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B.I.T. REGISTRY-GENEVA

- 7 APR 1951

INTERNATIONAL LABOUR OFFICE  
INDIAN BRANCH

File No: 3. 127

With:

on:

Industrial and Labour Development in March, 1951.

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

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25. Wage-Earners' Organisations.

India - March 1951.

Second Annual Conference of Hind Mazdoor Sabha,  
Delhi 10-12 February 1951; Repeal of Detention  
Act demanded.

The second annual conference of the Hind Mazdoor Sabha was held at Delhi from 10 to 12 February 1951. Mrs. Maniben Kara presided. Among others, Mr. N.M. Joshi and Mr. V.V. Giri former Indian High Commissioner in Ceylon attended the meeting. Dr. P.P. Pillai, Director of the New Delhi Office attended the session by invitation. The conference passed various resolutions, inter alia, demanding the repeal of certain "repressive legislations", like the Preventive Detention Act, public and security measures of various States, etc.; withdrawal of the Trade Unions Bill and the Labour Relations Bill; and criticising the Fair Wages Bill. By another resolution the conference urged the Government to hold general elections at an early date and appealed to workers to return candidates who stood for workers' right.

General Secretary's Report.- Mr. G.G. Mehta, General Secretary of the Sabha, in the course of his annual report presented to the conference, stated that since the last conference, the Sabha had been travelling back and forth making little visible progress in the face of further deteriorating economic situation, mounting numbers of unemployed consequent upon large-scale retrenchment in most industrial centres, weakening of the solidarity of workers by "disruptive activities of the Indian National Trade Union Congress and, above all, by Government partiality to the INTUC".

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After recounting the various activities of the affiliated unions, and regional committees, the report states that since the last meeting there has been a considerable increase in the number of affiliated unions and the members. But owing to the lack of funds, an adequate personnel of trade union workers and effective machinery, the Sabha had not been able to give an organisational shape to the "tremendous sympathy of the workers for the H.M.S." for which there was great scope. According to a statement presented to the conference the Sabha had, as on March 1950, 456 affiliated unions and a membership of 688,566.

The report also mentions the failure of the Sabha to secure representation at the various Industrial Committees and Conferences of the ILO. This, the report claims, has been due to the "proud and obstinate attitude taken by the INTUC" claiming to be the "sole representative of the Indian workers".

Presidential address: Government blamed for deterioration in economic situation.- Miss Maniben Kara, in her presidential address, criticised the Government for the deterioration of the general economic ~~xxx~~ situation in India, such as shortage of food, unemployment and rising prices. She said that it could not be denied that increased production was the crying need of the hour. The trade union movement recognised that need and was anxious to co-operate with the Government and employers to fulfil it. But co-operation could not be secured through coercion of deception. What was essential was to recognise workers as equal partners, to invite their suggestions and advice in matters of production and to provide them with sufficient incentives in the form of better wages and more humane conditions of work and living. If this method was adopted, workers would feel that they had a real stake in the industry and would then stint no efforts to ensure a large increase in production. If genuine trade unions of workers were recognised and were invited for discussions and consultations an atmosphere of confidence and cordiality would be created which would in its turn ensure industrial peace as well as increased production.

She said that one of the major defects of Indian trade unions had been their domination by and subservience to political parties. Perhaps it was inevitable in the long period of the struggle for independence when ~~politics~~ politics and political considerations ruled the emotions and thought of people of all classes. It was necessary now to close that chapter and to begin to build up trade unions as independent organisations of workers, independent of employers, the Government and political parties. The H.M.S. had accepted that as the basic plank of its organisational ~~xxx~~ activities. Independence from political

parties did not mean eschewing of politics or of interest in political and public affairs. That was not possible particularly when trade unions were being called upon to accept new responsibilities and were being offered new avenues of effective functioning. Trade unions were entitled to have their own views on all matters of public importance and to express them and to work for their wider acceptance and actual implementation. Trade unions could even participate in elections. There was no reason why trade unions should not build up their own political funds and set up or sponsor candidates in the forthcoming ~~year~~ general elections. Not many unions might be in a position to do that in the short period that remained before the next general elections but, even if a few did so, that would be a most welcome development which would set a new pattern in the political life of India.

Dr. P.P. Pillai's address:- ILO's association with workers stressed.- Dr. P.P. Pillai, Director of the New Delhi Office, in his address, stressed the ILO's association with the working classes all over the world. After detailing some of the ILO's recent activities in Asia, Dr. Pillai said that it was essential that the ILO should everywhere, at every stage, and in every sphere of its work obtain the unstinted co-operation and support of the working population. This support and co-operation could be forthcoming only if the working class as a whole stood united and indivisible. The position of labour throughout the world at the close of the Second World War was not exactly the same as it was at the close of the First World War. In 1918 labour everywhere was advancing the frontiers of its influence and authority: it had won a powerful voice in national and international Government. During the period between the two wars, labour indeed continued to maintain its place, but since the end of the Second World War, ~~there had been signs that labour's demands were~~ ~~meeting with fresh~~ labour Governments were not quite so popular as of old; and that labours' demands were meeting with a fresh challenge. This was a tendency of which labour organisations throughout the world had to take serious notice; and the only remedy for this was: so to develop the labour movement in each country, so to build up programmes and policies answering the needs of the common man, so to organise itself as to make it unnecessary for serious differences to arise between the labour group and other, that the labour movement of each country could stand rock-firm against all comers and foursquare against the world.

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Resolutions: civil liberties and fundamental trade union rights.- Accusing Government of crushing the trade union movement through public security measures in the States and the Preventive Detention Act, the Sabha asked for their repeal <sup>and also the repeal of</sup> ~~together with~~ certain provisions of the Criminal Procedure and the Penal Codes. At the same time, it condemned all resort to "subversive activities, contrary to the broad principles of law and order in a democratic society".

The opposition, which included Mr. N.M. Joshi, the veteran trade union leader, argued that "subversive" was a vague term, which could have various interpretations. Mr. Joshi contended that though as good citizens it was everybody's duty to be peaceful, the resolution left it to Government to decide as to what was ~~subversive~~ subversive. He declared that this may be used by the Executive as a handle to crush even legitimate trade union activity. The amendments were defeated.

Fair Wages Bill criticised.- The resolution on Fair wages pointed out that, the promise of fair wages to the workers made by the Government and the industrialists in 1947, as a part of the "industrial truce" Resolution adopted by the Industries Conference, had remained unfulfilled even when the truce period was over. The delay was all the more distressing when a Tripartite Committee had submitted a unanimous report on the subject by the middle of 1949. It criticised the Fair Wages Bill, now before Parliament, for taking into consideration only the ability of the industry to pay and not the needs of the workers in the determination of fair wages, and urged the Government to suitably amend the Bill so as to safeguard the basic economic interests of the working class as effected by the wage structure.

Withdrawal of Labour Bills urged.- By another resolution, the conference reiterated Sabha's opposition to the Labour Relations and the Trade Unions Bills, now before Parliament. The resolution stated that the Sabha, backed by 1,750,000 organised workers, had already condemned the two labour Bills as reactionary and detrimental to the working class interests and the free and democratic trade union movement in this country. It reiterated that, inter alia, the following obnoxious features should be expunged from the two Bills:

- (i) Restrictions on the right of association and the right to organise of the working class in the pursuit of their trade union, civic and political objectives as free citizens of the Republic of India.
- (ii) Limitations on the workers' right of collective bargaining by introduction of the elements of compulsory conciliation and compulsory arbitration.

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(iii) Substitution of litigation for collective bargaining for settlements of labour disputes.  
(iv) Illegalisation of strikes and penalising them as criminal offences detrimental to the very security of service of the employees, the legal personality of their union, and free trade unionism generally.  
(v) Discarding the principle of the independence of the Judiciary by empowering the Government with autocratic powers to ~~ride roughshod~~ ~~over the~~ ~~orders and awards of the~~ ~~Judiciary~~ in labour disputes concerning their own employees.  
(vi) Vitiating the fundamental principles of democracy in the matter of jurisdictional disputes between rival trade unions by providing for invidious distinctions between unions and unions with differing rights.  
(vii) Provisions for retrenchment en masse and consequent large-scale unemployment without safeguarding the workers' interests to secure them alternative employment, unemployment benefits and/or adequate compensation.

Representation at International conferences.- By another resolution the Sabha criticised the Government for giving the Indian National Trade Union Congress the monopoly of the right to represent labour at international conferences.

General elections.- By another resolution the meeting urged Government to hold general elections at an early date and appealed to workers to return candidates who stood for workers' rights. It added that it was confident that the Indian working class would support only those candidates in the elections who promise to stand by the basic demands of the working class, namely, (1) A living wage; (2) Social security; (3) Acceptance of the right to work; (4) Workers' participation in the organisation and management of industries; (5) Repeal of all anti-labour laws and withdrawal of the two labour Bills, now before the Parliament.

Office bearers.- The Session elected the following office-bearers for the year 1951-1952: President: Miss Maniben Kara; Vice-Presidents: Mr. Sibnath Banerjee, Mr. Basawan Singh and T.S. Ramanujam; General Secretary: Mr. G.G. Mehta.

(Summarised from copies of the text of the General Secretary's Report, Presidential Address, Draft resolutions, received in this Office;  
The Times of India (Delhi), 13-3-1951;  
The Indian News Chronicle, 14-3-1951 ).

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Meeting of All-India Railwaymen's Federation  
with Railway Minister: Government not prepared  
to increase Dearness Allowance for Railwaymen.

A Government of India Press Note states that on 10 March 1951 the Minister and the Minister for State for Railways met a delegation of the All-India Railwaymen's Federation, led by its President, Mr. Jai Prakash Narain. The questions discussed included ~~increased~~ increase in dearness allowance, confirmation of temporary staff, proper regrading of staff, pay fixation and restoration of pass privileges. No agreement on the points raised were reached.

The Press Note states that it was <sup>explained</sup> to the representatives of the Federation that the question of a dearness allowance was not one in which the demand of the railway workers could be considered separately. The dearness allowance would have to be considered for all Central Government workers as a whole, keeping in view the repercussions on State Governments. In view of the financial condition of the Central and the State Governments it was explained that it would not be possible to consider an increase in the dearness allowance.

As regards other demands, the Note adds that the Railway Ministry was prepared to consider the supply to all railway servants of grain at a reasonable price, at the same time abolishing the existing grain shop concessions which were being availed of only by about 30 per cent of the staff. The Federation, however, was not prepared to accept this and made demands which would have entailed the continuance of the existing arrangements for staff in the enjoyment of grain shop concessions, and the inclusion of the rest of the staff in another set of concessions, perpetuating hereby distinctions not merely as between railway servants and other Government servants but also as between different sections of railway servants. The Government found itself unable to accept the demand.

On the question of remitting for adjudication points on which the recommendations of the Joint Advisory Committee of the orders of Government were considered by the Federation to be unsatisfactory, the Press Note said that the committee was set up with the consent of the two Federations nearly two years ago for the purpose of dealing with anomalies arising out of the implementation of the Central Pay Commission's recommendations. In reaching their decisions on such subjects dealt with by the Joint Advisory Committee the Government had largely been

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guided by the recommendations of the neutral chairman wherever there were differences. These ~~recommendations~~ recommendations had been accepted in most cases and it was only in a very few instances that the Government had found it necessary to reject or vary the recommendation of the Committee. The Labour representatives had been urging the Government to reach decisions on the recommendations and implement them quickly. Many of the decisions had already been implemented, costing the railways nearly 20 million rupees a year. The Government, therefore, could not accept the demand that the subjects dealt with by the Committee should be re-opened for fresh adjudication at this stage.

Meeting of General Council to be called.- The Working Committee of the Federation at a meeting decided to call a meeting of the General Council at Bombay during April 1951. The Committee, it was stated would report to the Council on the "failure of the negotiations".

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The General Council of the Federation at its previous meeting held in Madras on 23 October 1950 had decided that if the workers' grievances were not redressed, a strike ballot should be taken (vide pages 18-19 of the report of this Office for October 1950). At its next meeting the General Council is expected to take further steps for implementing its Madras decision to take a strike ballot.

(The Statesman, 12 and  
14-3-1951 ).

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27. Salaried Employees' Organisations.

India - March 1951.

Meeting of Central Government Employees' Union,  
Delhi, 17-3-1951: Retrenchment Policy of Government  
opposed.

A meeting of the Central Government Employees' Union was held at Delhi on 17 March 1951. Mr. A.S. Thakur presided. The meeting, which was inaugurated by Mr. N.M. Joshi, the trade union leader, was attended among others, by Mrs. Aruna Asaf Ali and Mr. G.G. Mehta, General Secretary of the Hind Mazdoor Sabha. The conference opposed the Government's retrenchment policy and asked for provision of alternative employment to retrenched employees.

Mr. Joshi's address.- Inaugurating the conference Mr. N.M. Joshi said that the Government of India must consider the question of retrenchment afresh taking into consideration the country as a whole. He had information that while Government employees in one department were being retrenched, there was fresh recruitment in other departments. It was the duty of the Government to see that old employees were not discharged. He asked the employees to make a list of fresh recruitment in various departments. Mr. Joshi said that in all civilized countries provision was made for the unemployed. It was, therefore, the duty of the Indian Government to take care of its employees during difficult times. A pilot scheme in the form of unemployment insurance must be introduced.

Referring to dearness allowance, he said that the dearness allowance given to Government employees was far from adequate. The allowance was based on the recommendations of the Central Pay Commission when the price index was 290. Now the index had risen to 412 and there was no sign of stabilizing the prices. It was essential for the Government not only to amalgamate the dearness allowance in pay, but also to increase the allowance according to the price index. There was no point in keeping the dearness allowance separate.

Mr. Joshi advised Government employees to merge themselves into one ~~single~~ solid organization and present a united front to the Government. This, he said, was necessary in their interest as well as that of the Government.

He suggested that every dispute between employer and employee should be referred to adjudication. He was not in favour of strikes, as these involved a great amount of risk.

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Mr. A.S. Thakur, in his presidential address referred to the difficulties of low paid Government employees and said that their living conditions were deteriorating. They were suffering from malnutrition. He asked all Government employees to stand united.

The conference passed various resolutions relating to retrenchment, dearness allowance, accommodation, increments, victimization of workers, etc.

The main resolution asked the Government to suspend retrenchment and withdraw notices already served on temporary employees, unless alternative employment was provided for them in the existing or new departments. According to the resolution, there would be no need for retrenchment if the Government stopped the practice of re-employing retired personnel, and compulsorily retired those re-employed and these who had reached the age of 55. The Government must immediately implement the national development schemes and introduce health and education programmes. Nationalization of key industries was also urged.

The conference appealed to the Government to implement the recommendations embodied in the resolution.

(The Statesman, 18-3-1951 ).

28. Employers' Organisations.

India - March 1951.

Annual General Meeting of the Indian Jute Mills Association, Calcutta, 9 March 1951: Indo-Pakistan Trade Pact welcomed.

The Annual General Meeting of the Indian Jute Mills Association was held at Calcutta on 9 March 1951, Mr. J.R. Walker, Chairman of the Association presiding. After adopting the report and accounts for 1950, the meeting elected Mr. K.D. Jalan as Chairman, Mr. G.J. Gardner as Deputy Chairman and Mr. W.B. Moncur as Vice-Chairman for the year 1951.

Problems of jute industry: Mr. Walker's presidential address.- Mr. J.R. Walker, in the course of his presidential address reviewed the position of the jute industry and stated that the year 1950 witnessed no easement of difficulties which had grown in number and intensity since September 1949. On the contrary, the position in regard to supplies of raw materials became more precarious as the year progressed. In this connection, he welcomed the ending of the deadlock over the Pakistan rupee ratio and added that it was the Indian jute industry, more than any other sector of the economy, which had paid the price of the prolonged deadlock between the two rupees.

Mr. Walker emphasised that the troubles which the industry was ~~experiencing~~ facing, were primarily due not to mismanagement or speculative enterprises but to the physical partition of the sub-continent in which the jute industry had for nearly hundred years grown up as a homogenous whole. Under these circumstances, they had of necessity to resort to shifts and ~~expedients~~ expedients undreamt of under normal conditions of operation and to reach and adopt these hurriedly, in numerous instances, to avoid greater and much more unpleasant happenings. Several of these could not help but be distasteful to all concerned. The industry however kept working and it was ~~an~~ a matter of gratification.

Referring to the criticism levelled at the jute industry that it has manipulated its prices to the detriment of the cultivator on the one hand and the overseas consumer on the other, Mr. Walker pointed out that this was due to the altered situation on account of the Korean war. This factor was one,

~~Referring to the criticism which has been directed at the jute~~  
 which would have in any event created in the jute industry a dearth of supplies. Governments and manufacturers the world over competed to create a heavy and strong demand for jute and jute goods to fulfil current needs and also add to stocks held by them. "We are living in another wave of world inflation which has grown in intensity since rearmament and stock-piling entered a new and more urgent phase following the outbreak of the Korean war. There has been a sharp upswing in the prices of primary products and manufactured goods all over the world," he said. An examination of the course of prices of comparable products in the present context of growing world shortages, he stated, would show that jute came out of the test very creditably by comparison with other industries as for example, wool and rubber.

Indo-Pakistan trade pact welcomed.- Welcoming the Indo-Pakistan trade pact, Mr. Walker stated that what was required for the industry to put its house in order was a period of stable economic relations between India and Pakistan and for that reason, amongst many others, they warmly welcomed the recently concluded Indo-Pakistan Trade Pact under which one of the chief items to be received by India was a regular supply of raw jute. Indeed, without the assurance of such a supply the outlook would be bleak indeed. He was aware that the Agreement had not been received without criticism in some quarters, and in particular the recognition by India of the Pakistan rate of exchange had met with a certain amount of adverse comment. But so far as the jute industry was concerned there could be no two opinions as to the value of the Pact. It had come only just in time to ~~save~~ save it from a prolonged stoppage of work.

He stressed that though the trade agreement has given immediate relief to the industry, it still did not offer a solution to the industry's long range problems, all of which were, in some form or another, related to the question of raw material. Under the pact ~~we~~ 1 million ~~of~~ bales of raw jute were to be supplied between now and 30 June 1951, and for the subsequent twelve months a further 2.5 million ~~of~~ bales were to be received. This represented approximately half of the total requirements of raw material of the Indian jute industry, "and this too only if we continue to work our present somewhat restricted programme of hours and machinery". The rest would have to be made good by Indian grown jute, and he strongly urged upon the authorities the need for stimulating the growth of Indian jute by every means in their power. "Not only do we need more jute; but we also need jute of better quality the growing of

which, in ~~my view, is~~ <sup>his</sup> view, is essentially a ~~technical~~ technical problem capable of solution by the proper means". He emphasised that the industry's real margin of safety lay in maintaining the India crop at a figure of not less than 3.5 million ~~of~~ bales.

Jute prices.- Referring to jute prices, he said that jute, from whatever source it came was going to cost more. So far as Pakistan jute was concerned they had to make good the difference in the exchange values of the two rupees and, of course, the price of Indian jute had got to bear some relation to the price of the imported fibre which meant some advance in prices. In a sense the jute industry was making a deferred part payment for the benefits of devaluation which the country had otherwise enjoyed since September 1949.

In the altered context of circumstances following upon the recognition by the Government of India of the Pakistan exchange rate for trade purposes, and for a number of other reasons the Association reviewed the position and urged upon the Government an acceptance of the view that controls over prices ~~and~~ should now end. The Government of India accepted the view and an announcement to the effect was made by the Minister for Commerce and Industries in the Parliament on 9 March 1951. Government had however retained powers of directioning and control of jute goods. This, he said, was justified by the world inflationary conditions.

Movement of raw jute.- He stated that the Association had been appointed by Government as the nominees in the receipt and distribution of the 350,000 bales of Pakistan jute constituting the direct Government purchase; and all energies were now being directed to its movement to the mills in a manner which would be for agreement between the Association and the Central Jute Board. It was hoped by the end of this month that the jute in question would all have been moved into the mills; and the price would be ~~1-2000, (82 lbs approximately);~~ somewhere in the region of 58 rupees per maund (82 lbs approximately) delivered at the mills. The Government is working on the lines for issuing the licenses for the import of the balance of 650,000 bales of Pakistan jute due under the trade pact and purchase of Indian jute.

Consumption of jute goods.- Mr. Walker, reviewing the position of jute consuming markets, observed that they had not naturally had all the goods they would have liked. America lead the field as a consumer of hessian cloth and on a five year average prior to World War II she took over 53 per cent of Indian exports of these goods. In

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the jute year July 1949 to June 1950 India exported to America 58 per cent of her total exports; in the six months July/December 1950 India exported ~~58~~ <sup>to U.S.A.</sup> 62 per cent of the total exports. In the matter of sacking goods internal consumption stood first and after that came Australia which normally takes almost 14 per cent of India's exports of sacking. In the jute year 1949-50 ~~was~~ <sup>exported</sup> to Australia were practically 17 per cent and in the six months July/December 1950 practically 28 per cent of India's total exports.

(Indian Jute Mills Association, Circular No.62-D, dated 10 March 1951 ).

Annual Meeting of Indian Mining Association,  
Calcutta, 16 March 1951.

The annual general meeting of the Indian Mining Association was held at Calcutta on 16 March 1951. Mr. J.M. Latimer, Chairman of the Association, presided.

Difficulties of providing housing for labour.-  
Mr. Latimer in his presidential address, emphasised that India's coal reserves were sufficient to last for generations. He stressed the need for a complete re-survey of the coal resources before any policy was accepted which laid upon Indian industry the burden of using less efficient fuel than was necessary. He said that last year the Government had appointed a Working Party for the Coal Industry and one of the terms of reference was to discover ways of increasing output. The Working Party had found out that the problem today was to avoid over production. India's requirements were perhaps 30,000,000 tons per annum. Last year the industry had raised 31,000,000 tons, and if required it could raise 4,000,000 tons quite easily.

Referring to output, Mr. Latimer said that it had to be admitted that in India output per man shift, which was a little over one third of a ton per man, was far lower than any other country. The obvious answer was to induce the miner to work harder. The other answer was mechanisation. This was bound to come eventually but it was ~~an~~ no panacea. Many mines were already mechanised so far as coal cutting was concerned. Anything further was often impracticable

with present layouts. But, above all, the success of further mechanisation would depend on the attitude of labour, not only because it would mean retrenchment but because it would mean a revolution in the miner's methods of work and his mental attitude in connection therewith. The individualist miner liked to be given an empty tub. When it is filled he usually feels ~~that~~ his day's work was done. If, by any chance, he could be persuaded to fill another he would want the same pay for it even though his increased output had only been made possible by expensive mechanical aids and appliances. This man had somehow to be trained to pile coal on to a belt and see unknown quantities of coal moving off into the blue, and if by this means he moved five tons instead of one he must agree to accept a lower rate per ton. Doubt whether this apparently simple change could be introduced to the conservative and tradition bound miner was a big deterrent to those considering spending a great deal of money on the loading and hauling of coal in addition to the cutting of it. If labour leaders did not help in this there was little hope.

Mr. Latimer referred to the difficulties the industry was experiencing as regards housing and feeding labour. A colliery worker was entitled to some free rice and cash concessions, and also to the ration for himself and dependants at concession rates by virtue of attendance only. What amount of work he did was of no importance. Under present day conditions of food shortage this was an inducement for two men to come to do one man's work and to bring all their relations with them. It was resulting in greivous over-crowding and was one of the main reasons for the low overall output per man. It was also an intolerable burden on the industry who were in effect doing the work of the State and whose resources were being swallowed up in subsidising the population's food. Mr. Latimer said that the industry did not want to stop supplyin~~g~~g food to ~~the~~ workers or refuse them the value of their concessions, but somehow it wanted to ~~the~~ tie up reward with production and put an end to the waste, confusion and invitation to corruption inherent in the present method. It was under these conditions that the Labour Department had laid down ambitious standards for the improvement of the housing accommodation.

Mr. Latimer ~~shad~~ said that the industry felt that the Government was ignoring one of the main reasons for the present over-crowding, but still more, that it was ignoring the enormous cost of ~~the~~ proposals even if it were physically practicable to carry them out. An example from one particular colliery had shown that to accommodate even the necessary labour at the new standards, that is, not counting the existing surplus labour, and also including all the existing accommo- dation that can be utilised, an expenditure of over

1.6 million rupees would be necessary. Even spread over sixteen years such expenditure would be colossal for one colliery; when owners fought rather shy of schemes like these, then they were usually accused of non-co-operation. But the fact was, there was no point in committing oneself to a scheme which, it was obvious, would in the end be impracticable and over this housing matter, he felt ~~that~~ there was great need for all concerned to get together and thrash out a standard and a time ~~table~~ table which would work.

(The Statesman, 21-3-1951 ).

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Annual General Meeting of Federation of Indian  
Chambers of Commerce: Encouragement of Private  
Enterprise urged.

The 24th annual general meeting of the Federation of Indian Chambers of Commerce was held at New Delhi on 31 March to 2 April 1951. Mr. Tulsidas Kilachand, President of the Federation, presided. The session was inaugurated by the Prime Minister, Mr. Jawaharlal Nehru. The Federation passed a number of resolutions relating, among others, to industrial development of the country, agricultural production, Government's labour policy, development of shipping and shipbuilding industries and supply of essential raw materials. The resolution on industrial development recommended that the Government's plans and policy should be mainly directed to assist and encourage industrial development by private enterprise; that on labour policy demanded that the Government should re-examine all labour legislation, existing and proposed so as to ~~create~~ create conditions for smooth working of industry and business and promotion of contentment in the minds of both employers and employees.

Presidential address: controlled and free economy necessary.— Mr. Tulsidas Kilachand, in the course of his presidential address, said that simultaneous functioning of a controlled and free economy was necessary to meet the nation's problems of equitable distribution and increased production. He made the suggestions for meeting the economic needs of the country. Price and other controls should be relaxed and conditions favourable to increased production created so as to break "the vicious circle of scarcity leading to controls and controls perpetuating scarcity". Control measures should be reviewed "by a compact body of three or four persons and such of the controls as the Government wants to maintain should be

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applied de novo with effect from a convenient date in a simplified and easily understandable manner". Since it was necessary for both the Government and private enterprise to expand the activities in their respective spheres, there should be a closer liaison between the Chambers of Commerce and the industrial and trade associations. A commission should be set up "for a scientific revision of the tax structure" and to examine whether the present system is the best way of raising the required revenue and holding the balance between the exchequer and the taxpayers. A reorientation of the agricultural policy was necessary ~~xxxxxx~~ so that the minimum possible amount of imports of agricultural products need be spent and, at the same time, the loss of production due to scarcity of raw materials could be prevented. There was the need for the Central Government to ~~for~~ inform the State Governments that the latter's primary responsibility "is to keep their house in economic order" and to stop "vying with each other in preparing blue-prints with the sole object of obtaining more doles from the Centre". The State Governments must be prevented from pursuing divergent policies, especially in regard to taxation, "which nullify to a great extent the policies and intents of the Central Government". Lastly, the Government should take positive steps to arouse the enthusiasm of the people to achieve a better and prosperous India.

Foreign exchange.- Examining India's foreign exchange position, Mr. Kilachand said, the net surplus of 660 million rupees during the year ended September 1950, had to be considered in terms of gains or losses in industrial production and of the likely imports in the near future. Viewed in this light one could not help feeling that the favourable trade position had been gained at the expense of domestic industrial production, which had suffered, among other causes, due to insufficient imports of raw materials.

