.

Relief houses providing employment, food, and education should be organised on a universal basis under the control of local bodies.

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112. Indigenous Workers.

India - June 1949.

Fixation of Wages for Adivasi Labour:  
Board appointed by Government of Bombay.

The Government of Bombay has appointed a board ~~of~~ to fix the wages of adivasi labour in Thana, Kolaba and Nasik Districts. The basis of the fixation of wages is that they should be such as will enable the worker to maintain himself and his family in reasonable comfort, but ~~xxx~~ at the same time the wage bill should not put a burden on the industry concerned.

The Board, which is assisted by consultative committee of adivasis, has the Divisional Forest Officer, a ~~forest~~ Social worker, and a representative of forest contractors as members.

(The Times of India, 27-5-1949).

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113. Navigation.

India - June 1949.

India: Dock Workers (Regulation of Employment)  
Amendment Act, 1949 (Act No. XXIX of 1949).

The Dock Workers (Regulation of Employment) Amendment Bill, 1949 (vide paragraph 113, page 68 of the report of this Office for March 1949) as passed by the Dominion Legislature received the assent of the Governor-General on 22 April 1949 and has been gazetted as the Dock Workers (Regulation of Employment) Amendment Act, 1949 (Act No. XXIX of 1949).

(The Gazette of India, Extraordinary,  
Part IV, dated 23 April 1949, page 134).

India: Dock Workers (Advisory Committee)  
Rules, 1949.

The Government has published the Dock Workers (Advisory Committee) Rules, 1949 in exercise of the powers conferred under the Dock Workers (Regulation of Employment) Act, 1948. These rules, which apply to all the major ports in India, inter alia, prescribe the composition, functions etc., of the dock workers advisory committees constituted under the Act, the conduct of business of the committee and allowances of members.

(The Gazette of India, Part I, Section 1,  
dated 11 June 1949, pages 747-748).

Pakistan: Port Welfare Committee set up  
for Chittagong Port.

In pursuance of Recommendation (No. 48) concerning the promotion of seamen's welfare in ports, adopted by the International Labour Conference at Geneva in 1936, and of the resolution regarding organisation of seamen's welfare passed by the Joint Maritime Commission in 1942, the Government of Pakistan has appointed a Port Welfare Committee for Chittagong, consisting of 10 members with the Chairman, Commissioners for the Port of Chittagong as chairman. Among ~~the~~ others, the committee includes three representatives each of shipowners and seafarers.

(Resolution No. 16-D.S.W. (3)49, dated 4 June,  
1949;

The Gazette of Pakistan, Part I, Section 1,  
dated 10 June 1949, page 279).

117. Shopworkers.

India - June 1949.

Assam: The Assam Shops and Establishments  
Rules, 1949.

The draft Assam Shops and Establishments Rules, 1949 (summarised at paragraph 117, page 114 of the report of this Office for May 1949) have been approved and gazetted on 16 May 1949.

(The Assam Gazette, Part II,  
dated 1 June 1949, pages 803-810).

West Bengal: Bengal Shops and Establishments  
Act extended to 17 Municipalities.

By a notification dated 1 June 1949, the West Bengal Government has extended the Bengal Shops and Establishments Act, 1940, to 17 specified municipal areas.

(The Calcutta Gazette, Part I,  
dated 9 June 1949, page 938 ).

Madras: Madras Shops and Establishments  
Act, 1947: Opening and Closing Hours fixed.

Under the provisions of the Madras Shops and Establishments Act, 1947, the Government of Madras has fixed the opening and closing hours of shops and commercial establishments in the Madras Province, with effect from 1 July 1949. No shop is to be opened on any day earlier than 6 a.m. or closed on any day later than 10 p.m. No commercial establishment is to be opened on any day earlier than 8 a.m. or closed on any day later than 8 p.m.; no restaurant or eating house is to be opened on any day earlier than 5 a.m. or closed on any day later than 10 p.m.; and no theatre or place of public amusement or entertainment is to be opened earlier than 9 a.m. on Sundays and public holidays and 1 p.m. on all other days or closed on any day later than 1-30 a.m.

(The Fort St. George Gazette, Part I,  
dated 31 May 1949, page 700 ).

Madras: Madras Shops and Establishments  
Act, 1947: Exemption.

The Government of Madras, by a notification dated 26 April 1949, has exempted all persons engaged in entering and clearing ships, loading and landing cargo and attending to customs and port formalities in all ports in the Province of Madras from sections 14(1) and 15 of the Madras Shops and Establishments Act, 1947, subject to the following three conditions: (1) that such persons are not to be required or allowed to work for more than 54 hours in a week; (2) that overtime wages are to be paid for work in any day in excess of the usual working hours of the establishment which employs them and also for work in excess of 8 hours in any day and 48 hours in any week; and (3) the periods of work intervals for rest are not to be spread over more than 16 hours in any day. (Sections 14(1) and 15 relate to daily and weekly hours of work and spread-over of periods of work respectively).

(The Fort St. George Gazette, Part I,  
dated 31 May, 1949, page 700 ).

LIST OF THE MORE IMPORTANT PUBLICATIONS RECEIVED  
IN THE NEW DELHI OFFICE DURING JUNE 1949.

International Labour Organisation

Government of India, Ministry of Labour:  
Summary of Proceedings of the Indian Labour  
Conference, Ninth Session held at New Delhi  
on the 19th, 20th and 21st April 1948;  
Superintendent, Government Printing, West Bengal  
Government Press, Alipore, West Bengal, 1949;  
pp. iv x 232, price Rs.8-10 or 13s.6d.

*Ref*

Economic Questions

*Recd*

Government of India: Report on an Enquiry into  
the Cost and Standard of Living of Plantation  
Workers in South India, by Director, Labour Bureau,  
pp.viii x 109.

Working Conditions

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