Dealing with the money market, Mr. Kilachand said, investment in the private sector had been very meagre during the past few years and capital was not forthcoming for investment in productive channels. This had been the experience not only of industry, but also of Government, who had now to resort to additional taxation for financing even their capital budget. Under such conditions, he could not understand how a huge development programme, like the one the Planning Commission seemed to have in view, could be financed through additional taxation, which at the most could bring in a doubtful ~~xxxx~~ 200 or 300 million rupees per annum. The need to resort to additional taxation to the extent of 3810 million rupees was also indicated in the Colombo Plan, in case the Government was unable to secure it from external sources. Mr. Kilachand requested the Government to reconsider the principle of further additional taxation from "the point of view of practical finance and the capacity of the people to bear the burden". In this connection, he suggested

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that the Government should appoint a Taxation Commission for a scientific revision of the tax structure of the country.

On the expenditure side, Mr. Kilachand said, while there could be no curtailment of expenditure on river valley projects and other similar productive enterprises, there was a great deal of ~~enterprise~~ ~~scope~~ scope for effecting economies and exercising a stricter control both in the capital and revenue expenditure and in the various types of grants-in-aid to the States.

Business men's difficulties.- Referring to the difficulties of business men which derive from administrative vagaries, Mr. Kilachand said that no single factor acted as a greater damper to production and normal functioning of trade as the existence and operation of the stifling and vexatious control measures. The over-emphasis on prices rather than on production did not solve the problems. It was high time that, it was realized that unless there was increased production, especially of the necessities of life, the vicious circle of scarcity leading to controls and controls perpetuating scarcity could not be broken. Mr. Kilachand said equitable distribution of the necessities of life was essential, but mere stress on this aspect through the operation of rigid controls could not solve the basic problem - that of increasing production. What was needed was something more "positive".

Mr. Nehru's address.- Mr. Nehru in his address said that India was now in the midst of near-war conditions and needed a stable and effective Government which could decide swiftly and control efficiently the country's destiny. Such a Government was only possible with the largest measure of popular support. He emphasized that basic social objectives had changed, necessitating new and dynamic approaches to economic, political and other problems.

Proper and timely appreciation of the new social forces, generated perhaps by vast and sweeping technological or ~~polit~~ political developments, was essential to find correct and popular solutions ~~in~~ of problems after forging an alignment of idealistic approaches with strictly practical considerations.

Differences in the approach to problems among various sections of the public, Mr. Nehru said, did not matter so much in normal times as in times of crisis and emergency when "one needs to ~~be~~ be ruthless".

Mr. Nehru referred to the suggestion made by the President of the Federation for modification of controls, which he described as indicative of "the lack of appreciation of the crisis". He pointed out that the sooner industrialists - or any other section of the public - forgot they were the only people who could deliver the goods, the better for the country and for themselves. He reiterated that one of the vital mistakes made by the Government was removal of controls on cloth in 1949. He was not prepared to face again the unhappy consequences that had resulted from that action.

Mr. Nehru appealed to the people to refrain from picking holes here and there and to think of mutual co-operation, as it would be necessary "if India is attacked tomorrow". They should endeavour to get down to basic things. It was in this spirit that the National Planning Commission was trying to give the Government some nucleus for its action.

Resolutions.- The more important among the resolutions adopted by the Federation are noted below.

Industrial development.- The resolution on industrial development recommended that the Government's plans and policy should be mainly directed to assist and encourage industrial development by private enterprise, inasmuch as such development would be the cheapest and best and would also ensure early improvement in the standard of living of the people. If the Government took positive steps to attract capital and talent to industries inter alia by way of -

- (1) tax relief as incentive for expansion of industry;
- (2) revision of industrial and labour legislation on equitable and realistic basis; and
- (3) removal of ~~irksome~~ controls that impede production, the Federation was convinced that the objective of rapid economic development will be achieved at an early date.

Moving the resolution Sir Shri Ram denied that industrialists were responsible for black-marketing. He asked whether the Government had ever gone into the question of the biggest industry in India, the agriculture industry and said how could industrialists be responsible for black-marketing in agriculture. The distribution of 90 per cent of the textile production was in the hands of the State Governments and their nominees. If there was black-marketing in textiles, then neither the industry nor the normal machinery of distribution was responsible for it. It was the State Governments which were responsible. He ~~referred to~~ refuted the charge industry was on strike and said that the Finance Minister had at last recognised that those who could invest money were not

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in a position to do so. The figures of investment during the past ~~four~~ four years in the private sector, in spite of difficult money conditions, showed the charge was not correct. The Government on the other hand had not done its share. Industries like the textile-machinery manufacture, heavy chemicals, oil engines, radio and ball-bearing had all shown progress.

Mr. Shri Ram also referred to the difficulties facing industry as a result of the shortage of raw materials and asked the Government to take steps to grow them in the country.

Referring to capital-labour relations, he said that the time was past when labour could be treated as chattel. The time had come when they have to be treated as friends and brothers. Confidence must be created amongst labour. This was the best way. Labour laws only widened the gulf between employers and employees. He also referred to the existence of several trade unions in the same industry and said they were being used for political purposes to the detriment of industry.

The resolution, which was adopted unanimously, was seconded by Mr. Shantilal Mangaldas.

Controls.- The resolution on controls said that the Federation was of the ~~considered~~ considered opinion that the existing controls on production, distribution and prices generally and as applied to individual industries and trades, had failed to achieve the primary objectives of keeping up and augmenting production, securing equitable distribution and arresting rise in prices. They had, on the other hand, produced results of a contrary character. Again, the controls had led to a good deal of administrative abuse and corruption. They had displaced the normal and traditional channels handling the distribution and thus thrown out of useful employment a large number of middle-class people. In short, they had caused dissatisfaction all round and created a situation in which normal functioning of trade and industry has become impossible. It asked the Government to reexamine its attitude towards controls in the light of experience and declare in unequivocal terms that its ultimate aim was to remove all controls.

Moving the resolution Mr. R. Ruia emphasised that the Federation was not opposing controls for the sake of opposition. They were not asking abolition of all controls at one stroke. ~~In~~ They were asking for reorientation of the policy of the Government to confine controls to the unavoidable minimum. Controls, had outlived their utility and were wholly unsuited to the present period of transition in the country.

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The resolution was seconded by Mr. Bachittar Singh.

Agricultural production.- The resolution on agricultural production while welcoming the Government's policy to increase production of foodstuffs, jute, cotton and other commercial crops, viewed with concern that, in spite of Government's efforts in this regard, the supply of agricultural products within the country was inadequate. It urged upon the Government of India ~~and~~ and all the State Governments to put their utmost effort in increasing as soon as possible the production of commercial crops and foodgrains as also high-yielding food crops. It also requested the Government to reorientate its price policy having due regard to the inter-relationship of prices of these crops. In order to provide incentive for the producers ~~to exert~~ to exert their maximum ~~effort~~ It was suggested that producers should be given full scope to sell in the open market over and above such quantities as were required for controlled distribution. In the meantime, concerted steps should be taken to import foodgrains from wherever possible in order to create a psychology of plenty in the country. It ~~was~~ was also essential that normal trade channels should be permitted wherever possible to import foodgrains and other raw materials from wherever they were available.

The resolution was moved by Mr. R.G. Saraiya.

Labour Policy.- The resolution on labour policy pointed out that the Government's liberal labour policy had not resulted in greater production on the part of labour. The various awards of Industrial Tribunals had not only substantially increased production costs through over-generous and illconceived concessions to labour, but had also undermined discipline in and efficient management of industrial undertakings. The resolution said: "The proposed comprehensive Bill on the subject of employer-employee relations, if passed, will lead to denying, by fiat, the employer his fundamental rights to decide such vital matters as the magnitude of business and production, the size of working force, and even the dismissal or punishment of an employee during the pendency of adjudication, for serious misconducts like assault and wanton destruction of equipment and valuable machinery."

The resolution stressed that unless the Government's ~~policy~~ policy kept in view the fundamental fact that industrial efficiency, individual productivity and discipline alone could improve the material welfare of industrial labour as well as of the country as a whole, the health of the country's economy which was none too strong at present would be seriously impaired. It urged upon the Government to re-examine

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all labour legislation, existing and proposed, so as to create conditions for smooth working of the industry and business and promotion of contentment in the minds of both employers and employees. It was imperative that labour laws should be worked in a spirit of all-round mutual co-operation and not with drastic penal provisions and under threats of taking over industrial enterprises by Government, that factors working against increased production and enforcement of discipline were discouraged and that payments to labour were in keeping with the level of economic development of the country.

Moving the resolution on labour policy Mr. S.P. Jain urged that the Government's labour policy be considered at Cabinet level and "adjusted to the needs and conditions prevailing in the country". Referring to the Labour Relations Bill, now before Parliament, he said that its fundamental objectives were "quite sound". But the methods and complicated provisions laid down in the Bill would not give the desired results. On the other hand they would create chaos and a chain of disputes in every industry.

Supporting the resolution, Mr. G.M. Kothari, President-designate of the Federation, referred to the Industrial Disputes Act and said it had adversely affected the relationship between employers and labour. He emphasised increased production as the only means of reducing the cost of living.

Other speakers criticized the Labour Relations Bill and pleaded for mutual co-operation between employers and labour.

Supply of essential raw materials.- Mr. Karamchand Thapar moved a resolution urging the Government to make arrangements with other countries for the supply of essential and strategic raw materials to meet India's defence and industrial needs. He said that the Government must examine the question of entering into bilateral agreements. India had a good bargaining counter in jute manufacture, manganese, mica and staple cotton.

He said that Canada accounted for 82 per cent of the total world exports of newsprint and suggested that as part of its contribution to the Colombo Plan, Canada should be persuaded to give India adequate supplies.

The resolution was adopted.

Development of shipping and shipbuilding industries.- The resolution on this subject pointed out that while the industry was genuinely anxious to expand its activities and tonnage, it was faced with the difficulty of procuring adequate finance. In view of the importance of this industry to the nation

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at large it urged the Government to give all financial assistance to the shipping and shipbuilding industries. It suggested that the Government should take such steps as would make it obligatory on Indian ship-owners to build the ships which were intended to be run in the coastal-trade in the ship-building yard in the country.

Office bearers.- Mr. G.M. Kothari was elected President of the Federation for the year 1951-1952.

*Mr. S.P. Jain was elected Vice-President.*

(Summarised from a copies of the text of the President's address and Resolutions adopted, received in this Office. The Statesman, 1 and 2-4-1951; The Hindustan Times, 1-2-1951 ).

CHAPTER 3. ECONOMIC QUESTIONS.

INDIA - MARCH 1951.

31. General Economic Situation.

Movement of Working Class Cost of Living Index during the year 1950.

The following table shows the movement of working class cost of living index during the year 1950 at various centres in India:-

	<u>Bombay</u>		<u>Madras</u>		<u>Kanpur</u>	
	<u>Year ending</u> <u>June 1934-</u> <u>100</u>	<u>General</u>	<u>Year ending</u> <u>June 1936-</u> <u>100</u>	<u>General</u>	<u>August 1939</u>	<u>=100</u>
	<u>Food</u>	<u>General</u>	<u>Food</u>	<u>General</u>	<u>Food</u>	<u>General</u>
<b>1950</b>						
January .....	378	309	358	321	453	424
February .....	369	305	366	327	458	426
March .....	361	302	360	325	462	426
April .....	370	307	352	320	458	420
May .....	380	322	352	321	461	423
June .....	380	312	356	323	464	432
July .....	392	319	362	326	472	439
August .....	398	322	365	327	481	444
September .....	399	323	366	328	486	445
October .....	392	319	369	330	491	447
November .....	377	312	361	326	489	444
December .....	373	310	359	326	475	435

	Delhi 1944= 100		Nagpur August 1939= 100		Calcutta August 1939= 100	
	Food	General (1)	Food	General (2)	Food	General
1950						
January .....	122	130	374	368	467	339
February .....	122	130	374	366	452	331
March .....	122	130	373	366	451	332
April .....	121	129	375	367	455	333
May .....	123	131	379	370	463	342
June .....	127	133	382	372	480	355
July .....	131	136	386	375	489	360
August .....	132	136	389	377	501	368
September .....	130	134	390	378	496	366
October .....	131	134	390	378	485	358
November .....	130	133	387	376	482	355
December .....	-	-	386	376	472	352

(1) With August 1939 as base the average index for 1944 is 260.8.  
 (2) Does not include house rent.

Stimulating flow of Capital: Rise in Value of Applications made to Industrial Finance Corporation.

Steps taken by the Government of India to stimulate the flow of industrial capital in the country are indicated in the annual report of the Ministry of Finance for 1950-51.

During the year, the Industrial Finance Corporation sanctioned advances aggregating 85.2 million rupees. The Controller of Capital Issues approved issue of capital to the extent of 753.4 million rupees to 263 companies.

Some new measures to stimulate industrial production were taken. These include exemption from import duty of certain categories of industrial goods, special facilities given to foreign investors for repatriation of capital in certain circumstances and introduction of a Bill in Parliament to establish State financial corporation.

The Controller of Capital Issues had received, during the year, 320 applications covering 850.8 million rupees as against 387 applications covering 789.7 million rupees during 1949. Although there has been a fall in the number of applications there was a rise in their value - to the extent of 8 percent - as compared to the previous year.

Applications from industrial concerns numbered 194; covering 661.0 million rupees, and those from non-industrial concerns 126, covering 189.8 million rupees. Twentynine applications from industrial concerns covering 60 million rupees and 28 from non-industrial concerns covering 37.4 million rupees were refused. The rejections in the industrial group related mainly to issue of bonus shares of companies which either did not have sufficient reserves for capitalization or desired to issue bonus share on revaluation of assets. A number of applications were also rejected as they related to issues which did not fit in with Government plans for industries. In the non-industrial group, banks and insurance companies formed a large ~~number~~ percentage of rejections.

? Fifty-three applications for issue of capital to foreigners, involving 40.8 million rupees, were received during the year, of which 11 covering about 7.359 million rupees were refused. The rejections related mainly to companies which had only trading programmes in view and had not suggested any programme for manufacture.

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The Industrial Finance Corporation had advanced to companies up to 31 December 1950 a sum aggregating 85.2 million rupees. It has also issued bonds aggregating 53.0 million rupees in order to increase its reserves for advancing loans.

The Government had also introduced a Bill in Parliament to provide for the establishment of State financial corporations. This move was taken in response to the desire expressed by State Governments to set up corporations similar to the ~~Industrial~~ Industrial Finance Corporation, with a view to supplementing the work done by the Central body. The State corporations, when set up, are expected to confine their activities to financing medium and small-scale industries and will as far as possible consider such cases as are outside the scope of the Industrial Finance Corporation. The Government's policy of stimulating industrial production by reducing or remitting import duty on essential raw materials required by local industries continued to be followed.

As regards foreign capital, special relaxation of the existing rules was made during the year with a view to encouraging its greater participation in the industrial development of the country. It was announced that capital invested after 1 January 1950, in projects approved by the Government of India could be repatriated at any time thereafter to the extent of the original investment. In addition any part of the profits derived from the investments and ploughed back into the projects with the approval of the Government of India would be treated as investment for the purpose of permitting repatriation.

The report says that another important development during the year having a direct effect on the development programme of the country was the change in the attitude of the World Bank in regard to the advancement of loans for development projects in less developed countries. This was one of the important points discussed at the annual general meetings of the International Monetary Fund and the International Bank held in Paris. The indications, the report adds, are that as a result of these discussions the Bank will in future adopt a more liberal policy in the matter of financing these projects.

34. Economic Planning Control and Development.

India - March 1951.

Price Control on Raw Jute and its Products removed: Government's decision.

On 9 March 1951 the Minister of Commerce and Industry stated in Parliament that following the Indo-Pakistan Trade agreement, arrangements had been completed for the purchase of jute in Pakistan, conditions of trade in jute in India and the purchase of jute goods from the jute industry by Government. The Government had accordingly decided to remove price control on raw jute and manufactured jute goods.

(Amrita Bazar Patrika, 10-3-1951).

Meeting of Council of Scientific and Industrial Research, New Delhi, 14-3-1951: Erection of Oil Refinery proposed.

A meeting of the Council of Scientific and Industrial Research was held at New Delhi on 14 March 1951. The Prime Minister presided. Mr. Sri Prakasa, Minister of Natural Resources and Scientific Research, Mr. H.K. Mahatab, Minister for Industry and Commerce, and Mr. N.V. Gadgil, Minister for Works, Production and Supply, were present.

The immediate erection of a petroleum refinery in India and the establishment of a synthetic petrol industry were among the proposals adopted by the Councils. Other proposals adopted included the formation of a national research development corporation to exploit the results of researches, pilot plant investigations for the production of iron without coking coal, a ban on export of copper containing scrap metal, schemes of development of indigenous designs for gas turbine engines and aero-engine and establishment of a model salt works and research station in Madras State.

A donation of 2.1 million rupees for the establishment of an electronic and radio engineering research institute was announced at the meeting. A committee was appointed to work out the details. Another committee was appointed to examine the establishment of a research institute for the development of cottage industries.

The Council approved the details of the national research development corporation and recommended to the Government the early establishment of the corporation. The corporation, will be a semi-autonomous organization with a capital of 5 million rupees.

The Council approved of a project for pilot plant investigations for the smelting of iron ore without the use of coking coal. The project, estimated to cost 500,000 rupees, will be undertaken by the Council in collaboration with the Tata Iron and Steel Company and if successful will enable conservation of coking coal resources on a large scale.

The meeting approved of two important research projects for the development of internal combustion engines of indigenous designs with a view to making ~~this~~ this growing industry self-sufficient. Investigations will be made in the Internal Combustion Engineering Department of the Indian Institute of Science for the development of an indigenous gas turbine design with particular reference to Indian fuels and materials. Under the other scheme, the design and development of a 150 h.p. air-cooled aero-engine suitable for the "Hindustan" trainer aircraft, now being designed at the Hindustan Aircraft Factory at Bangalore, will be taken up.

A five-year programme of pilot plant investigations in the Fuel Research Institute at an estimated cost of 12 million rupees was also approved.

The Council set up a committee to explore the possibility of undertaking investigations on the utilization of solar energy.

On the recommendation of its Advisory Board, the Governing Body of the Council sanctioned several new schemes of research relating to atmospheric ozone and weather, flash steam boiler, recovery of copper from its scrap, continuous fermentation process, microbiological reduction of sulphates to sulphur, bacteriostatic action of drugs, biological studies in material parasites and survey of rose cultivation.

The Council approved the continuance of over 70 schemes of research investigations.

Addressing the meeting the Prime Minister said that the new Ministry of Natural Resources and Scientific Research was formed to encourage and develop scientific activities. He referred to the opening of National Laboratories during the year and stressed the need to balance pure and applied research, as both were important.

36. Wages.

India - March 1951.

Punjab: Minimum Wages fixed for Workers employed in Agriculture, Woollen Carpet Making or Shawl Weaving Establishments, Tanneries and Leather Manufactories, Rice Mills, Flour Mills or Dal Mills, Road Construction, and Building Operations. Stone Breaking or Stone Crushing and Local Bodies.

In exercise of the powers conferred under the Minimum Wages Act, 1948, the Government of Punjab has fixed the minimum rates of wages payable to persons working in the following employments: Agriculture; Woollen carpet making or shawl weaving; Tanneries and Leather manufactories; Rice mills, flour mills or dal mills; Road construction and building operations; Stone breaking or stone crushing; and Local Bodies.

(Punjab Government Gazette, Extraordinary, dated 12 March 1951, pages 136a-136j; Punjab Government Gazette, Part I, dated 23 February 1951, pages 172-173 ).

Madhya Pradesh: Minimum Rates of Wages fixed for Employment in Rice Mills, Flour Mills or Dal Mills, Local Authorities, Road Construction or Building Operations, Stone Breaking or Stone Crushing, and Lac Manufactories.

In exercise of the powers conferred under the Minimum Wages Act, 1948, the Government of the Madhya Pradesh has fixed the minimum rates of wages to be paid for persons working in the following employments: Rice mills, flour mills or dal mills; Local authorities; Road construction or building operations; Stone breaking or stone crushing; and Lac manufactories.

(The Madhya Pradesh Gazette, Part I, dated 23 February 1951, page 140; The Madhya Pradesh Gazette, Part I, dated 9 March 1951, page 163 ).

Minimum Wages (Amendment) Bill, 1951:  
introduced in Parliament.

Mr. Jagjivan Ram, Minister for Labour, Government of India, introduced in Parliament on 19 March 1951, the Minimum Wages (Amendment) Bill, 1951, to amend the Minimum Wages Act, 1948.

The Statement of Objects and Reasons, appended to the Bill, declares that under clause (a) of subsection 3 of the Minimum Wages Act, 1948, as amended by the Minimum Wages (Amendment) Act, 1950 (vide page 31 of the Report of this Office for September 1950), the appropriate Governments are required to fix minimum rates of wages in respect of the employments specified in the Schedule to the Act before 15 March 1951.

With respect to the employments in Part I of the Schedule, some State Governments require an extension of time for fixation of minimum rates of wages, and the Bill seeks to extend the time limit up to 31 March 1952. With respect to employment in agriculture specified in Part II of the Schedule, most State Governments have expressed their inability to fix minimum rates of wages within the time prescribed as considerable difficulties are involved in the process, particularly when it has to be undertaken on a country-wide scale and so as to cover all classes of employment in agriculture. After careful consideration the Central Government has come to the conclusion that State Governments should, in regard to fixation of minimum rates of wages in agriculture, be allowed some discretion in the matter of its enforcement, particularly with reference to the date of enforcement and the areas in which and the employees with respect to whom the powers may be exercised. The Bill makes due provision in this behalf.

With respect to employments added to Part I or Part II of the Schedule, as the case may be, by notification under section 27 of the Act, the Act now provides that the date of enforcement shall be two or three years from the date of the notification. In such cases also it would be much better to empower the appropriate Government to notify the date of enforcement for fixation of minimum rates of wages.

(Text of the Minimum Wages (Amendment) Bill, 1951, received in this Office).

39. International Economic Relations.

India - March 1951.

Establishment of a Tariff Commission for India:  
Bill introduced in Parliament.

A Bill to provide for the establishment of a permanent statutory Tariff Commission for the examination of all cases of protection to industries, in accordance with the recommendation of the Fiscal Commission (vide pages 20-23 of the report of this Office for July 1950), was introduced in the Parliament on 10 March 1951. The Commission would consist of not less than three, but not exceeding four members, to be appointed by the Central Government. The Commission will be a quasi-judicial body. The functions of the Commission are recommendatory in character. It will be open to Government to take such action as it deems fit on reports submitted to it.

The proposed Tariff Commission will replace the Tariff Board which is a temporary body and whose life has been extended only up to 2 May, 1951.

Functions of the Commission.- The Central Government may refer to the Commission for inquiry and report any matter requiring in its opinion:  
(a) the grant of protection (whether by the grant of subsidies or the levy of protective duties or otherwise) for the encouragement of any primary or secondary industry in India (including any industry which has not started production but which is likely to do so if granted ~~suitable~~ suitable protection);  
(b) an increase or decrease in the duties of customs or other duties in relation to any industry for its protection; (c) action to be taken in relation to the dumping of goods in the market occasioned by excessive import, manufacture or otherwise; and  
(d) action to be taken on a complaint that an industry is taking undue advantage of the tariff protection granted to it particularly with reference to whether the protected industry is charging unnecessarily high prices for its goods, or acting or omitting to act in a manner which results in high prices being charged to consumers through limitation of quantity, deterioration in quality or inflation of cost of production and the like, or acting in restraint of trade to the detriment of the public. It will be open to the Government, in public interest, to grant, vary or abolish protective duties or subsidies, without obtaining the report of the Commission; in such cases, however, the matter would be referred to the Commission for inquiry and report, subsequently.

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Besides, the Central Government may also refer to the Commission for inquiry and report any matter relating to: (a) the effect of protective tariffs and subsidies on the general level of prices in the country, the cost of living of any specified class of people, and the different sectors of the country's economy; (b) the effect of tariff concessions under trade or commercial agreements on the development of any specified industry; (c) any anomalies that may result from the working of protective or revenue duties (as for example, relationship between the rates of duty on finished goods, partly finished goods and raw materials); and (d) the prices of particular commodities, whether protected or not.

Principles for granting protection.- The Bill lays down the principles to be taken into account in granting protection or subsidies to industries. The Commission would, for such purposes, take into account the following factors: (a) the cost of production or manufacture in the principal growing, producing or manufacturing centres of India of the commodity produced by the industry claiming protection and the cost which should be taken to be representative ~~ways~~ of the primary or secondary industry concerned; (b) the approximate cost of production or manufacture in the principal growing, producing or manufacturing centres of foreign countries of the commodity which competes with the commodity produced by the industry claiming protection if the determination of such cost is necessary for the purpose of any case; (c) the approximate cost of import of any such competing commodity; (d) the price which may be deemed to be the representative fair selling price for growers, producers or manufacturers in India in respect of the industry claiming protection; and (e) the quantities of the commodity required for consumption and the quantities thereof produced and imported into India. On the basis of its findings on these matters, the Commission would assess, for the purpose of its report, the relative advantages enjoyed by the industry, the nature and extent of foreign competition, the possibility of the industry developing sufficiently within a reasonable time to be able to carry on successfully without protection or subsidy, the likely effect of a protective tariff or other form of ~~of~~ protection on the interests of the consumer of industries using the commodity in question, as the case may be, and the desirability or otherwise of protecting the industry in the public interest.

In recommending the grant of protection, to any industry, the Commission may specify the conditions which shall be fulfilled before and after the grant of protection, with particular reference to the following points, namely: (a) the scale of output; (b) the quality of its products; (c) the price charged for its products; (d) the technological improvements required by the industry; (e) the need

for research in the process of manufacture; (f) the training of officers, technicians and other persons employed in the industry; and (g) any other matter in respect of which the Commission considers it necessary to specify conditions.

The Commission would also at such intervals as may be prescribed investigate into the manner in which tariff or subsidies in relation to any industry have been working, with particular reference to the cost of production of the protected industry, the scale of output of the protected industry, the quality of the protected industry, the prospects of future expansion of the protected industry, the relative competitive position of the industry and the factors ~~entering~~ entering into it, and any other ~~factor~~ factor having a bearing on the usefulness of the industry to the country's economy. In cases where special conditions may have been imposed by the Commission, it would investigate them, having regard to the extent to which and the manner in which the obligations have been discharged, the further steps that would be necessary to implement them fully, and the difficulties, if any, in the way of the full discharge of such obligations.

(The Gazette of India, Part II -  
Section 2, dated 17 March, 1951,  
pages 111-117;  
Parliamentary Bulletin, Part I, No. 64,  
dated 10 March 1951 ).

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

INDIA - MARCH 1951.

41. Agriculture.

Bihar Land Reforms Act, 1950, declared  
'Ultra Vires': Government restrained  
from abolishing Zamindari system.

On 12 March 1951, a special bench of the Patna High Court consisting of Mr. Justice Shearer, Mr. Justice Reuben and Mr. Justice Das held the Bihar Land Reforms Act, 1950, which seeks to abolish the Zamindari system (vide page 83 of the report of this Office for October 1950), as unconstitutional, on the ground that it transgressed Article 14 of the Constitution. Article 14 lays down that the State "shall not deny to any person equality before the law or the equal protection of the laws within the territory of India".

Judgment was delivered on the suits filed by several big landlords of Bihar, headed by the Maharajadhiraj to Darbhanga, praying for declarations that the Bihar Land Reforms Act, 1950, was unconstitutional and void.

Mr. Justice Shearer held that as the impugned Act was an unconstitutional Act, the properties of the plaintiffs had not vested in the State of Bihar and that they were entitled to decrees declaring that the Act was unconstitutional and to an injunction restraining the defendants from taking possession of their properties. They were also entitled to costs. Mr. Justice Shearer held, however, that the subject matter of the Bihar Land Reforms Act was within the legislative jurisdiction of the Bihar Legislature.

He also held that Clause 4 of Article 31 of the Constitution did not debar the court from entering into the question of compensation in order to decide whether or not the impugned Act offended against Article 14.

Clause 4 of ~~the~~ Article 31 reads: "If any Bill pending at the commencement of this Constitution in the legislature of a State has, after it has been passed by such legislature, been reserved for consideration of the President and has received his assent, then not withstanding anything in this Constitution,

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the law so assented to shall not be called in question in any court on the ground that it contravenes the provisions of Clause 2 which deals with compulsory acquisition of property".

Mr. Justice Reuben and Mr. Justice Das agreed with the view of Mr. Justice Shearer, delivering separate judgments.

Mr. Justice Shearer observed: "The Constitution of India recognises that inviolability of private property except in so far as the property of an individual may be acquired for the purpose of the Union or State or for some other public purpose in which case compensation must be paid, in order that the individual expropriated may not be compelled to contribute to expenditure incurred by the State more than any other citizen does. Otherwise private property is sacrosanct. The impugned Act confers on the executive the power to take over estates and tenures as and when it chooses. The Bihar Zemindari Abolition Act, 1948 which the impugned Act repealed, contained a provision that when any estate or tenure belonging to a particular category was taken over, all other estates and tenures belonging to that category should be taken over also. I can well understand that such a provision may have led to administrative difficulties. Nevertheless the provision in the impugned Act, which confers the wide power it does on the executive, is clearly discriminatory in character".

"The impugned Act", Mr. Justice Shearer said, "however, discriminates between individuals falling in the class which it affects. In fact, it divides the class into a large number of sub-classes and to these sub-classes differential treatment is meted out. It is quite impossible to say that the sub-division is based on any rational grounds. On what principle, for instance, ought a proprietor or tenure-holder, whose net income is rupees twenty thousand to be given eight years purchase while a proprietor or tenure-holder whose net income is 200,000 Rupees is given only six years' purchase? At the other end of the scales are the great zemindars who are to be allowed three years' purchase".

"The conclusion to my mind", Mr. Justice Shearer said, "is irresistible that the intention is to take over the great estates in the province, paying no compensation or most inadequate compensation and out of the considerable profits which are likely to be derived from them, to take over, in course of time, the remaining estates and tenures. In other words a comparatively small minority belonging to this particular class are to be expropriated without compensation in order that, when the great majority

~~XXXXX~~ or with the most inadequate compensation in order that, when the great majority are expropriated, they may receive compensation which will not be inadequate and may, quite possibly, in many cases, be more than adequate. The learned Attorney-General was unable to deny that this amounted to discrimination of a very flagrant kind".

(Amrita Bazar Patrika, 13-3-1951).

Madhya Pradesh Abolition of Proprietary Rights Act, 1950: Supreme Court orders Interim Stay of Proceedings.

Reference was made at page 55 of the report of this Office for February 1951 to the Madhya Pradesh Abolition of Proprietary Rights (estates, mahals, Alienated lands) Act, 1950. On 26 March 1951 the Supreme Court of India ordered interim stay of the implementation of the Act in respect of the properties and estates of Visheshwar Rao, a zamindar of Ahira estate and malguzar of 80 other mahals.

The zamindar had filed a petition under Article 32 challenging the validity of the ~~act~~ act on the ground that it provided for the abolition of the petitioner's rights without any public purpose and without payment of compensation, as required by the Constitution. He filed an application praying for an interim stay prohibiting the Government from taking possession of the properties, pending the final disposal of the petition in the Supreme Court.

Petitions challenging the validity of the act on behalf of several hundred zamindars of the state are already before the Madhya Pradesh High Court.

(The Indian News Chronicle, 28-3-1951).

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44. Merchant Marine and Fisheries.

India - March 1951.

Bill to amend the Inland Steam-vessels Act, 1917,  
introduced in Parliament.

A Bill to amend the Inland Steam-vessels Act, 1917 (I of 1917), was introduced in the Parliament on 28 February 1951.

The Statement of Objects and Reasons appended to the Bill declares that the Inland Steam-vessels Act, 1917, which regulates the operations of inland steam-vessels does not provide for the registration of such vessels. According to its existing provisions, all that a steam-vessel requires, before it can be employed on a voyage or service, is a certificate of survey in force and applicable to such voyage or service. The Merchant Shipping Act, 1894, contains a provision for the registration of inland steam-vessels exceeding 15 tons burden, but failure to register such vessels is not an offence under that Act. It is now considered necessary to make it obligatory for all inland steam-vessels to be registered under ~~this~~ the Inland Steam-vessels Act before they can be permitted to proceed on a voyage or service. The present Bill provides for this and other cognate matters. Vessels registered under the provisions of the Merchant Shipping Act, 1894, will be registered under ~~this~~ Act on payment of prescribed fees and the transfer of ownership of such vessels shall be subject to the approval of the Central Government.

(The Gazette of India, Part II, Section 2,  
dated 10 March 1951, pages 83-90 ).

CHAPTER 5. WORKING CONDITIONS AND LIVING STANDARDS.

INDIA - MARCH 1951.

50. General.

Conditions of Work in Indian Railways in 1949-1950: Annual Report of Railway Board\*

The following information regarding the conditions of work of railway employees in India during the year ended 31 March 1950 is taken from the Annual Report for 1949-1950 (Volume 1) on Indian Railways, issued by the Railway Board.

General review of working of railways.- During the year under review the Indian Railways maintained in general the process of steady recovery that characterized railway working during the previous year. The report says that ~~Railways~~ railway earnings are determined by the volume of traffic carried, and this ~~point of view~~ in turn is governed by the economic activity of the country. From this point of view, the year proved on the whole satisfactory. As regards agricultural production, despite set backs in certain localities there was a general increase under both acreage and yield. The food production alone was better by two million tons during the 1949-50 season than in the preceding season. In the category of industrial raw materials, the decline in oilseeds was partly offset by the increase in the production of raw cotton. The three-year scheme for the expansion of raw jute production inaugurated in the previous year have yielded encouraging results. In the industrial sector, most industries recorded improvements over the figures of the previous year. Only textiles and jute manufactures showed a drop. Production of steel, cement and coal showed appreciable recovery. The output of electrical energy registered a large increase. Foreign trade, under exports, imports and re-exports, disclosed substantial gains. The improvement in transport itself was in an

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\* Government of India, Ministry of Railways (Railway Board): Report by the Railway Board on Indian Railways for 1949-50: Volume I; Published by the Manager of Publications, Delhi, 1951: pp.vi x 114.

important contributory factor to the better business activity during the year. No less important was the effect of better labour-management relations generally in the country.

As compared with the previous year, there was during 1949-50, a general increase in the traffic handled, both passenger and goods. The gross earnings of all railways for the year 1949-50 amounted to 2583.1 million rupees, an increase of about 11 per cent over the ~~per~~ previous year. The earnings from passengers on all Indian Railways increased by 2.3 per cent and the earnings from goods traffic by 20.8 per cent.

The gross traffic receipts of Indian Government Railways amounted to 2363.5 million rupees. After meeting all charges, including depreciation and interest charges, the surplus on the results of working for the year amounted to 145.9 million rupees. Out of this surplus 75.9 million rupees were credited to the Railway Depreciation Fund as an additional contribution to strengthen the Fund; General revenues received a ~~px~~ payment of 70 million rupees as contribution.

Number of railway employees.- The total number of employees ~~in~~ (permanent and temporary) on all Indian Railways and in the office of the Railway Board and other offices subordinate thereto, excluding staff employed on construction, at the end of 1949-50 was 899,248 as compared with 927,881 at the end of 1948-49. The total route mileage at the end of the year was 34,022.

The total number of staff employed on the open line of Indian ~~Ra~~ Government Railways decreased by 30,176 during the year, while the number of construction staff increased by 40.

The total cost of staff including that of staff on loan from the Indian Audit and Accounts Service decreased by 3,109,885 rupees during the year ~~in~~ as compared with the previous year.

Direct recruitment and promotion to superior services.- Thirty-four appointments were made to the Superior Railway Services by direct recruitment during the year. These promotions were made during the year from Class II and Class III services. These promotions were in respect of the vacancies earmarked for, and which, could not be filled during the year 1947-48.

Confirmation of temporary staff.- The report states that in May 1942 orders were issued by the Railway Board to the effect that permanent vacancies in non-gazetted ranks open to direct recruitment

occurring on and after 1 June 1942 should, until further orders, be filled in a temporary capacity only, so that these vacancies might remain available for persons with war service. It was laid down that persons so appointed against permanent or provisionally permanent vacancies should be treated in the same way as permanent staff in respect of eligibility to subscribe to provident fund, educational assistance and notice of termination of ~~service~~ service. Thus the existing staff on the Railways were divided into three categories, namely, (A) Permanent ~~and~~ railway servants; (B) Railway servants appointed against permanent posts in a temporary capacity and given certain benefits permissible normally for permanent employees only; and (C) Purely temporary employees.

In October 1943, orders were issued laying down that 70 per cent of the permanent vacancies occurring between June 1942 and a relevant date to be determined after the war would be reserved for the permanent absorption of ex-servicemen and the remaining 30 per cent would be available to category B personnel. This relevant date was in due course fixed as 31 December 1945, and Railways were authorized towards the end of 1945 to confirm category B personnel to the extent of the vacancies, viz., 30 per cent available for them. Confirmations were also permitted against permanent vacancies occurring on or after 1 January 1946. At the same time the recruitment of war service candidates against the vacancies reserved for them began.

After the cessation of hostilities Railway Administrations began to discharge surplus staff. The whole retrenchment policy was discussed with the All-India Railwaymen's Federation in June 1946. Their contention was that the appointment of an Adjudicator in connection with the hours of work, leave reserve, etc., would result in an increase in the permanent cadres and that in view of this any employee who was in service on 15 September 1945, i.e., when the war in the East ended, should not be ~~discharged~~ discharged on becoming surplus unless he refused alternative employment. The Railway Board agreed to this proposal and orders were accordingly issued to the Railway Administrations in June 1946.

Soon after partition the question of providing permanent appointments for the India-opting staff of Railways falling within Pakistan territory confronted the Railway authorities and circumstances compelled the Railway Board to issue orders banning the confirmation of staff in Class III and Class IV services in order to provide for the absorption of surplus permanent staff from the old Bengal Assam and North Western Railways. Subsequently, pre-partition permanent vacancies were, however, excluded from the

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scope of the ban. As a result of a meeting between the All-India Railwaymen's Federation and the Railway Board held in November 1947, the Railway Board, with a view to remedying the position whereunder staff were kept on a temporary basis for protracted periods, agreed that temporary posts should, where justification existed, be converted into permanent posts. Upto the end of March 1950 a total number of approximately 72,820 posts were converted into permanent and a total number of 137,386 temporary staff have been confirmed ~~in~~ since 1 June 1948. Of the remaining 210,157 temporary staff, 91,924 were not eligible for confirmation, on 31 March 1950 being workshop staff who had not completed three years' service and staff still on probation or under training, as well as staff whose posts were not likely to be required permanently. There was thus a balance of 118,233 to be still confirmed.

In view of the difficult ways and means position of the Government, the Railway Board had to review the budgeted expenditure under capital and revenue grants towards the end of 1949 and apply a 7 1/2 per cent cut to the demand relating to the expenditure on administration. Consequently, Railway Administrations were permitted to undertake retrenchment of staff within very narrow limits. In December 1949, instructions were issued to Railways to stop almost all recruitment from outside so that the staff rendered surplus could be absorbed to the maximum possible extent on the parent railway as well as on the adjacent railways. They were also required to evolve a suitable procedure to ensure complete co-ordination in this respect. Staff recruited prior to 15 September 1945 were not to be discharged in any case. The retrenchment, where unavoidable, was to be based on the simple rule of length of service within each appropriate unit. Waiting lists of discharged employees were also required to be maintained so that they might be reabsorbed in future vacancies in the order of their length of service prior to discharge, subject to adjustments in the case of scheduled caste staff. To ensure that the Board's instructions were being properly complied with and also to gauge the extent of retrenchment, Railway Administrations were required to submit periodical statements showing the number of staff retrenched and reabsorbed. It was found from these statements that the retrenchment was mostly confined to staff with short service.

Railways and labour.— The report states that the relations between the Railway Administrations and labour continued to be generally cordial during the year.

The Minister for Transport and Railways met

Mr. Jayaprakash Narayan, President of the All-India Railwaymen's Federation, ~~at~~ and certain members of the Working Committee of the Federation during November 1949. The following ~~some~~ items were some of the important subjects discussed at the meeting: (a) weightage for service for purposes of fixation of initial pay in the prescribed scales; (b) recommendations of the Central Pay Commission regarding leave rules; (c) conversion of temporary posts into permanent and confirmation of staff; (d) Voluntary Savings Scheme for railway staff; (e) pass rules; and (f) review of the grant of Dearness Allowance to railway staff.

A meeting between the Minister and the representatives of the Federation was held at New Delhi on 23 March 1950 to discuss the question of application of the prescribed scales of pay and the Central Government rates of dearness and other allowances to the employees of the Indian States Railways. It was decided that these would be applicable from the date on which the Railways would be taken over by the Central Government, i.e., 1 April 1950.

In December 1949, the Government agreed to extend to the Indian National Railway Workers' Federation, the same facilities as are given to the representatives of the All-India Railwaymen's Federation. A meeting between the Minister of State for Railways and the representatives of the Indian National Railway Workers' Federation was held at New Delhi on 19 December 1949.

Loss of mandays due to strikes.- The total number of mandays lost as a result of strikes in workshops, running sheds and other similar establishments of Indian Government Railways during 1948-49 and 1949-50 was approximately 0.2 per cent and 0.0004 per cent respectively of the total number of man-days ~~worked during the years 1948-49 and 1949-50~~ worked. The number of man-days worked during the years 1948-49 and 1949-50 totalled 121,789,498 and 127,029,324 and the man-days lost owing to strikes amounted to 220,103 and 4,853 respectively.

The details of the total number of man-days worked during the years 1948-49 and 1949-50 and the number of man-days lost by Railways in consequence of strikes are summarized in the table below:-

Railways	Year	No. of man-days worked	No. of man-days lost owing to	
			Legal strikes	Illegal strikes.
Assam .....	(1948-49	8,024,473	..	38,366
	(1949-50	18,133,321	..	1,017
B.N. ....	(1948-49	5,838,000	..	57,097
	(1949-50	8,742,891	..	1,261
B.B. and C.I. ....	(1948-49	7,974,818	8	7,971
	(1949-50	12,177,194	..	386
E.I. ....	(1948-49	55,098,698	..	13,011
	(1949-50)	54,076,677	..	1,690
E.P. ....	(1948-49	14,669,110	..	100
	(1949-50	3,454,490	..	..
G.I.P. ....	(1948-49	13,670,549	4,785	42,220
	(1949-50	14,290,254	..	397
M. and S.M. ....	(1948-49	6,211,188	..	3,146
	(1949-50	6,502,700	..	48
O.T. ....	(1948-49	6,162,393	..	8,613
	(1949-50	5,188,596	..	..
S.I. ....	(1948-49	4,140,269	..	44,786
	(1949-50	4,328,603	..	54
L.M.W. .... (Locomotive Manufacturing Workshop, Chittaranjan).	(1948-49	..	..	..
	(1949-50	134,598	..	..
Total..	(1948-49	121,789,498	4,793	215,310
	(1949-50	127,029,324	..	4,853

Working of grainshops.- Under the revised grainshop scheme accepted by the Government of India on the recommendations of the Railway Grainshops Enquiry Committee and which was introduced on all Railways from 1 January 1949, the number of grainshops decreased from 589 to 388. The number of staff, who purchased foods, etc., at these shops decreased from 613,000 to 531,000, of whom 273,000 purchased at concessional rates, while 258,000 purchased from the railway grainshops at controlled rates.

The statistics given below indicate the principal activities of the grainshop organization:-

No. of Shops functioning -	March 1950
Static .....	314
Mobile .....	74
Total.	<u>388</u>

No. of staff served at the shops -	March 1950
At concessional rates .....	273,000
At controlled rates .....	258,000
Total.	<u>531,000</u>

Principal articles sold during the year-	(in maunds)
(a) Cereals .....	6,908,000
(b) Pulses .....	983,000
(c) All cooking oils .....	441,000

Rs.

Cost of purchases of all grainshop articles during the year .....	1,56,54,3000
Total amount realized on sales.....	83,63,6000

Loss during the year-	
(a) Direct loss (on sales) .....	87,45,1000
(b) Indirect loss (on staff, freight, etc.).	19,53,5000

~~March 1950~~

	March 1950
	Rs. A. P.
Average cost of purchases per employee.	26 7 0
Expenditure incurred by Railways per employee-	
(a) On sales .....	25 6 0
(b) On all overheads.....	2 14 0

	March 1950
	Rs. A. P.
Average relief enjoyed per employees Zone*-	
A .....	22 15 0
B .....	23 13 0
C .....	25 4 0
D .....	27 9 0

- \*  
A Zone - Kanpur, Bombay and Calcutta.  
B Zone - Towns having a population of 250,000.  
C Zone - Towns having a population of 50,000 or more but less than 250,000.  
D Zone - All other localities.

Canteens.- The number of canteens on Railways which served light refreshments to workers and in some cases also cooked meals, increased from 52 to 60 during the year. The number of staff who patronized these canteens similarly increased from an average of 53,000 per day to an average of 63,000 per day.

Dearness allowance.- The scales of dearness allowance admissible to railway staff continued unchanged during the 1949-50.

Co-operative stores.- The Government of India accepted the recommendation of the Railway Grainshops Enquiry Committee that the setting up of Co-operative Stores by Railway workers should be encouraged. Instructions were accordingly issued to Railway Administrations, in August 1949, asking them to encourage the starting and management of co-operative stores by railway workers and to invite the co-operation of recognized unions in promoting the formation of such stores. Railway Administrations were required to keep in mind, at the same time, that the initiative for the setting up of such co-operative stores should come from the staff. As regards the assistance to ~~be~~ be rendered to such stores, it was decided that:-

(a) where convenient, suitable existing premises may be offered at a nominal rent to such stores, formed under the Co-operative Societies Act, but no new buildings should be constructed for the purpose; (b) the co-operative stores should conform to the regulations issued in this connection by the Provincial Registrar of Co-operative Societies, the stores being permitted to deal in any article included in the Provincial Regulations concerning Consumers' Societies; (c) a subsidy amounting to not more than half the administrative and establishment charges for the first three years might be paid by the Railway Administration subject to the condition that the Provincial Co-operative Department concerned certified that the Store was working properly; and (d) Railway Administrations would have no financial commitment save to the extent indicated in clauses (a) and (c) above.

Railway service commissions.- As a result of the economy campaign, there was general stoppage of recruitment by Railway Administrations. The four Railway Service Commissions were accordingly abolished early in 1950, and a Central Railway Service Commission was set up with headquarters at Bombay on 1 March 1950. The functions of this Commission were to conduct recruitment of Class III staff for all Indian Government Railways, and to make recommendations regarding the ~~an~~ equation of the existing non-gazetted posts and grades of Railways of the Indian States to be taken over from 1 April 1950, with the prescribed scales of pay on Indian Government Railways.

Staff council.- The question whether Staff Councils and such other bodies functioning on the Railways might be allowed to continue in their existing forms in view of the establishment of Works Committees as provided under the Industrial Disputes Act, 1947, was further examined during the year and was referred to the Joint Advisory Committee for Railways for their advice.

Provision of quarters for railway staff.-

Reference was made in the report of the previous year (vide pages 49-61 of the report of this Office for March 1950) to the decision to ~~consider~~ construct four types of quarters for providing residential accommodation for the railway staff viz., A.B.C.D. of enclosed type having verandahs. During the year available resources were concentrated mainly on the construction of the lowest type of quarters, viz., 'A' type for essential operating staff. 'B' type quarters were constructed only, if, in the opinion of the General Managers, the provision of such quarters was inescapable. During the year, 7,893 'A' type and 1,185 'B' type quarters were constructed on the nine major Indian Railways, as shown in the statement below:-

Railway	'A' type	'B' type	Total
		519	
Assam .....	1,366	<del>529</del>	1,885
Bengal Nagpur.....	1,364	240	1,604
Bombay, Baroda and Central India .....	1,015	22	1,037
East Indian .....	588	65	653
Eastern Punjab.....	361	151	512
Great Indian Peninsula.	676	160	836
Madras and Southern Mahratta.....	402	28	430
Oudh Tirhut.....	1,824	..	1,824
South Indian .....	297	..	297
Total.....	<u>7,893</u>	<u>1,185</u>	<u>9,078</u>

Progress in implementation of the Adjudicators' Award.-

Mr. Justice Rajadhyaksha's Award in the trade dispute between the Railway Administrations and their workmen were published in May 1947. Efforts were continued to be made by the railways to keep to the time table prescribed for the implementation of the Award. With some ~~xxx~~ exceptions, the first stage was completed in the various categories, but in view of the financial stringency and the ~~xi~~ difficult ways and means position of the Government, it was later on decided to examine the question of spreading the implementation of the Award over a longer period, the Railways being asked in the meantime to ~~slow down~~ slow down the pace of implementation both in respect of recruitment of staff and construction of quarters. Subsequently it was decided by the Government that the Award should be implemented by 31 December 1950 for Class IV staff and by 30 April 1951 for Class III staff, the Award as a whole being implemented within the three years for ~~xxx~~ which it is binding. Railways were accordingly instructed to implement the Award in respect of Class IV staff in two phases ending respectively on 30 June 1950 and 30 November 1950 and in respect of Class III staff in three phases ending respectively on 31 June 1950, 30 November 1950 and 31 March 1951.

The total number of additional staff required to implement the Award was roughly estimated by Railways in 1948 as 100,000 men. As a result of job analysis carried out on Railways to assess the surplus staff, the number of additional staff required after taking into account the surplus staff that will have to be absorbed in the Award vacancies has decreased considerably and the present estimate works out to roughly 50,000 men (15,500 Class III and 34,500 Class IV).

The absorption of Indian nationals returning from Burma on grounds of alien nationality and ~~dis~~ displaced persons from Pakistan in vacancies arising out of the implementation of the Adjudicator's Award was progressing when there was a setback on account of the instructions issued to Railways to slow down the pace of implementation owing to the financial stringency. As Railways have since been asked to go ahead with the implementation of the Award, the absorption of these men has been resumed and it is expected, that, when the Award is fully implemented, the ex-Burma Railways employees and the quota of displaced persons from Pakistan will have been absorbed on the Railways.

Progress in implementation of the Central Pay Commission's recommendations.— Orders were issued in August 1949 implementing the recommendations of the Central Pay Commission regarding Leave Rules. These orders were to take effect from 1 February 1949. The Leave Rules fixed the rate of earned leave at one-eleventh of the period spent on duty instead of one-fifteenth of total service under the State Railways Revised Leave Rules; and the leave salary for the first 60 days on leave on average pay at the average pay of the 12 preceding months instead of substantive pay as formerly. Temporary staff who have completed one year's service and skilled workmen are also eligible for leave in accordance with these rules. Orders were also issued entitling ~~all~~ all temporary staff to subscribe to the State Railway Provident Fund after completion of one year's service, Government's contribution being credited to their account with effect from the second year of service, on the date of their confirmation. With the issue of these orders, temporary staff with more than a year's service on Railways have been brought almost on a par with permanent staff in the matter of all major privileges.

In May 1949, a Committee called the Joint Advisory Committee consisting of four Labour representatives, four representatives of the Railway Board and an independent Chairman nominated by the Government was set up to look into, and recommend remedies for, the alleged anomalies in the application of the recommendations of the Central Pay Commission on the

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Railways. By March 1950, orders of Government thereon had been issued to Railways on the Committee's recommendations on the following subjects:

(i) Distribution of posts of clerks on Indian Government Railways; (ii) Prescribed scales of pay for keymen in the Engineering Department; (iii) Rate of travelling allowance for Class IV employees; (iv) Distribution of posts of typists; (v) Scale of pay applicable to graduate clerks; (vi) Distribution of posts of stenographers; (vii) Distribution of posts of Assistant Surgeons; (viii) Distribution of posts of station masters; and (ix) Distribution of posts of train clerks and number takers.

Another matter regarding which orders were issued was the case of fixation of pay of staff under the formula recommended by the Pay Commission in accordance with which experience and length of service were not reflected sufficiently in the initial pay fixed. The Government, as an ad hoc measure of relief, issued instructions that in the cases where pay fixed was lower than that which would be reached by adding to the minimum of the prescribed scale, one increment for every 6 years of service in the corresponding scale, ~~the~~ the initial pay shall be enhanced to that stage in the prescribed scale. The staff whose total service exceeded 25 years were also granted an additional increment. The acceptance of the recommendations of the Joint Advisory Committee regarding upgrading of posts and the weightage for service referred to above has resulted in substantial benefits being conferred on the staff during the period under review.

Training of staff.- Reference was made to the previous year's report that instructions were issued to Railway Administrations to establish training schools where they did not exist so far as Class III staff were concerned. As regards the workshop and shed staff, railways were instructed during the year that refresher courses should be devised for comparatively inexperienced men who had now to fill the role of Supervisors, that training facilities for the staff in the Mechanical Workshops should be improved and that to achieve this end, existing facilities for the training of Apprentices should be reviewed and reorganized on a sounder footing. Railways were also advised to provide separate facilities for elementary practical training in the use of simple implements and to encourage unskilled staff who were ambitious of bettering their prospects to make use of these facilities.

Activities of the Medical Department.- The activities of the Medical Department during the year continued to be well maintained. On many of the Railways the number of beds was increased, new dispensaries were opened and extensive alterations

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in operation theatres and other medical buildings were carried out. New equipment, such as X-ray, ultra-violet ray apparatus, and microscopes, was installed in some of the hospitals on the Railways.

Sanitary conditions were improved on many Railways. Some additional filtration plants were installed. Measures for the prevention of malaria were introduced such as spraying of station buildings and residential quarters with D.D.T. solutions, filling of pits, oiling of burrow pits, tanks and drains and removal of rank vegetation. This resulted in a substantial decline in the incidence of malaria. Preventive measures taken on many railways in the form of vaccination, inoculation, isolation, etc., helped to check effectively the threat of cholera, smallpox and plague, which were prevalent in an epidemic form in districts near certain sections of the railways.

On almost all railways, special attention was paid to medical examination of school children.

Railway schools.- The report says that the educational facilities provided by the Railways have their origin in the necessity felt by them to provide facilities for the education of the children of European employees who, in the earlier days, formed a considerable portion of the literate staff and many of whom were stationed at places where European schools were not available. Almost every large railway settlement had its European school from the earliest time; some railways also established boarding schools in the hills. Gradually the educational facilities were extended to Anglo-Indians and Domiciled Europeans. Later on with increasing number of educated Indians in railway service the need was felt for providing educational facilities for the children of Indian employees in places where there were no local schools or where the local schools contained only primary classes. On the analogy of the assistance to the European employees, educational facilities were extended to Indian employees also.

Railway schools follow the ordinary curricula prescribed in the various State Educational Codes for European and Indian Schools. The curricula of European schools make provision for a graded education, such as Junior Cambridge or (Cambridge) School Certificate examination or corresponding departmental examination at the conclusion of the middle and high school courses respectively. The Indian schools provide courses leading in some cases to the Matriculation or equivalent examinations. The school courses are governed by the requirements of the University authorities.

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The general control of railway schools lies with General Managers who are assisted in some cases by committees composed of Heads of Departments. All schools (European and Indian) are recognized and inspected by officers of the appropriate Government Education Departments and most of them receive grants in aid from Local Governments. Administrations, etc., in accordance with the provision of their Educational Rules.

At present there are 135 educational institutions under the direct control of the various Railway Administrations.

Compulsory savings schemes.- To ~~the~~ tide over the ~~extreme~~ difficult ways and means position, Government found it necessary to introduce with effect from the pay for duty performed after 31 October 1949, a scheme of Compulsory Savings in the form of subscriptions to Provident Funds up to the end of February 1952. The Compulsory Savings Scheme as such did not apply to railway servants in receipt of pay of 250 rupees per month or below, but a voluntary offer of goodwill was received from the All-India Railwaymen's Federation, commending a scheme whereby every railway servant on pay of 250 rupees per month and below, was required compulsorily to subscribe at least ~~Rax~~ 1 rupee per month to help in the ~~national~~ national savings. With this end in view, Government instituted a new Fund known as Savings Provident Fund (Railways), the main provisions of which are generally the same as those of the State Railway Provident Fund with the exception that the amount becomes payable on 1 April 1952.

-(The Annual Report of the Board for the year 1948-49 was summarised at pages 49-61 of the report of this Office for March 1950 ).

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Labour Conditions in Principal Ports of India.

An ad hoc survey into the conditions of labour employed in the ports of Bombay, Calcutta, Madras, Cochin and Karachi was conducted by the Labour Investigation Committee and a report based on its results was published in 1946. In order to bring up-to-date the factual and statistical information contained in this report the Labour Bureau issued early in 1948 a questionnaire to the four principal Indian ports covered by the Labour Investigation Committee and to the Vizagapatam port. An article based on the replies received was published in the July 1949 issue of the Indian Labour Gazette (vide pages 61-64 of the report of this Office for September 1949). In August 1950 another questionnaire was issued and a note based on the replies received is published in the January 1951 issue of the Indian Labour Gazette. The following is a summary of the note:-

Number of workers.- The following table shows the trend of employment during 1944, 1947, 1948 and 1950 in the five ports covered by the enquiry:-

ports	No. of persons employed in			No. of persons directly employed in June 1950			No. of persons employed by stevedores, etc.	To- tal employ- ment by col- dores, and etc.	Per cent- age of empl- oymen- t in June, 50 over 1948.
	1944	Jan. 1947	Jan. 1948	Men	Women	Total 5 and 6			
1	2	3	4	5	6	7	8	9	10
1. Bombay.	17,015	13,166	14,912	14,452	229	14,681	2,965	17,646	x18.3
2. Calcutta	18,000	15,564	20,000§	18,914	196	19,110	N.A.	19,110	- 4.5
3. Madras..	3,270	3,556	3,594	2,529	77	2,606	1,208	2,606	-27.5
4. Cochin.	17,600	N.A.	3,158	1,461	12	1,473	N.A.	1,208	-15.1
5. Vizaga- patam.	N.A.	N.A.	2,263	1,996	33	2,029	1,300	3,329	x47.1

§ Refers to labour directly employed.

N.A. - Not available.

All the ports stated that there was no regular employment of contract labour; however, in the port of Cochin on an average 380 men were employed through contractors during June 1950 on cargo work. One of the terms of the contract was that about 200 men

must be employed by the contractor on a permanent basis. The number of contract labour employed in June 1950 in the ports of Bombay and Calcutta was 238 and 234 respectively.

Recruitment.- The system of recruitment of labour in the ports of Madras and Vizagapatam was direct. The ports of Calcutta and Bombay recruited labour through employment exchanges. It was stated that 20 per cent of the vacancies in the Bombay Port were reserved for displaced persons. In Cochin, recruitment was made from a list of persons who had been retrenched.

Apprenticeship and training.- Except in the port of Cochin, other ports had a system of apprenticeship and training for skilled jobs in their engineering departments. There was not much change in the system of apprenticeship since January 1948, except in Bombay where a pay scale (in place of daily rates) for apprentices was introduced from January 1949.

Absenteeism.- The data on absenteeism was furnished by two ports only. In the port of Cochin, it was stated that no dislocation of work was experienced due to absenteeism. In the Madras Port Trust, absenteeism in different departments during the year 1949 was as follows:-

Month	Percentage of absenteeism in			
	Marine Department	Engineering Department	Traffic Department Store labour	Others
1	2	3	4	5
January .....	3.45	7.65	8.24	4.43
February .....	7.28	6.05	8.4	7.34
March .....	5.39	5.93	7.35	6.00
April .....	6.43	9.47	10.66	4.8
May .....	6.77	10.11	9.66	6.16
June .....	6.67	10.43	10.23	6.64
July .....	8.57	9.21	9.01	5.19
August .....	6.8	8.38	9.45	2.38
September .....	6.41	9.83	9.65	5.79
October .....	6.42	7.49	8.78	3.06
November .....	6.61	6.56	7.86	2.78
December .....	6.81	9.81	6.82	5.2

Wages and earnings.- There was no change in the basic rates of pay admissible to the workers, employed directly in the ports of Calcutta, Cochin, Madras and Vizagapatam from January 1948. The Bombay Port, however, revised the pay scales in January 1949 and the revised scales was enforced from 1 January 1947. By this revision, the pay scales of the workers

were brought to the level of those recommended by the Central Pay Commission for Central Government employees.

An analysis of the scales of basic wages for the different ports show that the minimum wage was 30 rupees per month for the lowest category of workers in all the major ports except Calcutta where it was 26 rupees only. In the case of contract labour, while the contractors in the port of Cochin were bound by the terms of their contract to pay the same rates of wages to their men as were paid by the port to the various categories of labour, the contractors in other ports were free to adopt their own rates of wages. In the Madras port a shore labourer who is daily-rated was paid 1 rupee 2 annas per day. He was however, given a retainer fee of 42 rupees (22 rupees as wages, 10 rupees as special dearness allowance, 7 rupees as house allowance and 3 rupees as compensatory allowance) per month when there was no work. In Bombay a daily-rated worker was paid 2 rupees 2 annas per day in addition to dearness allowance at 17 1/2 rupees per cent of pay (subject to a minimum of 22 rupees). An attendance allowance of annas 12 per day when there is no work is also admissible to workers. In the Calcutta port there is a guaranteed minimum wage for the lowest paid worker engaged in loading and unloading, which is 50 rupees in cargo docks and 60 rupees in coal docks respectively for full time attendance during the month.

Dearness allowance.- The rates of dearness allowance paid to workers in the ports of Bombay, Madras, Cochin and Vizagapatam are regulated according to the rates sanctioned by the Central Government for their own employees. Certain categories of workers in the port of Vizagapatam are paid dearness allowance at the rates prevailing in the Railway Department of the Government of India i.e., 17 1/2 per cent of the pay plus 5 rupees per month subject to a minimum of 19 rupees per month for those who are in receipt of pay below 40 rupees per month, and 21 rupees per month for those who are in receipt of pay above 40 rupees per month. This ~~category~~ category of workers get commodities like grain, dal, oil, etc., at concessional rates. In Calcutta the workers get dearness allowance at the following rates:-

Pay	Dearness allowance
Up to <del>Rs</del> 50 rupees .....	35 rupees per month.
From 51 to 70 rupees.....	50 per cent of <del>the</del> pay plus 10 rupees per month.
From 71 to 100 rupees.....	45 rupees per month.

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In the ports of Bombay and Calcutta workers are paid compensatory allowance at the rates sanctioned by the Central Government for their employees at these stations.

Bonus.- In Cochin port, bonus amounting to 5,821 rupees in lieu of overtime was paid in 1949 to the crew of a dredger and attendant craft engaged for a period of one month for outer-bar dredging. In the Bombay port, it is stated that in the year 1949, dock labourers numbering 17,052 earned bonus amounting to about 121,435 rupees. On an average each mazdoor earned bonus at the rate of 7 rupees 2 annas and 1 pie per month.

Standing orders.- Standing Orders relating to conditions of work, shifts and hours of work, etc., have been framed in the ports of Madras and Cochin. The Government of India has exempted the port of Bombay from the provision of the Industrial Employment (Standing Orders) Act, 1946, subject to the condition that a pamphlet bringing together all the rules and regulations governing the conditions of employment is published and a copy thereof is supplied to each worker. Works committees have ~~has~~ not been formed as yet in any of the major ports except Madras where a works committee consisting of 20 members (10 employers' representatives and 10 workers' representatives) has been constituted. Except Madras port, all the ports have appointed Labour Officers to look after the welfare of labour and to investigate their complaints.

Rest shelters.- The ports of Madras, Cochin, Bombay and Calcutta have provided rest shelters where arrangements for drinking water ~~xx~~ also exist.

Leave and holidays.- All the major ports, except Calcutta, have revised their leave rules on the lines of the latest leave rules framed by the Government of India in 1949 for their employees. The port of Calcutta has also framed new set of leave rules, but these revised rules have not as yet been approved by the Central Government.

Overtime.- Overtime is worked in cases of emergency and generally it is not compulsory. But it is very common in the ports of Bombay and Calcutta in their docks and engineering departments. Proper registers of overtime work are maintained in each port. Workers in these ports, who are not governed by the provisions of the Factories Act, are paid overtime as under:

In Madras the rates are one day's pay for a day of eight hours in the Marine Department and 1 1/2 times the ordinary rate for work done in excess of 48 hours per week in the Engineering Department.

In Cochin overtime is paid at the rate of 1 1/2 times the daily rate for work beyond 48 hours per week but in the Traffic Department this allowance is paid on hourly basis at the rate of annas 2 per hour for work done beyond working hours on ordinary days and annas 4 per hour on Sundays and holidays.

In Vizagapatam overtime is paid according to a schedule sanctioned by the Government from time to time.

In Calcutta overtime is paid at the rate of 2 annas and 11 ~~per~~ pies per hour to piece rate workers and 4 annas per hour to casual labour. Other workers are paid at the rate of 1 1/6 pies per hour per rupee of their basic pay.

In Bombay overtime is paid at the rate of 1 1/2 times the normal basic wage for work done beyond 8 hours a day.

Housing and welfare.- In the port of Madras no change has taken place in regard to the provision for housing since January 1948. Fifty per cent of the workers in the port of Calcutta have been provided with housing accommodation. Class IV employees are accommodated free of charge. In the port of Cochin, a few members of the staff engaged in essential services have been allotted quarters and 10 per cent of their pay is recovered from them as rent. Ten per cent of the staff are provided with quarters in the ~~the~~ port of Vizagapatam. Rent recovered from the employees for these quarters is confined to 10 per cent of the pay. Other employees get house rent allowance ranging from 5 rupees per month to 7 rupees per month according to certain pay groups. There are 2,125 quarters for the workers in Bombay port. Of these, 1,802 are permanent quarters. It is stated that a little over 2,000 families have been accommodated in these quarters. Class IV employees and certain inferior employees, including railway gangmen, are allowed rent-free quarters. Others are charged a concessional rent varying from 5 rupees to 7 rupees and 8 annas per month or 10 per cent of the basic ~~pay~~ salary, whichever is less. All shore and flotilla staff in the Deputy Conservator's Department are provided with accommodation in dormitories free of charge. These men are also paid house rent allowance according to the sanctioned rates of house rent. Workers not provided with housing accommodation are paid sanctioned house rent, which varies from 5 rupees per month to 20 rupees per month according to pay groups.

Medical aid.- All the ports maintain dispensaries with qualified medical staff and workers and their families are given medical treatment free of charge. In the port of Bombay, a clinic for women and children is maintained, where anti-natal and post-natal

treatment is given. In the port of Calcutta, port doctors are required to attend the families of the workers at their residence. The Calcutta port also maintains two hospitals with 110 beds. In the port of Madras there is a system of unified medical treatment under which workers are entitled to be reimbursed with the cost of certain approved medicines. In the Calcutta port, employees are entitled to be reimbursed with the cost of medicines prescribed by the Port's Medical Officers.

Canteens.- All the ports except the Vizagapatam port have provided canteens for their workers. Snacks and tea are supplied at cheap rates. In the Bombay port a large canteen which caters for 9,000 workers has been started from 1 September 1950. In Bombay, in two of its canteens cheap food is provided for certain sections of the workers. The cost per meal, it is stated, comes to ₹ 1 anna and 6 pies only.

Creches.- Except Madras port, none of the ports provides a creche.

Education.- In the ports of Bombay and Calcutta primary schools have been provided for the benefit of workers' children. In Bombay, there is a night school for adult education. Ten scholarships of 25 rupees per month each for 4 years for the children of class III employees and 10 scholarships of 10 rupees per month each for 5 years for the children of class IV employees are granted. It is stated that 48 literacy classes were held in the Bombay port by the Bombay Education Committee and that 1,247 workers were ~~benefit~~ benefited by these classes. There are 10 scholarships granted for the workers' children in the port of Cochin. In Madras 6 scholarships, 3 of 10 rupees per month and 3 of 5 rupees per month are granted to the workers' children. The Calcutta port ~~with~~ authorities sanctioned a grant of 29,500 rupees for education for the year 1950.

Co-operative credit societies.- All the ports, except the port of Cochin, have made arrangements by virtue of which workers can take loans payable on easy instalments. In Calcutta, there is a Loan Fund for class IV employees from which loans are granted to permanent workers. The minimum amount of loan granted to an employee is six times the monthly pay or 300 rupees whichever is less.

Provident fund.- The systems of provident fund prevailing in the major Ports of India in January 1948 remained unchanged during the period under report, except in the ports of Vizagapatam and Madras. In Madras, shore labour has been admitted to the provident fund system from 1 November 1948. Temporary workers with one year's service in the port of Vizagapatam and temporary daily rated workers with 3 years' service

in the port of Cochin have been allowed to become members of the provident fund system from 1 April 1950.

The following table gives the number of workers contributing to provident funds in the major ports of India.

Name of Port	No. of workers contributing to Provident Fund.	Amount contributed by the Ports.
		Rs.
Bombay .....	14,522	634,741
Calcutta .....	12,163	679,927
Madras .....	3,065	100,420
Cochin .....	1,200	44,000
Vizagapatam .....	2,298	124,359

Accidents.- The table below ~~statistics~~ gives statistics of accident and the amount of compensation paid during 1948 and 1949 in the major ports.

Name of Port	1948			Amount of compensation paid	1949			Amount of compensation paid		
	No. of accidents				No. of accidents					
	Fatal	Major	Minor	Total	Fatal	Major	Minor	Total		
1	2	3	4	5	6	7	8	9	10	11
					Rs.					Rs.
Bombay.....	7	11	571	589	34481	5	6	947	958	34395
Calcutta .....	8	280	3808	4096	44117	3	219	3534	3756	68775
Madras .....	1	9	416	426	11158	1	10	402	412	15457
Cochin.....	1	2	23	26	1468	-	7	32	39	7444
Vizagapatam..	-	-	107	107	1736	-	-	123	123	1541

Part B States (Laws) Act, 1951 (No.III of 1951).

The Part B States (Laws) Bill (vide pages 54-55 of the report of this Office for December 1950) as passed by the Parliament, received the assent of the President on 22 February 1951 and has been gazetted as Act No.III of 1951. The Act provides for the extension to Part B States, of certain Central Acts except the Employees' State Act, 1948.

(The Gazette of India, Extraordinary, Part II, Section 1, dated 23 February, 1951, pp.13-42).

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52. Workers' Welfare and Recreation.

India - March 1951.

Welfare of Coal Mine Workers: Review of activities  
financed under the Coal Mines Labour Welfare Fund  
during the year 1949-1950 \*.

The Ministry of Labour, Government of India, has published a 46-page brochure on the administration of the Coal Mines Labour Fund during the period 1 April 1949 to 31 March 1950.

Extension of scheme.- The administration of the Coal Mines Labour Welfare Fund Act, 1947, in the coalfields of Talcher (Orissa) and Korea (Madhya Pradesh) was taken over in July and December 1949 respectively. Preliminary arrangements for the extension of the Act to the States of Hyderabad, Rajasthan and Vindhya Pradesh were under consideration.

Co-ordination Committee.- With a view to avoiding overlapping in the activities of the Fund and the Mines Boards of Health, a new Sub-Committee known as Co-ordination Committee was constituted during the year. It consists of the Coal Mines Welfare Commissioner, two representatives each of labour and employers and two Medical Officers of the Jharia and Asansol Boards. The Co-ordination Committee met four times during the year.

Levy of cess.- During the year, the cess continued to be levied at the rate of 6 annas per ton of coal or coke by rail and fetched a sum of 1.157 million rupees, as against 6.840 million rupees in 1948-49. ~~xxxxxxx~~ A scheme for the collection of cess also on despatches by other means of transport was finalized. Till 31 March 1949, the cess was being apportioned between welfare account in the ratio of 2:7. As the resources of the housing account were found to be insufficient to meet the expenditure on the housing programme approved for 1949-50, it was decided that for 1949-50 the cess should be apportioned between the housing account in the ratio ~~2:1~~ 2:1.

*the housing account  
and the general*

*and the general  
welfare account*

\* Welfare of the Coal Miner: Activities of the Coal Mines Labour Welfare Fund during 1949-50, published by the Ministry of Labour, Government of India. 46 pages.

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Hospitalisation and medical facilities.- All the four Regional Hospitals, two in the Jharia Coalfield and two in the Raniganj coalfield, functioned satisfactorily. In each of the 4 Regional Hospitals provision exists for 18 beds - 12 general cases and 6 maternity cases. The in-patients' departments of all the four Hospitals were opened in the first week of January 1950 and became popular soon. The total sum of 269,000 rupees was spent on the construction of the four hospitals' buildings and purchase of equipments, medicine, ambulance vans etc., for them. A further expenditure of 130,000 rupees is likely to be incurred on ancillary buildings and purchase of equipments, ~~medicines~~ etc. ~~At present~~ The ~~new~~ Central Hospital buildings at Dhanbad will have accommodation for 150 beds. A total sum of 1.85 million rupees has already been spent on the construction of the main hospital buildings and staff quarters etc. A further expenditure of 1.90 million rupees is likely to be incurred on the completion of the buildings, purchase of equipments, furniture and medicines, etc.

X-Ray facilities obtaining at the Dhanbad Civil Hospital and Sanctoria Hospital were utilised by the Fund on a payment of basis, in the absence of the provision of the same in ~~our~~ own hospitals.

Aids to other institutions.- The maintenance charges of the ambulance vans borne by the Fund during the year amounted to 11,065 rupees. A sum of 14,000 rupees was spent on the fourth Refresher Course for colliery medical officers organised at Asansol. The number of beds reserved in the Sanctoria Hospital for the benefit of colliery labour in the Raniganj field was increased from 15 to 25 and a sum of 50,450 rupees was fixed to the hospital as reservation fee. Other grants-in-aid were: (1) a sum of 15,000 rupees paid to Civil Hospital, Dhanbad for the benefit of colliery labour, (2) a sum of 20,000 rupees paid to the Dhanbad District Leprosy Association for the construction of a leper ward in the leper hospital at Tetulmari.

Anti-tuberculosis measures.- It is proposed to start the construction of two T.B. clinics - one in the Jharia coalfield and the other in Raniganj coalfield - as early as possible. Plans and estimates have been sent to Government for sanction.

Anti-malaria operations.- Anti-malaria operations in the coalfields of Jharia, Raniganj, Hazaribagh, Pench Valley and Margherita continued as before under the control of the Malaria Institute of India. A grant of 1.3 million rupees was placed at the disposal of the Director of Malaria Institute.

Anti-venereal diseases measures.- The earlier schemes prepared for the eradication of V.D. in the coalfields was examined by the Surgeon Superintendent. It is proposed that patients suffering from V.D. should receive treatment in the Regional Hospitals, difficult cases being treated in the Central Hospital.

Infectious diseases.- The Jharia Mines Board of Health having agreed to construct their own infectious diseases hospital, the proposal to build infectious diseases wards in the Regional Hospitals at Tisra and Katras has been dropped. The infectious diseases wards at Sarsol and Chora will be built shortly. Detailed estimates and plan have been sent to Government for sanction.

Sanitation.- Grants of 43,176 rupees and 49,000 rupees were given to the Jharia Mines Board of Health and the Asansol Mines Board of Health respectively for the year 1949-50 for extended sanitary services.

Inspection.- The duties of the Inspectorate are to supervise the activities financed by the Welfare Fund, the administration of the Coal Mines Pithead Bath Rules, 1946, Mines Creche Rules, 1946, as well as Mines Maternity Benefit Act, 1941 in respect of coal mines. The Chief Welfare Officer and the Inspectors of Labour Welfare are also ex-officio Inspectors of Mines in respect of those sections of the Indian Mines Act, 1923 which relate to hours of work, employment of children, sanitation etc. They also inspect mines with a view to advising mine owners to effect improvements where social amenities are found inadequate.

The members of the Inspectorate paid 2,389 visits to the collieries during the period under review. The majority of the collieries were visited several times during the year. The question of removing the irregularities which came to light was taken up with the managements concerned with satisfactory results.

Creches.- During the period under review, the progress regarding the provision of ~~xxxx~~ creches was found to be far from satisfactory and, therefore, on the recommendation of the Coal Mines Welfare Fund Advisory Committee, it was decided to launch prosecutions in the first instance against those mine-owners who have evaded compliance with the rules. The number of creches completed during the year was 40, and the total number of creches completed up to the end of 1949-50, 54 and under construction 121. The annual recurring cost of training the staff for these creches will be about 36,000 rupees which will be eventually realized from the collieries employing the trainees.

Pithead baths.- Under the Coal Mines Pithead Bath Rules, 1946, it is obligatory for every coal mine to provide baths in accordance with the standards prescribed. Mines which will be exhausted within 3 years or the resources of which are inadequate to make sufficient provision for supply of water are allowed exemption. The mines for purposes of pithead baths are classified into four categories and suitable plans are prescribed for each of the categories. The average daily number of men and women workers who are expected to benefit from the pithead baths already provided is over 60,000 and 16,000 respectively. Mine-owners who have failed to provide pithead baths for their miners will be prosecuted. Total number of pithead baths under operation is 65 and under construction 91.

The Government of India has accepted the recommendations made by the Coal Mines Welfare Fund Advisory Committee for payment of subsidies at the usual rates from the Coal Mines Labour Welfare Fund to collieries in Korâa and Talcher for Pithead Baths to be completed before the 31 December 1950.

Adult education.- A scheme for adult education was finalized during the year and has been accepted by the Government. The estimated cost of this scheme is 54,132 rupees. Other welfare activities included welfare centres for female workers, provision of canteens at collieries and organization of recreational facilities.

Housing.- To relieve the congestion and to provide better houses, it was decided to set up small mining townships with modern amenities at Bhuli in the Jharia coalfield and Bijoynagar in the Raniganj coalfield. Out of 1,566 houses under construction at Bhuli more than 1,000 houses have been completed and the rest are nearing completion. Each house has two living rooms, a kitchen, a bath room, a verandah and a courtyard. It has burnt brick ~~wikk~~ walls and reinforced concrete roof. Water supply arrangements and trench latrines have already been provided for over 200 houses. The provision of these ~~amenities~~ amenities in another 200 houses will be completed shortly. Over 150 houses are occupied now.

The statement of accounts shows the receipts into and expenditure from the Coal Mines Labour Welfare Fund from its inception till the 31 March 1950. The amount received by the general welfare account during 1949-50 was 4.618 million rupees and by the housing account 6.539 million rupees, while expenditures from the two accounts were 5.477 million rupees and 2.991 million rupees, respectively. At the end of the year, there was a balance of 12.091 million in the general welfare account and 3.427 in million rupees in the housing account.

(The review of the activities financed under the Coal Mines Labour Welfare Fund during the period 1948-49

(The review of the activities financed under the Coal Mines Labour Welfare Fund during the period 1948-1949 was reported at pages 42-45 of the report of this Office for June 1950 ).

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56. Labour Administration.

India - March 1951.

Working Conditions in Assam Tea Estates:  
Report for 1948-49 of Controller of Emigrant  
Labour \*.

General economic conditions.- According to the report of the Controller of Emigrant Labour for 1948-49 on the working of the Tea Districts Emigrant Labour Act, 1932, the production of tea in Assam during the season 1948-49 was 300 million lbs.; the corresponding figure for the ~~XXXXX~~ season 1947-48 was 336.95 million lbs., which includes the production of tea of estates which are now situated in Pakistan. No separate figures are available for these latter tea estates. The season 1948-49 was a vintage year as far as quality was concerned. The new season export market experienced an extremely strong and active demand from all out-markets. American and Canadian buyers were active particularly after devaluation, while buyers for Eire and Australia bought strongly. The Middle East took an increased amount of tea, Iranian buyers in particular competing strongly for the tippiest teas. For the second year in succession the Government of India entered into a barter agreement with Russia to supply 12 million lbs. of tea in exchange for a certain quantity of ~~me~~ wheat. The contracted quantity was to be supplied in 5 monthly instalments commencing in June, ~~1950~~ 50 per cent to be supplied from Assam. The internal market was also very strong, prices generally ruling dearer each sale in sympathy with export market.

Most of the tea coming from Assam to Calcutta used the river transport system - in fact, about 70 per cent of the tea came by river and the remaining by rail. In some cases, however, railways were used to bring the teas from the garden to the ghats.

Recruitment.- During the year ending 30 September 1949, 34,213 persons were recruited to the tea districts of Assam as assisted emigrants and their families as against 37,542 in the previous year.

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\* Annual Report on the Working of the Tea Districts Emigrant Labour Act (XXII of 1932) for the year ending the 30 September 1949; pp. 36.

Of these 13,651 were from Bihar, 8,987 from Orissa and 8,258 from Madhya Pradesh. In addition 9,108 non-assisted emigrants were also recruited during the year as against 9,141 in the previous year.

The majority of the emigrant labourers were recruited as usual from the controlled emigration areas, i.e., from the states of West Bengal, Bihar, Madhya Pradesh, Orissa and Uttar Pradesh. 31,885 were recruited by the Tea Districts Labour Association through their depots in these states as against 31,854 in the previous year and 2,328 by the three other local forwarding agencies in Ranchi as against 2,824 during the previous year. The state of Bombay continued to be an uncontrolled emigration area, but from there this year also the Tea Districts Labour Association recruited through their depot at Nasik 1,554 persons. Recruitment was carried under the sirdari system mostly. During the year 27 licenses were granted to the local forwarding agents by the District Magistrate of the recruiting states. Some existing licenses were also renewed. No license was reported to have been cancelled during the ~~year~~ period.

During the year under report, 26,793 emigrant labourers and their families were repatriated.

The total working and non-working population on the estates at the end of 1948-49 was estimated at 994,821 consisting of 497,532 adults and 497,289 children. The respective figures for the previous year were 979,005, 492,408 and 486,597. The average cost of recruiting one adult labourer was 124 rupees 5 annas and 11 pies as compared with 107 rupees 4 ~~annas~~ annas, and 2 pies and 95 rupees and 2 pies for the previous two years. The considerable increase in the cost of recruiting as against that of 1947-48 is attributable to further increases in forwarding costs, to increases in the cost of clothing outfits and of foodstuffs in the recruiting districts and also to a necessary increase in the advances paid to sirdars for this work. The average success per sirdar rose again during the year, the figure being 3.12 adults as against 3.004 in the preceding year. This increased efficiency, however, had but a limited effect on recruiting costs. If the cost of repatriation of labourers recruited during the year 1948-49 is taken into consideration approximately 40 rupees will have to be added to the average cost of recruitment of one adult. Statistics of average daily employment in the Assam and Surma Valleys are given below:-

	Assam Valley		Surma Valley	
	Settled labourers	Faltu or basic labourers.	Settled labourers	Faltu or basic labourers.
Men .....	152,107	18,705	31,449	1,900
Women .....	108,553	20,324	21,821	1,408
Children .....	39,385	4,878	7,858	294
Total..	300,045	43,907	61,128	3,602

Migration and Earnings

The number of new emigrants entering Assam during the year was 32,432 as against 36,758 in the preceding year.

Wages and earnings.- The average monthly cash earnings of settled labourers in the Assam Valley gardens were 19 rupees 4 annas and 5 pies, 15 rupees 3 annas and 4 pies and 9 rupees 7 annas for men, women and children as against 17 rupees 13 annas and 11 pies, 14 rupees and 13 annas and 11 pies and 10 rupees 11 annas and 6 pies respectively in the preceding year. In the Surma Valley gardens the corresponding figures were 15 rupees 13 annas and 1 pie, 10 rupees 9 annas and 6 pies and 8 rupees 3 annas and 7 pies as compared with 15 rupees 14 annas and 9 pies, 13 rupees 4 annas and 10 rupees 8 annas and 10 pies during the preceding year. The average monthly cash earnings of Faltu or Basti labourers (casual labourers) on the gardens in the Assam Valley were 14 rupees 13 annas and 12 rupees 2 annas and 4 pies and 7 rupees 14 annas and 6 pies for men, women and children respectively as against 12 rupees 12 annas and 4 pies, 13 rupees and 6 pies and 7 rupees 5 annas and 7 pies during the previous year. On the gardens in the Surma Valley the corresponding figures were 15 rupees 1 anna and 4 pies, 10 rupees 15 annas and 8 pies and 7 rupees and 11 pies as compared with 12 rupees 4 annas and 10 pies, 8 rupees 14 annas and 2 pies and 6 rupees 5 annas and 4 pies in the previous year. The labourers were supplied, as in previous years, foodstuffs at concessional prices. The money value of these concessions is estimated to be about four annas per worker per day.

Welfare.- Sickness allowance was given to adult labourers in most of the garden for two weeks every year. Maternity leave was also given on gardens with allowances as laid down in the Assam Maternity Benefit Act. In some gardens labourers were allowed free grazing and firewood. They were also given the benefit of cultivating garden lands free of any rent or on nominal rent and in some cases on Adhi system. They also held lands under Government and other land-holders.

All settled and imported labourers were provided with free quarters. Basti or Faltu labourers who lived within the garden boundaries did so in houses built their own houses. The quarters consisted mostly of two-roomed thatched kutchha houses though some gardens had houses with corrugated iron ~~sk~~ roofs for a section of their labour force. As in the previous year shortage of building materials interfered with the progress in this direction. The arrangements for water supply varied from garden to garden. In some gardens water was pumped into ~~storage~~ storage tanks fitted with taps or into overhead reservoirs to be distributed by means of pipes; while in others use of tube-wells, tanks, kutchha and pucca wells and nearby streams was made to obtain the water needed.

Most of the gardens had their own arrangements for ~~medical~~ medical treatment of their labourers, some of them particularly European-owned ones having excellent hospitals under competent medical officers. In some gardens, however, medical facilities continued to remain meagre and unsatisfactory. The state of health of labourers in the garden was generally poor, most of them suffering from under-nourishment, general weakness and lack of vitality.

The estate workers held 108.229 acres of garden lands in Assam without any right of occupancy accruing to them. 15,854 acres of Government land and 6,432 acres of land owned by other landholders were also held by the tea garden labourers during the year.

Strikes.- There were strikes in ten tea estates during the year under report. All the strikes were short-lived and they were settled either by mediation of Government Labour Officers or by direct negotiation between the employers and the labourers.

(The report of the Controller of Emigrant Labour for 1947-48 was reviewed at pages 51-55 of the report of this Office for July 1950 ).

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Work of the Ministry of Labour during the year 1950-1951.

Extension of labour welfare facilities in the mines, provision of housing for miners, establishment of the Labour Appellate Tribunal and adoption of measures in implementation of the Minimum Wages Act and other enactments are some of the principal features of the activities of the Ministry of Labour for the year 1950-1951, according to a Report released by the Ministry. The following is a summary of the Report.

Administrative integration.- The main feature during the year under review was the assumption by the Labour Ministry of the responsibility of administering the central Acts like the Mines Act, 1923, the Coal Mines Labour Welfare ~~Act~~ Fund Act, 1947, and the Mica Mines Labour Welfare Fund Act, 1946, in Part B and Part C States as a result of the Federal financial integration of States introduced with effect from the 1 April 1950. Similarly, the administration of industrial relations machinery in 'Central sphere' undertakings in Part B and C States was taken over by the Chief Labour Commissioner's Organisation attached to the Ministry of Labour. The Employment Exchanges in Part B States also came under the control of the Directorate-General of Resettlement and Employment as a result of financial integration. But the State Governments concerned continued to administer them on an agency basis.

Legislation.- The report states that the passage of the Minimum Wages Act, the Factories Act, the Employees State Insurance Act, all in 1948 was a part of the proposals laid out in the five-year plan formulated in 1946. The Mines Bill, the Industrial Disputes (Appellate Tribunal) Bill, the Labour Relations Bill and the Trade Unions Bill were introduced in the year 1949-50. The Industrial Disputes (Appellate Tribunal) Bill was passed into law in May 1950. The Employers' Liability Act, 1938, was amended in order to remove the ambiguity in the language of Section 3(d), so as to debar employers from pleading the doctrine of "common employment" insuits for compensation for injuries sustained by workmen. The Coal Mines Labour Welfare Fund Rules were amended so as to provide for the constitution of separate coalfields sub-committees in all major coal producing areas. The Fair Wages Bill was introduced during the year under review, while the Labour Relations and Trade Unions Bills, emerged from the Select Committee stage and are now before Parliament.

The Report indicates that more legislation is under preparation by the Ministry. The Government has decided to extend the Payment of Wages Act, 1936, to mines other than coal mines and the question of extending it to dock workers is still under consideration. Similarly, legislation under consideration includes bills to regulate conditions of work and welfare of employees in shops and commercial establishments and motor transport services, a bill to ensure safety of workers employed in the building industry, amendment of the Indian Dock Labourers Regulations of 1948 framed under the Indian Dock Labourers Act of 1934 so as to remove certain difficulties experienced in the actual administration of the Regulations and a Plantation Code to regulate working conditions in the plantations.

Other Statutes expected to be revised are the Workmen's Compensation Act of 1923, the Factories Act of 1948, the Employment of ~~W~~ Children Act of 1938 and the Payment of Wages Act of 1936. The question of having legislation for sweepers employed in Municipalities is under examination. The Industrial Statistics (Labour) Rules under the Industrial ~~Disputes~~ Statistics Act, 1942, are being finalised. The draft Model Industrial Statistics (Labour and Industrial Disputes) Rules were circulated to State Governments and to employers' and employees' organisations for comments. Amendments of the Industrial Statistics Act, 1942 are being considered. It is proposed to provide that instead of individual notices a general notice to the employers for submission of returns might be served. It is also proposed to provide that statistics in respect of all categories of labour might be statutorily collected.

Social security: (a) The Employees' State Insurance Scheme.- The Employees' State Insurance Scheme under the Employees' State Insurance Act, 1948, was expected to be brought into force, in the first instance, in Delhi and Kanpur. The Act applies to all perennial factories employing twenty or more persons and in any part of which a manufacturing process is being carried ~~out~~ on with the aid of power. The Act provides for medical benefit, disablement benefit and sickness benefit for all insured workers; for maternity benefit for all insured women workers and for dependents' benefit for ~~all~~ dependents of all insured workers who die as a result of an employment injury. When the scheme was about to be introduced in Kanpur, it was represented that the introduction of a scheme in Kanpur alone in the absence of simultaneous introduction in other industrial areas would put the industry in Kanpur at a disadvantage. The question was considered and an amendment of the Act in order to distribute the burden equitably over employers all over ~~the~~ India is under consideration.

(b) Coal Mines Provident Fund and Bonus Schemes.-

The schemes started under the Coal Mines Provident Fund and Bonus Scheme Act, 1948, continued to function satisfactorily. By the end of December 1950, about 275,000 colliery employees had joined the Fund and a sum of about 16,843,909 rupees had been contributed by the employers and employees. A sum of 14.7 million rupees was invested in National Savings Certificates and Government securities.

Minimum Wages.- The Central Advisory Board was constituted under Section 8 of the Minimum Wages Act, 1948. Draft proposals for fixing minimum rates of wages in respect of lowest category of workers in the ports of Madras, Bombay, Calcutta, Cochin; for C.P.W.D. work-charged and contract labour; for workers in Delhi Transport Service and Harness and Saddlery Factory, Kanpur, were published during the year under review and are expected to be finalised ~~and~~ and published before the 15 March, 1951. Draft proposals in respect of other categories of workers in the employments mentioned above and also in respect of the other Central Government undertakings covered by the Act are proposed to be published shortly. The employments in which minimum rates of wages under the Minimum Wages Act, 1948, have been fixed in different States are given below:-

- ✓ Madhya - Rice Mill, flour mill or dal mill, oil mill, and tobacco manufactory.
- ✓ Madhya Pradesh - Tobacco manufactory, public motor transport, oil mills, cement industry, potteries and glass industry.
- West Bengal - Rice mills and flour mills.
- ✓ Punjab - Oil mills, tea plantations, and inferior employees under local authorities.
- Bihar - Woollen carpet making or shawl weaving establishments, rice mill, flour mill or dal mill, bidi making manufactory, oil mills, road construction or in building operation, stone breaking or stone crushing, public motor transport, tanneries and leather manufactories.
- ✓ Ajmer - Tobacco manufactory.
- Delhi - Flour and dal mill.
- Andaman and Nicobar Islands - Timbering operations.

~~Ref~~ The Report states that the implementation of the Minimum Wages Act is far from complete. It will not be possible to fix minimum wages in agriculture and even some other employments before the expiry of the implementation period. The Government is considering the question of extending the period of implementation by another year or more.

Welfare.- The unexpended balance in the War Injuries Compensation Insurance Fund amounting to about 400,000 rupees is proposed to be spent for the benefit of workmen during the next year. For this purpose the welfare schemes have been formulated and necessary provision has been made in the budget for the next year. The Central Tea Board have agreed to allocate a sum of 400,000 rupees from their funds for ~~undertaking~~ undertaking welfare measures for Plantation labour. It was decided at the last Plantation conference that this amount might be utilised for the training of women in subjects like midwifery, sewing, knitting, etc., and of child workers through multipurpose centres. A post of Welfare Adviser in the Chief Labour Commissioner's organisation was created during the year under review in order to intensify the existing activities in the field of ~~the~~ labour welfare. Two posts of Welfare Officers for the same purpose have also been sanctioned with effect from the 1 March 1951.

The industrial employers were requested to observe the inauguration ceremony of the Republic Day and the third anniversary of the Independence Day, as additional paid holidays. The question of drawing up a list of holidays to be granted to the industrial employees during the course of a year is being examined.

The Chief Adviser Factories is conducting a survey of the health and hygiene problems of workers employed in the bichromate and electric accumulator factories. The work has just been completed in Bombay and Calcutta, and the survey party has proceeded to Mysore for continuing the work.

The Report mentions the various welfare activities, such as opening of indoor wards in hospitals, establishment of adult education centres, training of creche attendants, etc., of the Coal Mines Labour Welfare Fund and the Mica Mines Welfare Fund.

Industrial housing.- A sum of 10 million rupees for the industrial housing scheme had been provided in the Budget for 1950-51. This amount was advanced in the form of loans to the Governments of Bombay, Bihar, Orissa, Madhya Pradesh and Punjab as follows: Bombay - 6.5 million rupees. Bihar 500,000 rupees. Orissa - 1 million rupees. Madhya Pradesh - 1 million rupees. Punjab - 1 million rupees.

The Government of Bombay has almost completed the project of building 1,268 houses for the workers. The remaining four States have completed preliminary work on their projects. Some have already started the construction, while others are about to commence.

During the year under review the original scheme for the construction of 50,000 houses for workers in coal mines had to be abandoned due to increase in the cost of building material and labour and a new scheme was drawn up according to which a subsidy of 20 per cent of the cost of construction of houses would be paid to colliery owners who construct houses according to the plans and specifications of the Fund. The total number of houses constructed so far under the old arrangements is a little more than 1,600.

The question of providing improved houses to plantation workers was discussed at the third session of the Industrial Committee on Plantations held in November 1950. It was decided to adopt two-roomed housing standards both for plain and hill gardens in North India and single-roomed tenements for South India. It was also decided that the employers should construct houses at least for 8 per cent of their labour population every year. The total number of houses - including ~~pucca~~ pucca, semi-pucca and kacha houses - built so far in North and South India plantations is nearly 286,000 out of which about 25,000 were built during 1950-51. All the houses built recently were according to approved standards.

Industrial relations: (a) Labour Appellate Tribunal.- A Bench - consisting of a Chairman and a Member - of the Labour Appellate Tribunal was constituted during the year under review in order to hear appeals from the decisions of Industrial Tribunals and similar authorities all over the country. As the number of appeals from the States was quite large, three ~~were~~ more members were added later. The headquarters of the Tribunal are located at Calcutta with a Bench at Bombay.

(b) Labour disputes.- Although the number of disputes during the year 1 November 1949 to 31 October 1950 was much smaller than during the corresponding period of the previous year, the man-days lost were much greater as shown in the table below. This was due entirely to the Bombay Textile strike which accounted for a loss of 9,000,000 man-days.

	Number of disputes	Man-days lost
1 November 1949 to 31 October 1950.	1,016	13,244,114
1 November 1948 to 31 October 1949.	1,255	6,491,713

(c) All India Industrial (Bank Disputes) Tribunal.- The cases of more than 200 banks having branches in more than one State were referred to an ad hoc Industrial Tribunal for adjudication. Besides the main and final award, the Tribunal gave interim awards relating to grant of interim relief to employees, victimisation of employees, etc. Implementation of these awards is secured through the officers of the industrial relations machinery. Complaints of non-implementation are being pursued through them and prosecutions launched in established cases.

(d) Central Government's Industrial Tribunal at Dhanbad and Calcutta.- In all, 27 cases of industrial disputes in central sphere undertakings like coal and mica mines, major ports, railways and banking and insurance companies having branches in more than one State, were referred for adjudication to the standing Tribunals at Dhanbad and Calcutta.

The Central Labour Ministry assumed responsibility with effect from the 1 April 1950 for the administration of Central Labour laws in Part B States in so far as central sphere undertakings are concerned. The Chief Labour Commissioner's organisation has been strengthened by the addition of 2 Regional Labour Commissioners, 5 Conciliation Officers and 10 Labour Inspectors.

Rural Labour.- The Agricultural Labour Inquiry, which started in 1949, is likely to terminate its survey in 1951-52. The last stage of the inquiry, namely, the general family and intensive survey was in progress. The data collected is expected to be useful not only for the fixation of minimum wages, but also for the formulation of policy on rural housing, estimation of labour surpluses, development of rural and cottage industries and promoting employment among agricultural classes.

Plantations.- The question of abolition of kangani system was discussed at the third Session of Industrial Committee on Plantations and in accordance with the decision arrived at the session, the Madras Government arranged a tripartite meeting of workers', employers' and Government representatives in order to evolve a satisfactory scheme for early elimination of the system of recruitment through kangannies. The meeting did not however come to an agreed decision.

During the year a Committee was set up to enquire into the working conditions of the tea gardens in the Cachar District of Assam. A report has been submitted by the Committee and is under the consideration of the Government.

Employment and Training.- The Employment Exchanges in Part 'B' States came under the control of the Directorate General of Resettlement and Employment as a result of financial integration of these States with the Indian Union but the State Governments concerned continued to administer them on an agency basis. There were in all 122 Employment Exchanges functioning in the country at the end of December 1950.

The number of persons who sought employment assistance during the year under review was 1,210,358 as against 1,066,351 for the previous year and the number placed in employment was 331,193 as against 256,809 in the previous year. Of the number placed in employment 17,517 were the ex-servicemen, 29,657 displaced persons from Pakistan and the rest were of the other categories including discharged Government employees. Registration figure rose from 71,475 in January 1950 to 121,017 in July 1950.

Increased co-operation was received from the employers. The total number of employers utilising the organisation rose from 3,912 in January 1950 to 6,919 in July 1950. 64.4 per cent of the July figure consisted of private employers. The number of vacancies notified by employers also registered a steady rise from 24,494 in February 1950 to 43,078 in November 1950.

As regards the training of workers, the Adult Civilian Training Scheme replaced the old scheme for the training of ex-servicemen. The new scheme was designed to provide a steady flow of skilled workers for industry. Suitable training centres already functioning under the old scheme were remodelled to suit the demands of the new scheme which is being worked in co-operation with the State Governments. The scheme covers 63 training centres and embraces about 35 technical trades and 30 vocational trades. Candidates were selected through representative selection committees set up in various regions. Training is free. In addition, half the number of trainees are given a stipend of 25 rupees each per month. On the completion of training, trainees are examined by a competent board and the successful candidates are awarded certificates of craftsmanship. In addition to the 10,000 seats provided under the scheme more than 2,000 seats were also made available for displaced persons under a special arrangement with the Ministry of Rehabilitation. Furthermore, 500 seats were sanctioned for the training of apprentices in West Bengal.

At the end of 1950, 63 centres were functioning with 11,177 trainees on the rolls. Of these trainees, 338 were women learning special trades such as dyeing, embroidery, fruit preservation etc., at three institutes set up for them at Delhi, Dehra Dun and Madras respectively.

The Central training Institute for Instructors, admissions to which had been confined to instructors deputed from the Labour Ministry's own training centres and from State Governments, was thrown open, in July 1950, to the nominees of private industry as well as to candidates applying direct. State Governments' nominees were given training free of fees. The training fees for nominees of private industry and private candidates were fixed ~~at~~ at 10 rupees and 15 rupees per month respectively. A special course for the benefit of the nominees of private industry and private candidates was undertaken in the latter half of the year. Three batches of trainees completed their course at this Institute during the year, the total number passed out being 230.

In view of the need for economy in all branches of Government activities no programme of expansion has been included in the budget for 1951-52.

National and International Labour Conferences.-

Among the labour conferences convened under the auspices of the Labour Ministry, were the Indian Labour Conference, the Standing Labour Committee, the Standing Plantation Committee and the Labour Ministers' conference.

The report states that the Government of India continued to actively participate in the activities of the I.L.O. though in pursuance of the economy drive, the number of delegations and advisers deputed to various ILO conferences and committees was reduced to the barest minimum. The leader of the Indian delegation to the 33rd International Labour Conference was elected President of the Conference. India ratified two Conventions (89 and 90) relating to the night work of women and of young persons, respectively, employed in industrial undertakings. The number of I.L.O. Conventions ratified by India so far was thus been brought to 19.

(Report for 1950-51 issued by the Ministry of Labour, Government of India ).

CHAPTER 6. GENERAL RIGHTS OF WORKERS.

INDIA - MARCH 1951.

61. Civil and Political Rights of Workers.

Preventive Detention (Amendment) Act, 1951.

The Preventive Detention (Amendment) Bill, 1951 (vide pages 69-70 of the report of this Office for February 1951), as passed by the Parliament, received the assent of the President on 22 February 1951 and has been gazetted by as Act No. IV of 1951.

(The Gazette of India, Extraordinary, Part II, Section 1, dated 23 February 1951, pp. 43-46 ).

Assam: Bill to amend the Assam Maintenance of Public Order Act, 1947.

The Government of Assam has published on 21 February 1951, a Bill further to amend the Assam Maintenance of Public Order Act, 1947 (V of 1947).

The Bill seeks to make certain amendments to the Act in the light of the interpretations of various High Courts about the provisions regarding fundamental rights in the Constitution of India. The important provisions of this Bill are the deletion of the provision regarding Pre-censorship, deletion of the provisions regarding control of Essential Services which are now contained in the Industrial Disputes Act and the imposition of a limit on the powers of delegation under the Act. Other amendments are of a technical or of consequential nature.

(The Assam Gazette, Part V, dated 21 February 1951, pages 9-11 ).

63. Individual Contracts of Employment.

India - March 1951.

Industrial Employment (Standing Orders) Act, 1946:  
Railways exempted from the provisions of the Act.

In exercise of the powers conferred by section 14 of the Industrial Employment (Standing Orders) Act, 1942, and in supersession of the notification of the Government of India dated 29 January 1947 (vide page 5 of the report of this Office for February 1947), the Central Government has exempted the following railways from all the provisions of the Industrial Employment (Standing Orders) Act, 1942: (1) Assam Railway; (2) Bengal Nagpur Railway; (3) Bombay, Baroda and Central India Railway; (4) East India Railway; (5) Great Indian Peninsula Railway; (6) Madras and Southern Mahratta Railway; (7) East Punjab Railway; (8) Oudh Tihut Railway; (9) South Indian Railway; and (10) Bezwada section of the Nizam's State Railway Railway.

(Notification No.S.R.O.204(48) dated 12 February 1951, the Gazette of India, Part II, Section 3, dated 17 February, 1951, page 41 ).

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

India - March 1951.

Payment of Wages (Coal Mines) Rules, 1949:  
draft amendments.

The Central Government has published on 3 March 1951, the draft of certain amendments proposed to be made to the Payment of Wages (Coal Mines) Rules 1949 (vide page 57 of the report of this Office for August 1949). The draft amendments, among other things, seek to extend the rules to the payment of wages to persons employed either by the owner or by a contractor engaged by the owner in any mine to which the Indian Mines Act, 1923, applies. The draft amendments will be taken into consideration after 5 June 1951.

(The Gazette of India, Part II; Section 3, dated 3 March 1951, pages 350-351 ).

Assam: Payment of Wages Act, 1936, extended to Persons employed in Inland Steam Vessels.

By a notification dated 13 February 1951, the Government of Assam has, in exercise of the powers conferred <sup>under</sup> sub-section (5) of ~~the~~ section 1 of the Payment of Wages Act, 1936, extended the provisions of the Act to the payment of wages to all classes of persons employed in inland steam-vessel services.

(The Assam Gazette, Part II-A, dated 21 February 1951, page 318 ).

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66. Strike and Lockout Rights.

India - March 1951.

Madras: Sugar Industry declared Public Utility Service.

By a notification under the Industrial Disputes Act, 1947, published on 27 February 1951, the Government of Madras has declared the sugar industry in the State ~~for~~ to be a public utility service for the purposes of the Act for a period of six months from 5 March 1951.

(The Fort St. George Gazette, Part I, dated 27 February 1951, page 328 ).

U.P.: Hosiery Industry declared Public Utility Service.

In exercise of the powers conferred under the U.P. Industrial Disputes Act, 1947, the Government of the Uttar Pradesh has declared the hosiery industry and every undertaking connected with the manufacture or distribution of hosiery to be a public utility service for the purposes of the Act, for a period of six months from 1 March 1951.

(Government Gazette of the Uttar Pradesh, Part I, dated 24 February, 1951, pages 163-164 ).

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67. Conciliation and Arbitration.

India - March 1951.

Industrial Disputes (Central) Rules, 1947:  
draft amendments published.

By a notification dated 7 February 1951, the Central Government has published the draft of certain amendments to the Industrial Disputes (Central) Rules, 1947 (vide page 1 of the report of this Office for August 1947). The draft amendments ~~sha~~ seek to extend the Rules to all Part C States and to apply the rules in relation to disputes concerning a banking company or an insurance company in any Part A State and in relation to disputes concerning any industry carried on by or under the authority of the Central Government or by a railway company or major port, mine or oilfield in any Part A or Part B State other than the State of Jammu and Kashmir. The draft will be taken into consideration on or after 1 April 1951.

(The Gazette of India, Part II,  
Section 3, dated 17 February 1951,  
page 41 ).

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CHAPTER 8. MANPOWER PROBLEMS.

INDIA - MARCH 1951.

81. Labour Market Organisation.

Employment Exchanges: Working during February  
1951.

Employment situation.- According to the report of the Directorate-General of Employment and Exchanges for the month of February 1951, there was no marked change in the employment situation in India during the month ~~of~~ under review. A fall in the number of vacancies notified to exchanges in January influenced the placings in February. More vacancies ~~in January~~ ~~in February~~ were, however, notified in February. Fresh registrations of unemployed persons declined by over 12,000. The steady decline in the number of unemployed discharged Central Government employees continued. Only about 8,700 such persons were still without work. Of the Scheduled Caste applicants registered with exchanges during 1950, 41 per cent were found employment. The percentage of placings in respect of this category of employment-seeker was very much higher than that of any other.

The position in respect of shortages of skilled personnel did not show any marked change as compared with the previous month. Clerks, manual labourers and unskilled office workers, motor drivers, semi-skilled technicians and untrained teachers continued to be far in excess of demand all over India.

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

	February 1951	January 1951
Total number of registrations.	107,963	120,059
Total number of placings.....	32,978	34,631

Of these registered 9,307 were ex-Service personnel, 13,843 were displaced persons (including 6,785 from East Pakistan) and 3,509 discharged Government employees. There was a fall of 12,096 in registrations from the figure for January 1951. The fall was comparatively large in Bombay (3,328), Bihar (2,400), Punjab (2,155), West Bengal (1,340), Uttar Pradesh (1,334), Madhya Pradesh (1,043) and Hyderabad (699).

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Madras, Delhi, Ajmer and Rajasthan and Orissa Regions showed a slight increase in registrations during the month. ~~The~~ In Bombay Region almost all the Exchanges showed a fall in registrations. Lack of employment opportunities and lesser number of working days were generally stated to be the reasons for decline in ~~registrations~~ registrations.

Of those placed 3,377 were displaced persons (including 1,572 from East Pakistan), 1,559 were ex-service personnel and 1,165 discharged Government employees, 20,307 were placed with private employers and 12,671 in Union and State Government Departments. Placings during the month recorded a fall of 1,653 as compared with January 1951. Appreciable decrease in placings was recorded in Bombay (1,827), Delhi, Ajmer and Rajasthan (428), Bihar (378) and West Bengal (230). This decrease was generally reported to be due to the shorter working month. The Madras Region recorded an increase of 1,429 in placings over the previous month.

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

<u>Wage group: basic monthly pay</u>	<u>Number of placings</u>
Above 101 rupees .....	627
61 to 100 rupees .....	3,329
30 to 60 rupees .....	25,023
Below 30 rupees .....	3,999

Vacancies notified and submissions.- The number of vacancies notified by employers during February 1951 slightly increased, being 39,625 as compared with 39,282 during the previous month, i.e. a rise of 348. Of the vacancies notified 16,952 were by the Union and State Government Establishments and 22,673 by private employers. The former marked an increase of 2,065 while the latter recorded a fall of 1,722 as compared with the figures for January 1951. The increase in vacancies notified was marked in Assam (198), Madras (763), Punjab (248) and Uttar Pradesh (1,920). On the other hand, there was a fall in Bihar (690), Bombay (1,171), Delhi, Ajmer and Rajasthan (667) and Madhya Pradesh (146). The number of persons submitted to employers during February 1951 was 78,241 as compared with 80,343 during the previous month. Information received from employers during the month showed that 2,982 applicants had failed to report for interview without offering any satisfactory explanation, 1,137 had declined offers of appointment because pay offered was considered inadequate and 1,752 had declined for various other reasons.

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The number of employers who used the Exchanges during February was 6,011 as against 6,048 during January 1951. Of these, 52.9 per cent were private employers.

Employment of retrenched Government employees.- The Employment Exchanges registered 3,509 discharged Government employees during the month under review. Of these 2,350 were ex-Union Government employees and 1,159 ex-State Government employees. The corresponding figures relating to the previous month were 2,797 and 1,503. 765 discharged Union Government employees and 409 discharged State Government employees were re-employed through the Exchanges during the month.

Placing of women.- During the month 5,111 women applicants were registered against 4,571 in the previous month. The number of women placed during February 1951 was the highest ever recorded, being 3,460 as compared to 2,872 placed in January 1951. The general shortage of trained teachers, nurses and midwives continued. In some regions demands for telephone operators could not be met because women were generally unwilling to perform night duties. It was reported from Barrackpore region that the majority of the women registrants came from middle class families and lacked any sort of qualifications. It was, ~~was~~ therefore, difficult to find employment for them since although unskilled vacancies for household workers existed they were not willing to take up such duties.

Employment of highly qualified persons.- During the month under review, the Employment Exchanges placed 118 applicants possessing qualifications and experience of an administrative, executive, supervisory, managerial, higher technical, scientific or professional nature. In Calcutta three candidates were placed in posts carrying salaries of 300 rupees and above. The Kanur Exchange placed a candidate registered ~~at~~ at the Calcutta Exchange in a post carrying a salary of 300 rupees per month. The Sub-regional Exchange at Rohtak placed an applicant as a professor in a college on a monthly salary of 310 rupees. It was reported from Bombay that there was a surplus of administrative officers, electrical mechanics and engineers (mostly freshers), chemists, departmental managers, office superintendents, accountants, etc., amongst the highly qualified persons registered at that Exchange.

Work of mobile exchanges.- Mobile Sections continued to perform useful work during the month under review. Gorakhpur with 1,190 registrations and 993 placings, Vishakapatnam with 651 registrations and 515 placings, and Dhanbad with 474 registrations and 421 placings made good use of their

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Mobile Sections. The Mobile Section attached to the Sub-Regional Employment Exchanges, Ajmer, operated twice at Kishenghar and once in the Sambhar Salt Lake area and succeeded in effecting 295 placings. The Mobile Section of the Darjeeling Exchange operated for about 8 days in various parts of the ~~the~~ Sub-region and effected ~~for~~ 435 registrations and 298 placings against Class IV vacancies and as manual labourers for road repair work. The Mobile Section attached to Vijayawada registered 682 men and 1123 women and placed in employment 62 men and 138 women as labourers and tobacco-graders. Jaipur sent out its Mobile Section to Kotah, Deoli and other districts of the sub-region and effected 488 registrations and 162 placings.

Special investigations: resettlement of displaced persons from West ~~Bangal~~ Bengal in Railway vacancies in South India.— Early in the year reports were received from the Railway Board that the M. and S.M. Railway authorities were experiencing difficulties with the displaced persons ~~from~~ from Eastern Pakistan recruited through the Regional Employment Exchange, Calcutta, against the reserved quota of Class IV vacancies. A number of the displaced persons appeared to be dissatisfied with the work that they had been found and were generally unhappy and unwilling to remain in their jobs. The first impact of such a completely new environment had resulted in the desertion of as many as 101 of the new recruits from the M. and S.M. Railway and 83 from the S.I. Railway. With a view to investigating and preventing further desertions, an officer of the Organisation was sent on a special visit to South India. He was successful in receiving every assurance from Railway officers that displaced persons would be helped and that their grievances would be redressed as far as possible. He also met a large number of displaced persons and found out from them their personal ~~difficultities~~ difficulties. The interest taken by everybody concerned had the desired effect of preventing further desertions with the result that 801 displaced persons out of a total of 985 who were appointed in the M. and S.M. and S.I. Railways were still at their posts.

Employment assistance to scheduled caste applicants.— In view of the special responsibilities of Government for Scheduled Castes and Tribes, special statistical information is being collected in respect of them. Reports received show that during the year 1950, 1,09,246 Scheduled Caste applicants were registered at Employment Exchanges of whom 45,142 or 41.3 per cent were placed in employment. This percentage was much higher than that in respect of other applicants which was 26 per cent. Placings were notably large in Uttar Pradesh (28,230), Madras (5,640), and Bombay (2,922). Of the Scheduled Caste

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applicants registered at the Employment Exchanges in the Uttar Pradesh 65 per cent, were placed in employment. The number of Scheduled Caste applicants registered during the months of January and February 1951 was 23,154 and the number placed in employment 9,417. During the same period, only 545 vacancies meant specifically for Scheduled Caste applicants were notified to Employment Exchanges. At the end of February 1951, there were 23,868 Scheduled Caste applicants on the Live Registers of Exchanges, of whom, 1,152 were women.

General.- During the month Employment Exchanges were informed of the decision of the Directorate-General of Health Services to transfer the responsibility of resettling displaced medical and ancillary personnel to the Employment Service and the consequent special procedure to be followed in registering and rendering employment assistance to medical personnel.

A special meeting of the Regional Employment Advisory Committee, Delhi, was held during the month at which the question of putting into operation a modified scheme for the decasualisation of labour was considered. The Sub-Regional Employment Advisory Committees of Jorhat, Darjeeling and Allahabad also met during the month under review.

(Report on the Work ~~done~~ of the ~~Directorate-General~~ Directorate of Employment and Exchanges during the month of February 1951, issued by the Government of India ).

83. Vocational Training.

India - March 1951.

Labour Ministry's Training Schemes: Progress during January 1951.

Training of adult civilians.- According to the review of work done by the Directorate General of Resettlement and Employment during the month of January 1951, the number of trainees on the rolls of the various training institutes was 8,623 on 31 January 1951. Of those on the rolls, 6,463 persons were receiving training in technical trades and the rest in vocational trades.

Training of displaced persons.- Under the old training scheme for displaced persons, 21 persons were receiving training in Uttar Pradesh. In addition, 1969 displaced persons were undergoing training at the end of the month at the training institutes in the various States under the new training scheme against the sanctioned capacity of 2,122 seats. 6 displaced persons passed the prescribed trade tests, bringing the total number of displaced persons who had successfully completed training at the Labour Ministry's training institutes to 9,316.

Training of women.- A total number of 310 women were undergoing training at the end of the month at the three women's industrial training institutes at New Delhi, Dehra Dun and Madras. In addition, there were 16 women undergoing training at the Industrial Training Institute, Virajpet (Coorg), and 5 women at Industrial Training Centre, Christian School of Commerce, Lucknow.

Training of instructors and supervisors.- The total number of supervisors and instructors, undergoing training in the special and sixth regular session at the Central Training Institute for Instructors, Koni, was 48 and 104 respectively on 31 January 1951.

In addition to these categories of trainees, 205 primary school teachers were undergoing training in wood-work at the Industrial Training Institute, Aundh, under a special arrangement with the Government of Bombay.

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

85. Migration and Colonisation.

India - March 1951.

Care of Destitute Displaced Persons: Central  
Advisory Board Set up.

The Government of India has set up<sup>a</sup> Central Advisory Board for dealing with the question of the maintenance and care of the displaced persons from Western Pakistan classed as old, infirm, orphans and unattached women and their dependants. The Board consists of nine members with Mrs. Rameshwari Nehru as chairman and Mr. N. Sen, Deputy Secretary, Ministry of Rehabilitation as Secretary.

The functions of the Board will be advisory and recommendatory. It will deal, inter alia, with the following matters:- (i) the scales of rations, clothing and cash deles to be given to the inmates of Homes; (ii) the strength and location of Homes; (iii) policy relating to new admissions into Homes; (iv) amenities to be provided in Homes; (v) uniformity in administration and in the provision of medical, educational and other facilities; (vi) vocational training for and provision of suitable gainful employment to the inmates; (vii) co-ordination of production and marketing; (viii) dispersal from Homes and the grant of necessary financial assistance for the rehabilitation of those dispersed; and (ix) transfer of the inmates of Home from one State to another. The Board would have authority to make arrangements for the inspection of Homes for the old, infirm, etc., in the various States and for that purpose may employ Inspectorate staff.

The Board would have its headquarters in Delhi and would be maintained by the funds placed at its disposal by the Government of India in the Ministry of Rehabilitation.

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Tea Districts Emigrant Labour Rules, 1933:  
amended.

By a notification dated 16 February 1951 the Central Government has amended the Tea Districts Emigrant Labour Rules, 1933. The amendment extends the Rules to all Part A States and the Part C States of Ajmer, Coorg, Delhi and Vindhya Pradesh.

By another notification dated 1 March 1951, the Central Government has, in exercise of the powers conferred by the Tea Districts Emigrant Labour Act, 1932, declared that with effect from 1 May 1951, the merged areas in the State of Orissa shall be a controlled emigration area.

(Notification No. S.R.O.-245 dated 16 February 1951, the Gazette of India, Part II, Section 3, dated 24 February 1951, page 272; and Notification No. S.R.O.-330 dated 1 March 1951, the Gazette of India, Part II, Section 3, dated 10 March 1951, page 359 ).

92. Legislation.

India - March 1951.

Employers' Liability (Amendment) Act, 1951.

The Employers' Liability (Amendment) Bill, 1950 (vide pages 70-71 of the report of this Office for December 1950), as passed by the Parliament, received the assent of the President on 28 February 1951 and has been gazetted as Act No.V of 1951.

(The Gazette of India, Extraordinary, Part II, Section 1, dated 1 March 1951, page 47 ).

Assam: Bill to amend the Assam Maternity Benefit Act, 1944 (I of 1944) published.

The Government of Assam has published on 21 February 1951 a Bill to amend the Assam Maternity Benefit Act, 1944. Among other things, the Bill seeks to increase the rate of maternity benefit for women workers on plantations.

The Bill seeks to raise the prohibited period of employment of women workers on plantations from 4 weeks to 5 weeks after the day of delivery and the rate of maternity benefit to such workers is to be raised to 11 annas 6 pies a day during the prescribed period, in addition to the usual food concession. Such payments are to be made weekly. (The Act prohibits the employment of women during the 4 weeks immediately preceding the day of delivery and during the ~~for~~ 4 weeks following and grants~~for~~ to women workers employed on plantations maternity benefit at the rate of one rupee ~~per week~~ before and ~~rupees~~ 1 rupee and 4 annas after the delivery, but not less than 14 rupees in all.)

(The Assam Gazette, Part V, dated 21 February, 1951, pages 13-14 ).

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

The Chief Commissioner of Bilaspur (Simla Hills) has published the draft of the Bilaspur Employees' State Insurance (Medical Benefit) Rules, 1950, proposed ~~to~~ to be made under the Employees' State Insurance Act, 1948. These rules relate, among other things, to the provision of medical facilities under the Act, establishment of dispensaries and separate hospitals or beds, scale of medical benefit; it also prescribes the conditions of service of full-time insurance medical officers. The draft will be taken into consideration after 18 March 1951.

(The Gazette of India, Part III,  
Section 3, dated 3 March, 1951,  
pages 238-240 ).

Employees' State Insurance (Amendment) Bill, 1951,  
introduced in Parliament.

Mr. Jagjivan Ram, Minister for Labour, Government of India, introduced in Parliament on 19 March 1951, the Employees' State Insurance (Amendment) Bill, 1951, to amend the Employees' State Insurance Act, 1948.

The Statement of Objects and Reasons, appended to the Bill, declares that it was intended that the ~~sh~~ scheme should ~~be~~ implemented in the first instance in Delhi and Kanpur, but regional implementation of such schemes is always attended with certain practical difficulties. The principal difficulties are the rise in the cost of production and the diminution of the competitive capacity of industries located in those regions. The main objections of the employers centred round the former difficulty and those of the Uttar Pradesh Government emphasised the latter. The Central Government has considered those objections and is anxious to avoid any competitive handicap to any region. This may be best achieved by an equitable distribution of the employers' contributions, even where implementation is effected only in certain areas, among the employers in the whole country - employers in regions where the scheme is implemented paying slightly higher contributions. This will minimise the contribution leviable from the employers and spread the incidence of the cost of the scheme equitably. This Bill is primarily intended to achieve this object. Advantage has been taken of this opportunity to effect some other amendments to the Act which have been found necessary for rectifying certain defects and removing certain lacunae in the Act.

The Bill seeks to extend the Act to the whole of India except the State of Jammu and Kashmir. Sub-section (3) of section 1 of the Act does not permit of implementing the scheme directly in a part of State. Clause 2 of the Bill provides for such implementation. In order to avoid frequent elections and notifications arising out of the changes in the State Governments' nominees to the Standing Committee of the Employees' State Insurance Corporation, clause 5 of the Bill provides for notification by the Central Government of three State Governments whose representatives would automatically be on the Standing Committee. Clause 14 of the Bill liberalises the daily rate of maternity benefit. By this amendment the insured women would be entitled to the existing daily rate of 12 annas or the sickness rate whichever is the higher. Clause 15 of the Bill removes the power to determine rates of dependants' benefit in certain cases from the Workmen's Compensation Act Commissioner and vests it in the Employees' State Insurance Court. Similarly the ultimate responsibility

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for the other duties of Workmen's Compensation Act Commissioner is ~~being~~ shifted to the Employees' Insurance Court by other amendments in the Bill. A new self-contained chapter (chapter V-A)<sup>s</sup> proposed providing for the collection of employer's special contribution throughout the Union. The rate of the contribution which may be varied from time to time is to be fixed by the Central Government after two months' notice by notification. The rate of the contribution shall be higher in areas where the scheme applies than in other areas. The manner of and time within which the special contribution is to be paid would be notified by the Central Government. Consequential provisions fitting the employer's ~~own~~ special contribution into the ~~existing~~ scheme of the Act and other necessary provisions have been made in this Chapter. The Central Government is empowered to give directions or provide for such matters as may be necessary for the removal of any difficulty. The Chapter can be withdrawn from operation by the Central Government after giving three months' notice. Other amendments relate to the provision for the maintenance of records and furnishing of some additional information, provision to enable the Corporation and the Standing Committee to delegate to their officers such of their powers as they may think fit, provision intended to simplify calculation of ~~average~~ average daily wages, etc.

(Text of the Employees' State Insurance (Amendment) Bill, 1951, received in this Office ).

CHAPTER 11. INDUSTRIAL SAFETY.

INDIA - MARCH 1951.

111. Prevention of Accidents.

Draft Indian Electricity Rules published.

In exercise of the powers conferred under the Indian Electricity Act, 1910 and in supersession of the Indian Electricity Rules, 1937, the Central Electricity Board has published the draft of the Indian Electricity Rules, 1951. The Rules, inter alia, lay down safety precautions to be observed in the supply and use of electricity. The draft Rules would be taken for consideration after 31 May 1951.

(The Gazette of India, Part II-Section 3, Extraordinary, dated 17 February, 1951, pages 69-159 ).

CHAPTER 12. INDUSTRIAL COMMITTEES.

INDIA - MARCH 1951.

121. Special Information.

Third Session of the Industrial Committee on Coal Mining, Dhanbad, 28 and 29 March 1951 .

The third session of tripartite Industrial Committee on Coal Mining was held at Dhanbad on 28 and 29 March 1951. Items of the agenda before the meeting included: (1) action taken on the decisions of the previous meetings; (2) the activities of the Coal Mines Welfare Fund for the year 1949-50; (3) review of the work of Provident Fund and Bonus Schemes; (4) problem of surplus labour in coal mines including retrenchment; (5) different measures for improving production including piece rate work and production bonus; (6) footwear for coalminers; and (7) food grain and cloth concessions. Memoranda on the items of agenda, prepared by the Ministry of Labour, were placed before the meeting. The following is a brief summary of the memoranda.

I. Action taken on the decisions of the second session of the Committee.- The memorandum on this subject, ~~re~~ inter alia, reviews the action taken upon the decisions of the second session of the Committee held in September 1948, relating to labour management relations in coal mines, contract labour in coal mines and lead and lift rates payable to colliery labour in accordance with the recommendations of the Conciliation Board.

Labour - management relations in coal mines.- The Committee had come to the general conclusion at its second session that formation of works committees would be the most suitable means of promotion of labour management relations. Considerable progress has been made in the formation of works committees since the last session of the Committee. In January 1949 out of 760 coal mines 140 (or 18 per cent) had works committees. The corresponding figure on September 1950 was 216 or 28.42 per cent.

Contract labour.- It was agreed at the earlier session that the ultimate aim was abolition of the system but adequate provision had to be made against possible repercussions on labour. The matter is being actively pursued by Government and steps are being taken for the gradual change-over from contract to departmental working.

Lead and lift rates.- The Committee decided at the second session that a small committee should go into the whole question and it was agreed that the existing system would continue until the Committee submitted its report and Government took a decision in the matter. In accordance with this decision a committee was duly constituted but it was felt that proper time studies to assess the actual earning capacity of workers employed under conditions where lead and lift did not exist ~~ex~~ as against varying distances of lead and lift, were essential for a proper consideration of the problem. The studies were, therefore, undertaken by the Chief Inspector of Mines. The labour relations machinery had been asked to carry on negotiations between the parties for an agreement on the matter in the light of the results of the time studies.

II. Activities of the Coal Mines Labour Welfare Fund in 1949-50.- The memorandum on this subject is summarised at pages 60-64 of this report.

III: Review of work of Provident Fund and Bonus schemes.- The memorandum refers to the passing of the Coal Mines Provident Fund and Bonus Schemes Act, 1948 and states that in exercise of the powers conferred by the Act, the Central Government issued in December 1948 a Coal Mines Provident Fund Scheme which was applied initially to the coal mines in West Bengal and Bihar with effect from 10 October 1948. It was extended to the Coal mines in Assam and Talcher with effect from 1 January 1950, ~~the~~ and to those in Rewa and Korea from 1 April 1950. By an amendment passed by Parliament in December 1950, the Act has been ~~xxxx~~ extended to the Hyderabad State and with the passing of Part 'B' States (Laws) Act, 1950 Part 'B' States have also been brought within the purview of the Act. It is estimated that the total number of initial members of the Fund number about 300,000. Upto the end of December 1950 a sum of about 17.35 million rupees had accrued to the Fund. Of this a sum of 14.6 million rupees has been invested in the National Savings Certificates and Government Securities in consultation with the Ministry of Finance and the Reserve Bank of India. ~~India~~ In 1949-50 interest was paid to the members at the rate of 1 1/2 per cent. The rate of interest was increased to 2 per cent for 1950-51.

The memorandum states that 200 employers have not yet paid arrears of contributions nor submitted necessary returns, and 300 colliery owners have yet to pay the lump sum contributions. The collections of administrative charges at the current rate are also not adequate to meet the cost of administration. The suggestions of the Committee are therefore requested on: (i) methods for ensuring better compliance with the requirements of the scheme, and (ii) revision of the rate of administration charges.

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As regards the Bonus ~~scheme~~ scheme, the memorandum states that complete statistical data for a full assessment of the working of the scheme are not available since the necessary returns are being submitted only by about 50 per cent of the collieries in West Bengal, 30 per cent in Bihar and 60 per cent in other States. It may, however, be stated in general that 24 per cent of the workers employed in West Bengal and Bihar coal-fields received bonus for the year 1947. In 1948 the percentages in West Bengal and Bihar ~~are~~ were 33 and 40 respectively. In Madhya Pradesh and Orissa, the percentages were 50 and 40. For the subsequent years, the percentage of beneficiaries seems to have been maintained in West Bengal, Bihar and Madhya Pradesh while in Orissa it has gone up to 65.

The memorandum observes that the working of the bonus scheme has thrown up a number of issues to be tackled by the industrial relations machinery. As bonus is linked to attendance and wages, issues arising out of its non-payment practically involve all aspects of service terms and remuneration. The industrial relations machinery is often called upon to decide questions connected with eligibility for bonus, definition and conditions connected with its payment, applicability of the scheme to particular groups of workers, wilful non-implementation or delay in payment, and participation in illegal strikes. It seems advisable, the memorandum adds, to strengthen the hands of the industrial relations machinery by empowering its officers at regional level to exercise powers which are not vested in them at present. In course of the working of the scheme it has also been found that there is some duplication of work at the inspectorate level in regard to the examination of wage registers. It is, therefore, proposed that the Coal Mines Bonus Scheme should be suitably amended so as to leave the administration of the Bonus payments entirely in the hands of one organisation, preferably the Coal Mines Provident Fund Organisation. The memorandum suggests the amending of Section 4 of the Payment of Wages Act in regard to bonus. The apparent conflict therein in respect of bonus vis-a-vis a wage on the ground of time-lag and its legal implications has been encountered by other industries as well. Other suggestions made in the memorandum relate to the administration of the scheme (as to whether the administration of the bonus scheme can be entrusted to the Provident Fund Organisation) and the measures to be adopted for educating the workers in respects of the benefits and implications of the scheme.

IV. Surplus labour in collieries and retrenchment:- Food concessions.- In accordance with the decision of the 2nd session of the Industrial Committee on Coal Mining, a Committee called the Surplus Labour Enquiry Sub-Committee was constituted to go into the questions relating to retrenchment of labour, closing down of mines and absorption of surplus labour. The Committee enquired into the matter and submitted its recommendations. While holding the view that there was no appreciable influx of fresh labour into the coalfields, the Committee has endorsed the suggestion made by the industry that, as a safeguard against any future contingency, the various food concessions to the workers should be linked to the average output for piece-rated workers and to full attendance for time-rated workers. The Committee has also suggested for the Government's consideration the question of fixing a minimum standard of production or output per employee. The memorandum points out that there are a number of practical difficulties in linking food concessions to the average output. There are many factors affecting output and conditions which vary from mine to mine. It would, therefore, it states, be difficult to work out an average output to all collieries unless the average is unduly low. The matter is, however, still under consideration.

In view of the difficulty of relating the normal strength of workers in a colliery to the strength employed in any previous year on account of the prospect of mechanisation and other causes, the Committee has recommended that the question of fixing the normal strength of the colliery should be left to the discretion of the colliery in consultation with Works or Pit Committees consisting of representatives of both employers and labour.

Surplus labour.- The Committee after quoting facts and figures to disprove the allegation of existence of appreciable surplus labour in the coalfields has recommended that, should it be possible to overcome the general conservatism of labour as is manifest in their reluctance to change over from one colliery to another, a system of registration of surplus labour with the employment ~~exchanges~~ exchanges and of requisitioning the labour required by collieries from the exchanges should help to absorb the existing surplus labour. The memorandum states that while the recommendations that identity cards should be ~~established~~ issued to workers and that employment exchanges should be established are no doubt ideal arrangements, in the present financial circumstances, it is not considered feasible to establish more employment exchanges.

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The Committee recommended that until more employment exchanges are set up, the Joint Working Committee of the Employers' Association should maintain a list of employed surplus labour in the different collieries and arrange for their transfer in consultation with labour leaders, to other collieries in need of labour, the cost of transport being met by the collieries concerned by mutual agreement. Fresh outside labour should not be employed so long as available surplus labour has not yet been absorbed. The Joint Working Committee has declined to undertake this additional responsibility, but in view of the limited extent of surplus labour in collieries, this should appear to be the only practical course which can be adopted with advantage.

Retrenchment.- Dealing with retrenchment, the Committee has recommended that labour should be discharged strictly on the basis of seniority. Attempts to provide alternative employment in some other colliery should be made by the employers through the Joint Working Committee of their Associations and labour retrenched on the closing down of a colliery should have preference in future employment in that colliery. In the case of temporary closures ~~of~~ for periods of less than six months, the workers should have the right to resume duty on the re-opening of the mine. In the case of permanent closures or closures exceeding six months, the workers should get wages for the notice period, if they cease to work. Besides payment of wages for the notice period, the retrenched workers should be given railway fares to their homes, bonus and other dues.

The Committee has not made any recommendation regarding payment of retrenchment gratuity to workers. The memorandum considers it reasonable that the workers should be paid gratuity at the rate of 15 days' average pay for each year of service, six months or more being taken as a year. Payment of retrenchment benefit will be ~~in~~ in accordance with the provisions ~~including~~ included in the Labour Relations Bill. Pending enactment of this Bill, the memorandum recommends that employers should pay to workers gratuity at the rate ~~of~~ mentioned.

Surplus labour in railway collieries.- The problem of surplus labour in Railway Collieries was recently examined by the Railway Collieries Enquiry Committee which was constituted to enquire into the conditions of working of the railway collieries. Dealing with surplus labour, the Committee has reported that in railway collieries there has been employment in excess numbers ~~of~~ generally of underground and surface workers as compared to the number of coal-face workers. The Committee has recommended that a balanced labour force should be maintained at each colliery and that for every 100 workers employed in a particular colliery, 40 should be

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working at the coal-face. On this basis, the surplus labour at all the railway collieries would be a ~~little~~ little over 5000. As against the surplus, the deficit labour in a few railway collieries amounts to a ~~little~~ little over 600. The Enquiry Committee has recommended that the surplus labour should either be transferred to other collieries and if this is not possible, the workers should be retrenched. Workers who are surplus and who cannot be provided with suitable employment should, on being retrenched, be paid reasonable cash compensation or gratuity. While effecting retrenchment, seniority should be considered in each category of workers and junior employees should be transferred or retrenched. Lists of retrenched personnel should also be maintained and senior most of the retrenched employees offered re-employment when suitable vacancies occur. These recommendations of the Enquiry Committee have been accepted by Government. There have, however, been difficulties in giving effect to the scheme of retrenchment of surplus labour in the railway collieries. It has been possible to absorb the surplus labour in neighbouring collieries, and proposals to place them in employment in railway collieries in other coal-fields have not been welcomed by the workmen. Details of surplus personnel at Giridih have been reported to the District Employment Officer, Hazaribagh but no definite results have yet been obtained. In one case, the workers were prepared for a transfer to another provided work could be found for the womenfolk of the male workers. Added to the general reluctance on the part of workers to leave work in one coalfield and accept work in another, other factors which deter them are lack of suitable housing accommodation in the new place of employment and also disparity in the wage rates. As an instance, the wage rates at Kurasia (Madhya Pradesh) are not sufficiently attractive to draw labour from other collieries.

The memorandum notes that the problem of absorbing the colliery workers who are likely to be affected by the proposed scheme of retrenchment in the railway collieries is a pressing one. Private collieries are also likely to be faced with similar problems when they are to be closed down due to exhaustion or for financial and economic reasons.

~~Max~~

V. Measures to increase productivity.- The memorandum on this subject states that the problem of low productivity of labour in the coal mines has been a subject of common concern and anxiety and the need for increasing the output per manshift has long been felt. The Railway Collieries Enquiry Committee which has recently gone into the question has found that the output per manshift for all workers in the railway collieries has fallen considerably and is

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between 0.15 and 0.24 tons as against twice as much in 1939. The per ~~capita~~ capita output for all mines in India in 1937 was 131 tons and the corresponding figure for 1949 is only 94 tons. There is thus a clear need for adopting measures for ~~restoring~~ restoring this decline in productivity. While mechanisation of mines and improvement in organisation and working would go a long way in increasing productivity it is necessary also to devise methods which will provide incentive to greater efforts on the part of labour.

It has been suggested by way of providing such incentive that piece rates should be introduced for all workers as far as practicable. Suitable rates for the items of work may be calculated in such a way that a worker may earn a higher wage in return for a fair day's work than he at present receives on a daily rated basis. A further incentive to improved production may be given either in the form of a monthly bonus for a set target or a monthly prize for each class of piece-rated workers at each of the mines for the best average output per shift during the period. It is felt that certain types of work could best be done on the basis of small contracts. At present all workers except the miners are daily-rated and are paid on the basis of attendance without any relation to output. The memorandum expresses the opinion that the introduction of the piece-rate system which is linked with output, may be expected to improve raisings and suggests the following items of work as also certain other petty works could perhaps be put on piece-rates with advantage: (i) stone work, (ii) timbering, (iii) underground training-hauling tubs, (iv) manufacturing of tiles, (v) repairing of buildings and roads, and (vi) manufacturing of tubs.

VI. Supply of footwear for workers.- The second session of the Committee had set up two committees to go into the incidence of cost of footwear concessions, and the type of footwear suitable for miners. These Committees recommended that, to begin with, a few experiments be carried out in a limited number of mines, with approximately ten to fifteen per cent coal-cutters, loaders, trammers, machinemen, drillers and shofirers employed therein and that the experiment be financed by the Coal Mines Welfare Fund. To initiate the scheme, on a very conservative scale, the Government of India proposed that boots may be supplied only to ten percent of the underground workers of the categories of trammers, loaders and coal cutters in the Jharia and Raniganj coalfields. But it was found that even the number of skilled and unskilled labour of these categories in Jharia and Raniganj coalfields was 115,859, ten percent of which approximately came to 11,600. The cost of ~~which approximately~~ supplying boots to 11,600 workers would amount to

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220,400 rupees, the price of a pair of boots being estimated at 19 rupees. It was considered that the Coal Mines Welfare Fund cannot possibly finance this project in view of its various other commitments. Apart from this, expenditure of money from this Fund, for what is essentially a safety measure, is of doubtful propriety. The advantages of use of boots by the coal miners in avoiding accidents are recognised and it is proposed to explore the possibilities of meeting this need.

VII. Foodgrain and cloth concessions.- Every worker at present receives 2 seers 10 chhataks (5 pounds approximate) of basic food grains per week for himself and a similar quantity for each adult dependent and half the quantity for each child dependent. The price charged is 3 seers of rice per rupee and wheat at six annas per seer. Dal is issued at the rate of 6 seers per rupee to the extent of  $\frac{1}{4}$  of the basic rations of the family per week. In addition, the worker receives  $\frac{1}{4}$  seer of free rice per attendance and cash concessions at the rate of 3 annas and 6 pies per attendance for a worker without dependent, 4 annas and 6 pies for one with an adult dependent or child or children and 5 annas and 6 pies for one with an adult dependent and child or children. Certain collieries have also been supplying some articles of clothing, such as saris and dhoties to workers in the lower income group at concessional rates, such sales being limited to the annual issue of a fixed quantity per individual.

The question of continuance of the concessional supplies was considered by the Board of Conciliation (Colliery Dispute) and later by the Fact Finding Committee for Central Provinces and Berar and Assam. All the three favoured the continuance of the concessions. It was later discussed at the second session of the Industrial Committee on Coal Mining in September 1948 and also by a sub-committee appointed by the Government. The sub-committee, however, could not come to any unanimous conclusion and its report, which was only signed by the official members, was considered by the Standing Committee of the Legislature attached to the Ministry of Labour in April 1949. But decision on the subject was deferred. For some time past the colliery owners have been pressing for the conversion of the concessional supply of foodgrains into cash payment. The existing system, in their view, imposes an indefinite and ever increasing burden on the industry leading to increased cost of production and its working is a severe strain on the administrative staff. They complain of mal-practices such as perfunctory work, drawing of multiple rations by the workers and existence of a 'dependents racket'. The employers, therefore, pressing for commuting these concessions

into cash and relating some of them to production rather than to attendance. Colliery labour, on the other hand, has all along been opposed to any change in the present system mainly due to the apprehension that a change would nullify the accession to real wages that has been secured under the system. They are also opposed to any revision of this isolated item unless the whole question of their wages and earnings is reviewed afresh. The memorandum states that the Government of India is anxious to ensure smooth supply of essential commodities to workers and to maintain the level of real wages. And it is also willing to assist in the elimination of ~~many~~ mal-practices that might have grown up in the present system.

Proceedings of the meeting has not been received in this Office. Further details of the meeting would be included in our subsequent report.

(The Second Session of the Industrial Committee on Coal Mining was reported at pages 121-122 of the report of this Office for September 1948).

(Memoranda prepared by the Ministry of Labour in connection with the Third Session of the Industrial Committee on Coal Mining. Copies of these sent as Annexure (1211) to this Report ).

LIST OF THE PRINCIPAL LAWS PROMULGATED DURING  
MARCH 1951.

INDIA - MARCH 1951.

Chapter 5. Working Conditions and Living Standards

Part B States (Laws) Act, 1951 (No. III of 1951);  
The Gazette of India, Extraordinary; Part II-  
Section 1, 23 February 1951, pp. 13-42.

Chapter 6. General Rights of Workers

Preventive Detention (Amendment) Act, 1951  
(No. IV of 1951); The Gazette of India, Extraordi-  
nary, Part II-Section 1, 23 February 1951,  
pp. 43-46.

Chapter 9. Income Security

Employers' Liability (Amendment) Act, 1951  
(No. V of 1951); The Gazette of India, Extraordi-  
nary, Part II-Section 1, 1 March 1951, p. 47.

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

INDIA - MARCH 1951.

International and National Organisations

- (a) Hind Mazdoor Sabha: Second Annual Convention (Delhi, March 10-12, 1951). General Secretary's Report, pp.50 (sent as Annexure to this Report).
- (b) Second Annual Convention of the Hind Mazdoor Sabha held at Delhi from 10 to 12 March 1951; Presidential Address by Maniben Kara; pp.10 (sent as Annexure to this Report).
- (c) Presidential Address of Shri Tulsidas Kilachand at the Twenty-fourth Annual Session of the Federation of Indian Chambers of Commerce and Industry held on Saturday the 31 March 1951, at New Delhi, pp.20 (sent as Annexure to this Report).

Economic Questions

- (a) Government of India: Ministry of Railways (Railway Board): Report by Railway Board on Indian Railways for 1949-1950, Vol.1; published by Manager of Publications, Delhi, pp.117.
- (b) Explanatory Memorandum on Railway Budget 1951-1952, pp.64.
- (c) Government of India: Ministry of Railways: Speech of Hon'ble Sri Gopaldaswamy Iyengar introducing Railway Budget for 1951-52 on 22 February 1951, pp.37.
- (d) Speech of Hon'ble Dr. Gopichand Bhargawa, Chief Minister, Punjab, introducing the Budget Estimate for year 1951-1952 in the Punjab Legislative Assembly at Simla on 13 March 1951, pp.16.
- (e) Government of Punjab Budget 1951-1952 with detailed Statements of Estimates of Revenue and Expenditure, presented Punjab Legislative Assembly by order of His Excellency the Governor of Punjab, pp.658.

Working Conditions and Living Standards

- (a) Annual Report on the Working of the District Emigrant Labour Act (XXII of 1932) for year ending the 30-9-1949, 1951, pp.36 (sent as annexure to this Report).
  - (b) Welfare of the Coal ~~Miner~~ Miner: Activities of the Coal Mines Labour Welfare Fund, 1949-1950, pp.46. Report on the Work of the Ministry of Labour, 1950-1951, pp.17 (sent as annexure to this Report).
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*M. A. H.*

13. Press and Opinion - India - March 1951.

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- 4. MAY 1951

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During March 1951 two Press Communiqués relating to (a) the third session of ILO Building Committee; and (b) the 114th Session of ILO Governing Body were issued by this Office.

During the month ILO News Service Vol. III, No. 3 and its Hindi and Urdu versions were also issued (131, 132 and 133).

In addition to the attached clippings the following references to the work of the ILO also appeared in Indian journals received in this Office during the month.

1. The October 1950 issue of the Labour Bulletin publishes extracts from ILO News Service (No. 9/50, New Delhi) regarding the holding of the ILO's Committee on Work on Plantations.

2. The December 1950 issue of the Mysore Labour Gazette contains an article on apprentice training by the Assistant Director, Employment Exchanges, Bangalore. The article makes incidental references to the ILO.

3. The January 1951 issue of the Mysore Labour Gazette contains extracts from the Quarterly Memorandum on the Activities of the Department of Labour for the Quarter ending 31 December 1950. The memorandum mentions that during the quarter comments on various subjects were furnished to the Government; among the subjects are listed the resolution of the second session of the ILO's Committee on Chemical Industries, resolution on labour inspection adopted by the ILO's Asian Regional Conference, etc.

4. The same issue of the Gazette publishes an extract from the Ottawa Labour Gazette regarding the question of minimum wage - fixing machinery in agriculture which was discussed at the 33rd session of the International Labour Conference

5. The same issue of the Gazette <sup>contains extract</sup> contains from ILO News Service (Vol. III, No. 1, New Delhi) regarding the ILO's Asian Technical Conference on Co-operation.

6. Labour Gazette, January 1951, publishes the ILO Director-General's message for 1951.

7. The same issue of the Gazette publishes extracts from the presidential address of Mr. V.K.R. Menon, Secretary, Ministry of Labour, to the first session of the ILO's Committee on Work on Plantations.
8. The Industrial Bulletin No. 32, issued by the Employers' ~~Association~~ Federation of India, publishes statistics of unemployment during 1950 in various countries surveyed by the ILO.
9. INTUC Bulletin, Vol. 1, No. 8, dated March 1951, contains a short note on the Third Session of the ILO's Building, Civil Engineering and Public Works Committee.
10. The 18th March 1951 issue of the Mazdoor Avaz contains a short note regarding the Fourth Session of the ILO's Coal Mines Committee scheduled to be held in May 1951.
11. The Worker, dated 25 March 1951 contains an article on the trade union situation in Iran; the article is based on the ILO publication: 'Labour Conditions in the Oil Industry in Iran' (NS 24).

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The Hindustan Times,  
New Delhi, 27.2.1957.

**I.L.O. COMMITTEE FOR  
CONSTRUCTION INDUSTRY**

GENEVA Feb. 25.—Housing is still a major world problem, according to the 19-nation I.L.O.'s Committee for the construction industry.

The Committee, ending a two-week session here yesterday, declared: "Immediate plans for the most effective use of raw materials and manpower should be drawn up and carried out in full agreement between Governments, employers and workers' organizations."

It called for an increase in technical assistance to under-developed countries  
—P.T.I.-Reuter

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The Hindustan Times,  
New Delhi, 4.3.1957.

### NEWS BRIEFS

**I.L.O. TECHNICAL AID:** The International Labour Organization is working on 59 projects of technical aid to underdeveloped countries. The projects originated in requests from Governments in Asia, the Near and Middle East, Latin America and Africa. They range from manpower and labour legislation to social security and industrial problems. Work has already begun on a number of projects. Others will be launched shortly, and still more are in the planning stage. Mr David A. Morse, Director-General of the Organization, declared in a report prepared for the 114th session of the governing body, commencing at Geneva on March 6.—P.T.I.—Reuter.



March  
1951

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 **EMPLOYMENT**  
news

## I.L.O.'s Increased Activity in Asia

### A review of work during 1950

**G**REATER attention to the needs of Asia was an important feature of the activities of the International Labour Organisation during the year 1950. Four major meetings of the Organisation were held in Asia to consider problems of special urgency to the region. The year saw the admission of two more Asian countries,—Indonesia and Viet Nam, into the I. L. O., carrying the total membership of the Organisation to 62 states, the highest in its 31 years' history.

#### Regional Conference

The year opened with the Asian Regional Conference of the I. L. O. which was held in Ceylon. Delegates from Afghanistan, Australia, Burma, Cambodia, Ceylon, France, Hong Kong, India, Laos, the Federation of Malaya, the Netherlands, New Zealand, Pakistan, the Philippines, Singapore, the United Kingdom, the Republic of the United States of Indonesia, Viet Nam, as well as observer delegates from Japan and the United States participated in the proceedings of the conference.

The conference surveyed social policy in Asian countries in connection with industrial relations, social security, conditions of work, wage policy, welfare of women and young workers, industrial safety and health, housing and maritime employment; and reviewed action of the I. L. O. in Asia in implementation of the resolutions adopted by the Preparatory Conference held in New Delhi in 1947, and the possibilities of the new expanded programme of technical assistance for economic development. The conference gave more detailed study to the question of labour inspection, workers' welfare, development of the co-operative movement, agricultural wages and incomes of primary producers, and the organisation of manpower in Asian countries.

#### Conference on Co-operation

Following the recommendations of the Ceylon conference, the organisation's Asian Technical Conference

on Co-operation was held in Karachi in December. Delegates from 11 countries and observers from Japan, United States and the F. A. O. participated in the Conference.

The Conference recommended a series of steps to be taken by the governments and by the I. L. O. for promoting co-operative organisation in Asia. These emphasised, in particular, the need for co-operative training and education, the organisation of cottage industries and the establishment of inter co-operative relations. The Conference reached agreement on the advisability of setting up national co-operative councils or committees for the development of the movement. It also proposed that the I. L. O. should, upon invitation from Governments, send co-operative experts to assist in the making of periodical surveys and recommendations.

Another meeting of considerable importance to Asia was the first session of the I. L. O.'s Committee on Plantations, held in Indonesia under the chairmanship of India's Labour Secretary, Mr. V. K. R. Menon. The committee adopted a series of recommendations aimed at improving the living and working conditions of plantation workers throughout the world. It also recommended further studies by the office of the questions of wages, recruitment procedures, cheap housing, health, nutrition, and social security and the conditions of clerical and monthly-paid plantation workers.

#### Asian Advisory Committee

An important development in connection with the extension of the organization's regional activities was the formation of an Asian Advisory Committee. This body held its first meeting at Geneva, in June, and met again at Bandung (Indonesia) in December. The meeting, discussed, *inter alia*, the need for extending technical assistance to Asian countries, and recommended that Asian governments should be informed of the fields in which the I. L. O. could render such assistance. In the field of training, it was agreed that in the present circumstances the primary need of Asian countries was the development of techniques for training the largest number of workers in the shortest possible time. The committee further approved the issue of a compendium of labour laws in Asia. This 1,500 page volume listing 120 important labour laws in various Asian countries is expected to be published during this year by the Indian branch of the I. L. O.

Another important recommendation of the Advisory Committee was that Asian representation on the I. L. O. should be adequately strengthened. The Committee also discussed preliminary papers prepared by the office on wages policy and housing in Asian countries and recommended that these questions be included in the agenda of the next session of the Asian Regional Conference. Other questions recommended for inclusion in the agenda are the protection of children and young workers, special problems of employment service organisation, conditions of work of agricultural workers and share croppers and protection of workers engaged in handicrafts and cottage industries.

Action on the various recommendations of the Advisory Committee will be taken by the Governing Body.

#### Asian Field Office

During the year, the first of a series of regional training programmes by the ILO's Asian Field Office on Technical Training

#### I.L.O.'s increased activity in Asia

(Continued from page 6)

at Bangalore, were conducted for the benefit of national Government officials in Asia. The three training programmes, organised on a regional basis, were on the subjects of

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### I.L.O.'s increased activity in Asia

(Continued from page 6)-

at Bangalore, were conducted for the benefit of national Government officials in Asia. The three training programmes, organised on a regional basis, were on the subjects of "Organisation and Administration of National Vocational Training," "Organisation and Administration of Apprenticeship," and "Organisation and Administration of Vocational Instructor Training." Institutes on the T.W.I. system of training were conducted on a national basis in Ceylon, India and Pakistan—(From the I.L.O. News Service, New Delhi).

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Indian News Chronicle,  
Delhi, 19.3.1957.

ment of compensation:  
DR. R.N. SAKSENA  
TO ATTEND WORLD  
MARITIME CONGRESS  
DEHRA/DUN, March 17.—Dr. R.N. Saksena, Principal, D.A.V. College, Dehra Dun, will represent India at the World Maritime Congress to be held under the auspices of I.L.O. at Geneva in May next.  
Dr Saksena is an authority on Indian dock labour and Indian social problems. Last year he attended the International Crime Congress at Paris.

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## Textile Committee of the International Labour Organization

### Work of the First Two Sessions

THE Textile Committee is one of eight tripartite committees set up by the International Labour Organization to study social and labour problems of the world's leading industries, as well as their economic background, and to recommend solutions for these problems. It is the only international body in which representatives of Governments, employers and workers meet together to propose plans to raise the employment and living standards of textile workers.

#### Membership

The member countries of the committee are Argentina, Australia, Belgium, Brazil, Canada, China, Czechoslovakia, Egypt, Denmark, Finland, France, India, Italy, Mexico, the Netherlands, Norway, Peru, Poland, Sweden, Switzerland, the United Kingdom and the United States.

The delegations to the Committee's meetings comprise two representatives of the Government, two of the employers and two of the workers. The employer and worker delegates are selected by the Government in agreement with the employers' and workers' organizations having a "substantial membership" in the industry. The Committee also includes a tripartite delegation representing the Governing Body of the I.L.O.

The Textile Committee held its first session at Brussels in November, 1946,\* and its second session at Geneva in October-November, 1948†. The resolutions adopted by those sessions are summarized below.

#### First Session, 1946

1. *Working conditions and welfare.*—Asserted that working conditions and welfare facilities in the industry must be improved, and requested the International Labour Office to urge the implementation of a policy designed to achieve these ends at the earliest possible date.

2. *Joint Committee on Health, Welfare and Safety.*—Recommended that elected joint committees of workers and employers should be established in all textile undertakings to promote health, welfare and safety. It noted that in the

\* Please see *Indian Textile Journal*, January 1948.  
† " " " " February 1949.

elections, regard should be paid to the number of women employed.

3. *Social security.*—Recorded the Committee as favouring the extension of global social security, protection against unemployment, sickness, maternity and accident risks, and of establishing retirement or old-age pensions. It requested the International Labour Office to study the question and to recommend ways and means of extending social security to all countries.

4. *Holidays with pay.*—Called for at least two weeks' paid holiday after a suitable length of service. It also stated that payment for other public holidays not already paid for should be the subject of negotiation.

5. *Enquiries to be undertaken by the I.L.O.*—Requested the International Labour Office to undertake the following studies on the textile industry: (a) recruitment and training, (b) wages, (c) industrial relations, (d) working conditions affecting the health of the workers, (e) international agreements, and (f) unfair competition.

6. *Full employment.*—Emphasized the need for planning in the industry to ensure textile workers full employment.

7. *Production.*—Appealed to Governments, workers and employers to increase production to end the serious shortage of all types of textiles.

8. *Working hours.*—Agreed that a 40-hour week in the industry is ultimately inevitable and stated that Governments should inform the International Labour Office concerning their attitudes towards the early ratification of the I.L.O. Convention adopted in 1937 which called for a 40-hour week in the industry.

9. *Guaranteed weekly wage.*—Requested that Governments be urged to recommend to employers' and workers' organizations in the industry to negotiate the question of a guaranteed adequate minimum weekly wage for each textile worker. Requested Governments to support international policies with this objective in view and to inform the Committee concerning their position on the question.

10. *Increase of wages and equal pay for equal work.*—Considered that wages in the industry should be comparable with those paid in industry generally for work requiring similar skill and effort. The resolution also requested Governments to define their attitude to the principle of equal pay for equal work.

11. *Recruitment and training.*—Stated that the industry must be made attractive to recruits by the payment of suitable wages, security of employment, good conditions and promotion by merit to managerial and executive positions. It noted that workers should be given an opportunity to improve their technical skills.

12. *Development of the textile industry in Germany and Japan.*—The resolution stated "the Committee fears the danger of unfair competition from Germany and Japan, whether because of inadequate labour standards or dumping of for

any other reason." It called on the international agencies concerned to study the problem and to take appropriate action to help the threatened countries in maintaining the stability of their industry. It insisted "that the Japanese and German textile economies shall be based upon a policy of ensuring to textile workers in both countries wages, earnings, hours and other employment conditions calculated to ensure a minimum living wage, and that the principle of collective bargaining be fostered and encouraged."

The Committee also adopted a general statement which requested that the attention of Governments and of the specialized agencies of the United Nations be drawn to the shortage of textile machinery and equipment. It also asked that the attention of Governments be drawn to the need for giving special consideration, in co-operation with employers' and workers' organizations, to the question of recruitment and training of personnel in drawing up and carrying out their man-power programmes.

#### Resolutions of the Second Session, 1948

1. *Vocational training.*—Recommended that vocational training should be organized in a systematic and adequate manner in the industry. It laid down detailed standards concerning technical education, apprenticeship, training of semi-skilled workers, and adult workers, teaching problems, and international co-operation.

2. *Recruitment of man-power.*—Recommended that a systematic man-power policy should be drawn up which would take into account the special needs of the industry, the interests of the workers and of the national economy. It laid down general principles concerning methods of remuneration, working conditions, social services, vocational guidance of juveniles, recruitment of women and foreign workers, and methods of recruitment.

3. *Welfare facilities.*—Recommended that women should be closely associated with the welfare facilities in factories where they form a large part of the working force. The resolution proposed that factories employing over 250 workers should have one canteen or more; that in those employing less than 250 workers, the management should try to organize a joint canteen with neighbouring factories; that all factories should provide a mess room with at least facilities for warming food; and that employers should submit plans for the canteens to the competent authorities. It also proposed the establishment, where necessary, of suitable facilities for children under the age of six of women workers, and for seating accommodation in every factory.

4. *Recruitment and working conditions of workers living in frontier regions.*—Invited the Governing Body of the International Labour Office to study the possibility of preparing a draft international convention on frontier workers covering recruitment, hiring, the right to work, remuneration, existence, trade union rights, and the application of social security legislation. Meanwhile it invited Governments to conclude bilateral agreements on the above questions.

5. *Industrial relations.*—Expressed the hope that Governments will ratify without delay the I.L.O. convention adopted in 1948 on freedom of

association and the protection of the right to organize.

6. *Disparities in wages in various countries.*—Requested the International Labour Office to study (a) disparities in wages between the various countries engaged in textiles, and (b) real wages having regard to the cost of living in those countries.

7. *Textile industry in Japan.*—Invited the Governing Body of the I.L.O. (a) to ask the Japanese Government to communicate the Committee's decisions to the employers' and workers' organizations in Japan, (b) to secure additional information upon present labour legislation and labour practices in the Japanese textile industry, and (c) to consider inviting Japan to send a tripartite observer delegation to the Committee's next session.

8. *Safety.*—Invited the International Labour Office to prepare a report on safety questions in the industry not already covered by the *Model Code of Safety Regulations for Industrial Establishments for the Guidance of Governments and Industry*, and to submit recommendations on the question to the Committee's next session.

9. *Health of workers.*—Invited the International Labour Office to undertake a study on (a) occupational diseases in the industry, and (b) methods of reducing noises in textile factories.

10. *Maternity protection.*—Invited the Governing Body of the I.L.O. to consider the revision of the maternity protection conventions adopted in 1919.

### Australian Cotton Textile Industry

(Concluded from page 275)

Present prices of Australian single cotton yarns range from about 60d. to 80d. per lb. according to count. Steadily rising raw cotton prices in world markets will mean considerably higher yarn prices in the near future.

Supplies of cotton yarn from Australian spinners are short at present, mainly because of the shortage of labour in spinning mills.

The total Australian production of cotton yarn in 1948-49 (27 million lbs.) used about 31 million lbs. of raw cotton. This compares with a total usage of 14.1 million lbs. in 1938-39. It is estimated that if all cotton spinning mills were working at full capacity, based on two 40-hour shifts per week, total raw cotton requirements might be in the vicinity of 70 or 80 million lbs. per annum.

Practically all of Australia's requirements of raw cotton are now imported. Pre-war, locally grown cotton averaged about 6 million lbs. per year, while imports were about 12 million lbs. In 1949-50 Australian-grown raw cotton was only about .5 million lbs.

# NEWS SERVICE

Issued in English, Hindi and Urdu by the International Labour Office, New Delhi.

Vol. III No. 3.

20 March 1951.

## 114th Session of ILO Governing Body

The 114th Session of the Governing Body of the ILO was held at Geneva from 6 to 10 March 1951.

India was represented at this session by Mr. K.N. Subramanian, Joint Secretary, Ministry of Labour and Mr. M.A. Master (employers').

Mr. Aftab Ali of Pakistan is a member of the Governing Body in the workers' group and Mr. Ghulamali Allana is an employers' substitute member.

The Governing Body decided to ask Governments to explain the difficulties which may be preventing or delaying their ratification of the 1948 ILO Convention guaranteeing freedom of association and protection of the right to organise. The Convention has been ratified to date by nine member countries.

At the same time it was agreed to ask Governments to supply similar reports on a 1947 Convention on the subject of freedom of association in non-metropolitan territories and on a 1949 Convention establishing minimum standards governing the treatment of migrants for employment.

The Governing Body gave its general approval to a plan designed to bring more of the ILO's member-countries into association with the work of the Governing Body. This plan would involve an increase in the number of deputy members of the groups and thus make it possible to associate nationals of a larger number of countries with the Governing Body's activities. The Governing Body is now composed of 32 members. Sixteen of these represent Governments, eight represent employers and eight represent workers.

The Governing Body decided to refer to its Technical Assistance and Manpower Committees a number of proposals for the development of the ILO's work in Asia. These proposals were advanced by the ILO's Asian Advisory Committee at its meeting at Bandung, Indonesia, held in December 1950.

The Governing Body approved of the principle of State aid to assist in the development of the co-operative movement in Asia. The question arose over a recommendation made by the ILO's Asian Technical Conference on Co-operation at its first meeting held in Karachi in December 1950.

The recommendation declared that governmental action should be intensified for the development of co-operation in Asia. It suggested that this could be done by "the provision of State grants, State credits, or credits guaranteed by the State, by the supply of loans for equipment,

by the grant of certain fiscal privileges, and by the allocation of priorities in the procurement and distribution of essential commodities.

The meeting gave its general approval to a series of proposals made by a committee of experts which recently surveyed the work of the International Labour Office in the sphere of occupational health and safety. The committee considered that occupational health and safety should be treated as aspects of the same problem, and that the Office's programme in this field should be practical and must apply directly to the needs of the member countries, employers and workers.

The meeting voiced its warm approval of a report on the recent meeting at La Paz, Bolivia, of the ILO's Committee of Experts on Indigenous Labour. In doing so it authorised the Director-General of the I.L.O. to take necessary action to implement the various recommendations made by the experts for the extension of the ILO's work in behalf of indigenous populations. It will be remembered that Shri Narayanji (India) was a Vice-chairman of this Committee.

The meeting also approved proposals for a budget of \$ 6,196,922 to finance the ILO's operations in 1952. This recommendation will now go for approval before the International Labour Conference to be held in June 1951.

#### Third Session of ILO Building Committee

The I.L.O.'s Building, Civil Engineering and Public Works Committee, at its third session held in Geneva from 13 to 23 February 1951, urged that immediate plans for the most effective use of raw materials and manpower should be drawn up and carried out in full agreement between Governments, employers' and workers' organisations for housing programmes. It also called for an increase in technical assistance to underdeveloped countries "in view of the precarious position in the field of housing" existing in these countries.

The Committee approved a list of standard facilities which it recommended to employers as a guide in furnishing facilities and amenities for workers on construction sites.

The Committee expressed its concern lest a lack of skilled workers should reduce the world supply of timber. It said this problem could be solved "by providing suitable training and by making the production of timber more attractive as an occupation".

Finally it recommended measures for ending seasonal unemployment in the industry.

#### Cost of Living Rises in 25 Countries during 1950 ILO Survey

The cost of living, during 1950, rose in 25 countries, dropped in six, and remained unchanged in two, according to figures published by the International Labour Office. The figures are based on statistics received from 33 countries.

Countries where living costs increased in November or December 1950, compared with corresponding periods in 1949 included: Australia, 12 per cent;

Living  
twelve months  
Germany, 3 per  
per cent,

national... and safety.  
The committee considered that occupational health and safety should be treated as aspects of the same problem, and that the Office's programme in this field should be practical and must apply directly to the needs of the member countries, employers and workers.

The meeting voiced its warm approval of a report on the recent meeting at La Paz, Bolivia, of the ILO's Committee of Experts on Indigenous Labour. In doing so it authorised the Director-General of the I.L.O. to take necessary action to implement the various recommendations made by the experts for the extension of the ILO's work in behalf of indigenous populations. It will be remembered that Shri Narayanji (India) was a Vice-chairman of this Committee.

The meeting also approved proposals for a budget of \$ 6,196,922 to finance the ILO's operations in 1952. This recommendation will now go for approval before the International Labour Conference to be held in June 1951.

### Third Session of ILO Building Committee

The I.L.O.'s Building, Civil Engineering and Public Works Committee, at its third session held in Geneva from 13 to 23 February 1951, urged that immediate plans for the most effective use of raw materials and manpower should be drawn up and carried out in full agreement between Governments, employers' and workers' organisations for housing programmes. It also called for an increase in technical assistance to underdeveloped countries "in view of the precarious position in the field of housing" existing in these countries.

The Committee approved a list of standard facilities which it recommended to employers as a guide in furnishing facilities and amenities for workers on construction sites.

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Countries where living costs increased in November or December 1950, compared with corresponding periods in 1949 included: Australia, 12 per cent; Austria, 7 per cent; Belgium, 2 per cent; Canada, 6 per cent; Ceylon, 3 per cent; Chile, 17 per cent; Dominican Republic, 6 per cent; Egypt, 9 per cent; Finland, 21 per cent; France (Paris), 12 per cent; Greece, 14 per cent; Hawaii, 2 per cent; Italy, 5 per cent; Luxembourg, 4 per cent; Malaya, 16 per cent; Mexico, 7 per cent; Netherlands, 13 per cent; Northern Rhodesia, 4 per cent; Norway, 12 per cent; Southern Rhodesia, 4 per cent; South Africa, 6 per cent; Sweden, 6 per cent; United Kingdom, 4 per cent; United States, 6 per cent; and Viet Nam, 9 per cent.

Location of certain  
commodities  
sales made  
Inter-

Living costs decreased in November or December of 1950 compared with twelve months earlier in the following countries: Burma, 8 per cent; Western Germany, 3 per cent; Iran, 17 per cent; Portugal, 2 per cent; Sudan, 14 per cent; and Turkey, 7 per cent.

The index for Ireland and Switzerland showed no change.

#### Indian Cottage Industries Expert to join ILO

Mr. V.R. Chitra, former Cottage Industries Expert to the Government of India, who has been with the E.C.A.F.E. for the last four months, has been appointed by the I.L.O. as its expert under the Technical Assistance Scheme to develop Cottage Industries in Burma and other countries in South East Asia.

#### ILO's Technical Aid Projects for Underdeveloped Countries

The Director-General of the ILO has announced that the Office is now at work on a total of 59 projects as part of its contribution to the United Nations-Specialised Agencies Expanded Programme of Technical Assistance for the Economic Development of Underdeveloped countries.

Work has already begun on a number of these projects, others will be launched shortly, while others are still in the planning stage.

The projects originated in requests from governments in Asia, the Near and Middle East, Latin America and Africa. Twenty-nine of these requests were addressed directly to the ILO. The remainder were addressed to other organisations participating in the programme but the ILO will co-operate in carrying them out. The requests cover practically all fields of activity falling within the ILO's competence.

Those from Asia are for assistance on problems concerning amongst others, manpower, co-operation, women and young workers, social security, and labour legislation. Requests from the Near and Middle East ask for help on social security, co-operation, conditions of work, manpower, women and young workers, agriculture, industrial hygiene, industrial safety, economics.

The schemes for Pakistan relate to vocational training, employment services, training centres, research workshops and technical information centres.

India has requested assistance in training of staff for the employees' state insurance corporation.

#### Turkey Ratifies Convention on Labour Inspection

Turkey has ratified International Labour Convention No. 81 on labour inspection which was adopted by the International Labour Organisation in 1947.

The total number of ratifications of the Conventions now stands at 1,196.

#### Regional Conference for Near and Middle East postponed

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#### Regional Conference for Near and Middle East postponed

Because of certain difficulties in the way of adequate participation, the ILO has decided to postpone for the time being the Regional Conference for the Near and Middle East which was scheduled to be held at Tehran early in April. Meanwhile, all appropriate steps are being taken by the Office to assure the holding of the conference as early as possible.

Calendar of I.L.O. Meetings

<u>Date</u>	<u>Meeting</u>	<u>Place</u>
10-20 April 1951	Meeting of Experts on Systems of Payment by Results	Geneva
7-19 May 1951	Coal Mines Committee (Fourth Session)	Geneva
21-26 May 1951	Joint Maritime Commission	Geneva
6 June 1951 (Opening date)	34th Session of the International Labour Conference	Geneva
2-6 July 1951	Meeting of Experts on the Status and Conditions of Employment of Domestic Workers	Geneva.

Recent Publications of the I.L.O.

(Copies obtainable from I.L.O., Indian Branch, New Delhi)

Building, Civil Engineering and Public Works Committee

Record of the Second Session (Rome, 1949), 157 pp. Price Rs. 4-0-0

Gives the composition of the Committee and the record of the sitting of the Second Session (Rome, 1949). Appendices contain the reports of sub-committees, together with the final text of resolutions adopted by the Committee.

Third Session (Geneva, 1951).

Report II. Welfare in the Construction Industry, 39 pp. Price: Rs. 1-0-0

Examines the special problems which arise out of the temporary nature and location of sites and the number of men on the site, studies the possibilities of welfare organisation as regards shelter, sleeping accommodation, meals and canteens, washing and sanitary facilities, etc., and presents conclusions and a list of points for consideration by the Committee.

Report III. Seasonal Unemployment in the Construction Industry, 97 pp. Price: Rs. 2-0-0

A broad outline of the patterns and causes of seasonal unemployment and of the potential benefits to workers, employers and the consuming public of eliminating this type of unemployment. The report includes suggestions for remedies such as lowering the cost of wages and materials, reducing price and profits and providing Government assistance for winter constructions, regularising private demand, creating alternative employment opportunities and the development of employment services and lists a number of points for discussion by the Committee.



# अन्तर्राष्ट्रीय मजदूर दम्तर, भारतीय शाखा, नई देहली से हिन्दी और अंग्रेजी में प्रकाशित।

अन्तर्राष्ट्रीय मजदूर दम्तर, भारतीय शाखा, नई देहली से हिन्दी और अंग्रेजी में प्रकाशित।

न० ४, १९५१.

२८ मार्च १९५१.

अ. म. स. प्रबन्ध समिति का ११४वां अधिवेशन

अ. म. स. प्रबन्ध समिति का ११४वां अधिवेशन ६ से १० मार्च तक जेनेवा में हुआ।

इस अधिवेशन में भारत के ही प्रतिनिधियों ने भाग लिया। भारतीय श्रम मंत्रालय के ज्वाइन्ट सेक्रेटरी श्री कें. ऐन. सुबरामनियन, सरकारी और श्री ऐम. र. मास्टर, मालिक प्रतिनिधि थे।

पाकिस्तान के मि. आफ़ताब अली अ. म. स. प्रबन्ध समिति में मजदूर दल के एक प्रतिनिधि हैं। और मि. गुलाम अली अलाना मालिकों के दल में एक स्थानापन्न सदस्य हैं।

प्रबन्ध समिति ने यह निश्चय किया है कि सदस्य सरकारों से यह पूछा जाये कि १९४८ के अ. म. कानफ़्रेस के मेल जोल की आज्ञादी और संगठन बनाने के अधिकार के संरक्षण सम्बन्धी समझौते को लागू करने में उन्हें क्या कठिनाइयाँ हैं या उसमें देरी होने के क्या कारण हैं। इस समझौते को अभी तक ६ सदस्य राष्ट्रों ने स्वीकार किया है।

यह भी निश्चय किया गया कि सदस्य सरकारों से इसी प्रकार की रिपोर्ट अ. म. कानफ़्रेस के १९४७ व १९४९ के समझौतों पर भी मांगी जाये। १९४७ का समझौता परान्त्र देशों में मेल जोल की आज्ञादी सम्बन्धी है और १९४९ के समझौते द्वारा व्यवसाय के लिये विदेशों में गये हुये व्यक्तियों के प्रति व्योहार के कम से कम स्तर निश्चित किये गये हैं।

अ. म. स. की प्रबन्ध समिति के कार्य से अधिक सदस्य राष्ट्रों को सम्पर्क में लाने के लिये बनाई गई एक योजना को प्रबन्ध समिति ने सर्वसमिति से स्वीकार किया। इस योजना के फलस्वरूप दलों के उपसदस्यों की संख्या बढ़ाई जायेगी और

# मजदूर सम्मन्धार पत्रिका

अन्तर्राष्ट्रीय मजदूर दफ्तर, भारतीय शाखा, नई देहली से हिन्दी और अंग्रेजी में प्रकाशित।

न० ४, १९५१.

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यह भी निश्चय किया गया कि सदस्य सरकारों से इसी प्रकार की रिपोर्ट अ. म. कानफ्रेंस के १९४७ व १९४९ के समझौतों पर भी मांगी जाये। १९४७ का समझौता परलन्त्र देशों में मेल जोल की आज़ादी सम्बन्धी है और १९४९ के समझौते द्वारा व्यवसाय के लिये विदेशों में गये हुये व्यक्तियों के प्रति व्योहार के कम से कम स्तर निश्चित किये गये हैं।

अ. म. स. की प्रबन्ध समिति के कार्य से अधिक सदस्य राष्ट्रों को सम्पर्क में लाने के लिये बनाई गई एक योजना को प्रबन्ध समिति ने सर्वसमिति से स्वीकार किया। इस योजना के फलस्वरूप दलों के उपसदस्यों की संख्या बढ़ाई जायेगी और इस प्रकार यह सम्भव हो सकेगा कि अधिक देशों के प्रतिनिधि प्रबन्ध समिति के कार्य में भाग लें। इस समय प्रबन्ध समिति के ३२ सदस्य हैं। इन सदस्यों में १६

सरकारों और आठ आठ मालिकों व मजदूरों के प्रतिनिधि हैं।

प्रबन्ध समिति ने अपनी टैक्नीकल सहायता और जन-शक्ति सम्बन्धी से एशियाई देशों में अ.म.स. के कार्य के विकास के सम्बन्ध में किये गये प्रस्तावों पर परामर्शी करने का निश्चय किया है। यह प्रस्ताव अ.म.स. की एशियाई परामर्शी कमेटी ने, जिसका अधिवेशन दिसम्बर १९५० में बांडुंग (इन्डोनेशिया) में हुआ था, भेजे थे।

प्रबन्ध समिति ने एशियाई देशों में सहकारी आन्दोलन के विकास के लिये सरकारी-सहायता के सिद्धान्त को स्वीकार किया। यह प्रश्न अ.म.स. की सहकारिता सम्बन्धी एशियाई टैक्नीकल कानफ्रेंस के प्रथम अधिवेशन में की गई एक सिफारिश के सम्बन्ध में उठा था। इस कानफ्रेंस का प्रथम अधिवेशन दिसम्बर १९५० में कराची (पाकिस्तान) में हुआ था। सिफारिश में यह घोषणा की गई थी कि एशियाई देशों में सहकारी आन्दोलन के विकास की कार्यवाही अधिक गहरी की जानी चाहिये। और सुझाव दिया गया कि इस कार्य को पूर्ण करने के लिये निम्नलिखित सुविधायें प्रदान करनी चाहिये: धन देकर सहायता करना, सरकारी कौष से ऋण देना, गैर सरकारी ऋण की सरकार द्वारा जमानत की जाना, आवश्यक वस्तुओं की प्राप्ति के लिये ऋण देना, राजकर सम्बन्धी विशेषाधिकार, और आवश्यक पदार्थों की प्राप्ति करने तथा उनके वितरण में प्राथम्य देना।

प्रबन्ध समिति ने विशेषज्ञों की एक कमेटी के बहुत से प्रस्तावों को साधारण स्वीकृति दी। इस कमेटी ने अभी अन्तर्राष्ट्रीय मजदूर दफ्तर के औद्योगिक स्वास्थ्य और सुरक्षा सम्बन्धी कार्य का निरीक्षण किया था। कमेटी का मत था कि औद्योगिक स्वास्थ्य और सुरक्षा एक ही समस्या के दो अंग माने जायें। इस क्षेत्र में अ.म.स. का कार्यक्रम व्यापक होना चाहिये और सदस्य-राष्ट्रों, मालिकों तथा मजदूरों की आवश्यकताओं के ठीक अनुकूल होना चाहिये।

प्रबन्ध समिति ने अ.म.स. की आदिवासी मजदूर विशेषज्ञ कमेटी की रिपोर्ट को बड़ी प्रसन्नता से स्वीकार किया। इस की स्वीकृति के फलस्वरूप अ.म.स. के डायरेक्टर जनरल को अधिकार दिया गया कि वह आदिवासियों के प्रति अ.म.स. के कार्य को बढ़ाने के सम्बन्ध में विशेषज्ञों की सिफारिशों की अभिपूति के लिये आवश्यक कार्यवाही करें। इस कमेटी की बैठक हाल ही में लापाज़ (बिलुविया) में हुई थी और उसके उप-सभापति भारतवर्ष के श्री नारायण जी थे।

प्रबन्ध समिति ने अ.म.स. के सन् १९५२ में खर्च के लिये दो करोड़ स्टानव

से एशियाई देशों में अ.म.स. का कार्यवाही तथा स.स. के सम्बन्ध में किये गये प्रस्तावों पर परामर्श करने का निश्चय किया है। यह प्रस्ताव अ.म.स. की एशियाई परामर्श कमेटी ने, जिसका अधिवेशन दिसम्बर १९५० में बाङ्ग (इन्डोनेशिया) में हुआ था, भेजे थे।

प्रबन्ध समिति ने एशियाई देशों में सहकारी आन्दोलन के विकास के लिये सरकारी सहायता के सिद्धान्त को स्वीकार किया। यह प्रश्न अ.म.स. की सहकारिता सम्बन्धी एशियाई टैक्नीकल कानफ्रेंस के प्रथम अधिवेशन में की गई एक सिफारिश के सम्बन्ध में उठा था। इस कानफ्रेंस का प्रथम अधिवेशन दिसम्बर १९५० में कराची (पाकिस्तान) में हुआ था। सिफारिश में यह घोषणा की गई थी कि एशियाई देशों में सहकारी आन्दोलन के विकास की कार्यवाही अधिक गहरी की जानी चाहिये। और सुझाव दिया गया कि इस कार्य को पूर्ण करने के लिये निम्नलिखित सुविधायें प्रदान करनी चाहिये: धन देकर सहायता करना, सरकारी कोष से ऋण देना, गैर सरकारी ऋण की सरकार द्वारा जमानत की जाना, आवश्यक वस्तुओं की प्राप्ति के लिये ऋण देना, राजकर सम्बन्धी विशेषाधिकार, और आवश्यक पदार्थों को प्राप्त करने तथा उनके वितरण में प्राथम्य देना।

प्रबन्ध समिति ने विशेषज्ञों की एक कमेटी के बहुत से प्रस्तावों को साधारण स्वीकृति दी। इस कमेटी ने अभी अन्तर्राष्ट्रीय मजदूर दफ्तर के औद्योगिक स्वास्थ्य और सुरक्षा सम्बन्धी कार्य का निरीक्षण किया था। कमेटी का मत था कि औद्योगिक स्वास्थ्य और सुरक्षा एक ही समस्या के दो अंग माने जायें। इस क्षेत्र में अ.म.स. का कार्यक्रम व्यापक होना चाहिये और सदस्य-राष्ट्रों, मालिकों तथा मजदूरों की आवश्यकताओं के ठीक अनुकूल होना चाहिये।

प्रबन्ध समिति ने अ.म.स. की आदिवासी मजदूर विशेषज्ञ कमेटी की रिपोर्ट को बड़ी प्रसन्नता से स्वीकार किया। इस की स्वीकृति के फलस्वरूप अ.म.स. के डायरेक्टर जनरल को अधिकार दिया गया कि वह आदिवासियों के प्रति अ.म.स. के कार्य को बढ़ाने के सम्बन्ध में विशेषज्ञों की सिफारिशों की अभिपूरति के लिये आवश्यक कार्यवाही करे। इस कमेटी की बैठक हाल ही में लाप्पाज़ (बिलुविया) में हुई थी और उसके उप-सभापति भारतवर्ष के श्री नारायण जी थे।

प्रबन्ध समिति ने अ.म.स. के सन् १९५२ में खर्च के लिये दो करोड़ सत्तान्चवे लाख रुपये (६,१६६,६२२ डालर) के आयव्ययक (बजट) के प्रस्तावों को भी स्वीकार किया। अब यह बजट जून १९५१ में होने वाली अन्तर्राष्ट्रीय मजदूर कानफ्रेंस की स्वीकृति के लिये रखा जायेगा।

अ. म. स. की गृह-निर्माण सम्बन्धी कमेटी का तीसरा अधिवेशन

अ. म. स. की गृह-निर्माण, जानपद अभियंत्रणों और लोक कर्म कमेटी का तीसरा अधिवेशन जेनेवा में १३ से २३ फरवरी तक हुआ। कमेटी ने जोर दिया कि कच्चे माल और जन-शक्ति के सर्वश्रेष्ठ प्रयोग के लिये योजनायें तुरन्त बनाई जायें। और सरकारों, मजदूरों और मालिकों के पूरे सहयोग के साथ गृह-निर्माण के लिये काम किया जाये। कमेटी ने अल्पविकसित देशों के लिये टेक्नीकल सहायता बढ़ाने की मांग की क्योंकि इन देशों में गृह-समस्या उग्र रूप धारण कर चुकी है।

कमेटी ने निर्माण-स्थान पर काम करने वाले मजदूरों के लिये बहुत सी प्रमाप-सुविधायें स्वीकार करते हुये मालिकों से सिफारिश की कि वे मजदूरों को सुविधा प्रदान करते समय इनका ध्यान रखें।

कमेटी ने अंशका प्रकट की कि कहीं ऐसा न हो कि प्रवीण मजदूरों की कमी के कारण इमारती लकड़ी की उत्पत्ति कम हो जाये और बतलाया कि यह समस्या मजदूरों को उचित ट्रेनिंग देकर और लकड़ी उत्पादन कार्य अधिक आकर्षक बनाकर सुलभ नहीं जा सकती है।

अन्त में कमेटी ने गृह-निर्माण उद्योग में आतर्क बेकारी को मिटाने के उपायों की भी सिफारिश की।

सन् १९५० में २५ देशों में निवाह व्यय वृद्धि:

अ. म. स. का अवलोकन

अन्तर्राष्ट्रीय मजदूर दफ्तर ने निवाह व्यय के सम्बन्ध में कुछ आंकड़े प्रकाशित किये हैं। इन आंकड़ों से पता चलता है कि सन् १९५० में निवाह व्यय २५ देशों में बढ़ गया है, ६ देशों में घटा है और २ देशों में ज्यों-का-त्यों रहा है। आंकड़े उन आंकड़ों के आधार पर प्रकाशित किये गये हैं जो अ. म. स. को अपने ३३ सदस्य-राष्ट्रों से प्राप्त हुये थे।

जिन देशों के निवाह व्यय में नोम्बर अथवा दिसम्बर सन् १९४९ की अपेक्षा नोम्बर अथवा दिसम्बर सन् १९५० में वृद्धि हुई है वे निम्नलिखित हैं: आस्ट्रेलिया, १२ प्रति शत; आस्ट्रिया, ७ प्रति शत; बेल्जियम, २ प्रति शत; कनाडा, ६ प्रति शत; लंका, ३ प्रति शत; चिली, १७ प्रति शत; डोमिनिकन रिपब्लिक, ६ प्रति शत; मिश्र, ६ प्रति शत; फिनलैंड, २१ प्रति शत; फ्रांस (पेरिस) १२ प्रति शत;

अ. म. स. की गृह-निर्माण, जानपद अभियंत्रणों और लोक कर्म कमेटी का तीसरा अधिवेशन जेनेवा में १३ से २३ फ़रवरी तक हुआ। कमेटी ने जोर दिया कि कच्चे माल और जन-शक्ति के सर्वश्रेष्ठ प्रयोग के लिये योजनायें तुरन्त बनाई जायें। और सरकारों, मज़दूरों और मालिकों के पूरे सहयोग के साथ गृह-निर्माण के लिये काम किया जाये। कमेटी ने अल्पविकसित देशों के लिये टेक्नीकल सहायता बढ़ाने की मांग की क्योंकि इन देशों में गृह-समस्या उग्र रूप धारण कर चुकी है।

कमेटी ने निर्माण-स्थान पर काम करने वाले मज़दूरों के लिये बहुत सी प्रमाप-सुविधायें स्वीकार करते हुये मालिकों से सिफ़ारिश की कि वे मज़दूरों को सुविधा प्रदान करते समय इनका ध्यान रखें।

कमेटी ने अंशका प्रकट की कि कहीं ऐसा न हो कि प्रवीण मज़दूरों की कमी के कारण इमारती लकड़ी की उत्पत्ति कम हो जाये और बतलाया कि यह समस्या मज़दूरों को उचित ट्रेनिंग देकर और लकड़ी उत्पादन कार्य अधिक आकर्षक बनाकर सुलभताई जा सकती है।

अन्त में कमेटी ने गृह-निर्माण उद्योग में आतर्क बेकारी को मिटाने के उपायों की भी सिफ़ारिश की।

सन् १९५० में २५ देशों में निवहि व्यय वृद्धि:

अ. म. स. का अवलोकन

अन्तर्राष्ट्रीय मज़दूर दफ़्तर ने निवहि व्यय के सम्बन्ध में कुछ आंकड़े प्रकाशित किये हैं। इन आंकड़ों से पता चलता है कि सन् १९५० में निवहि व्यय २५ देशों में बढ़ गया है, ६ देशों में घटा है और २ देशों में ज्यों का त्यों रहा है। आंकड़े उन आंकड़ों के आधार पर प्रकाशित किये गये हैं जो अ. म. स. को अपने ३३ सदस्य-राष्ट्रों से प्राप्त हुये थे।

जिन देशों के निवहि व्यय में नौम्बर अथवा दिसम्बर सन् १९४९ की अपेक्षा नौम्बर अथवा दिसम्बर सन् १९५० में वृद्धि हुई है वे निम्नलिखित हैं: आस्ट्रेलिया, १२ प्रति शत; आस्ट्रिया, ७ प्रति शत; बेल्जियम, २ प्रति शत; कनाडा, ६ प्रति शत; लंका, ३ प्रति शत; चिली, १७ प्रति शत; होमिनिकन रिपब्लिक, ६ प्रति शत; मिश्र, ६ प्रति शत; फ़िनलैंड, २१ प्रति शत; फ़्रांस (पेरिस), १२ प्रति शत; यूनान, १४ प्रति शत; हवाई, २ प्रति शत; इटली, ५ प्रति शत; लक्ज़ेम्बर्ग, ४ प्रति शत; मलाया, १६ प्रति शत; मैक्सिको, ७ प्रति शत; नार्वे, १२ प्रति शत;

नीदरलैंड्स, १३ प्रति शत; उत्तरी रोडेशिया, ४ प्रति शत; दक्षिणी रोडेशिया, ४ प्रति शत; दक्षिणी अफ्रीका, ६ प्रति शत; स्वीडन, ६ प्रति शत; युगांडा किंगडम, ४ प्रति शत; संयुक्त राज्य, ६ प्रति शत; और वियट नाम, ६ प्रति शत।  
 नौम्बर अथवा दिसम्बर १९५० में नौम्बर अथवा दिसम्बर सन् १९४९ की अपेक्षा निम्नलिखित देशों के निर्वह-व्यय में कमी हुई है: बर्मा, ८ प्रति शत; पश्चिमी जर्मनी, ३ प्रति शत; ईरान, १७ प्रति शत; पुर्तगाल, २ प्रति शत; सूडान, १४ प्रति शत; और तुर्की, ७ प्रति शत।

आयर लैंड और स्वीटज़रलैंड के निर्वह-व्यय में कोई परिवर्तन नहीं हुआ।

### घरेलू उद्योग के एक भारतीय विशेषज्ञ की

अ. म. स. में नियुक्ति

भारतीय सरकार के घरेलू उद्योगों सम्बन्धी विशेषज्ञ श्री वी. आर. चित्रा अ. म. स. के विशेषज्ञ नियुक्त हुये हैं। इनको अ. म. स. ने बर्मा तथा दक्षिणी पूर्वी एशिया के अन्य देशों में घरेलू उद्योगों के विकास के लिये टैक्नीकल सहायता योजना के अन्तर्गत नियुक्त किया है। श्री चित्रा ने एशिया और सुदूरपूर्व के आर्थिक कमीशन में भी पिछले ४ मास काम किया था।

अल्प-विकसित देशों के लिये अ. म. स.

की टैक्नीकल--सहायता योजनायें

अ. म. स. के डायरेक्टर जनरल ने घोषणा की है कि आजकल अन्तर्राष्ट्रीय मजदूर दफ्तर संयुक्त राष्ट्रीय तथा विशेष एजेंसियों के विस्तृत टैक्नीकल सहायता कार्यक्रम की ५६ योजनाओं में संलग्न है। यह कार्यक्रम अल्प-विकसित देशों के लिये टैक्नीकल सहायता से सम्बन्ध रखता है।

बहुत सी योजनाओं को कार्यान्वित करने का कार्य आरम्भ हो गया है। कुछ योजनाओं को शीघ्र ही कार्यान्वित किया जावेगा और कुछ योजनाओं पर अभी विचार विनिमय किया जा रहा है।

ये योजनायें एशियाई, निकट तथा मध्यपूर्वी देशों व लेटिन अमरीका और अफ्रीका की सरकारों के प्रार्थना करने पर बनाई गई थीं। इन में से २६ प्रार्थनायें तो सीधे अ. म. स. के पास भेजी गई थीं। अन्य प्रार्थनायें दूसरी संस्थाओं को जो

नौम्बर अथवा दिसम्बर १९५० में नौम्बर अथवा दिसम्बर सन् १९४६ की अपेक्षा निम्नलिखित देशों के निर्यात-व्यय में कमी हुई है: बर्मा, ८ प्रति शत; पश्चिमी जर्मनी, ३ प्रति शत; ईरान, १७ प्रति शत; पुर्तगाल, २ प्रति शत; सूडान, १४ प्रति शत; और तुर्की, ७ प्रति शत।

आयरलैंड और स्वीटजरलैंड के निर्यात-व्यय में कोई परिवर्तन नहीं हुआ।

### घरेलू उद्योग के एक भारतीय विशेषज्ञ की अ. म. स. में नियुक्ति

भारतीय सरकार के घरेलू उद्योगों सम्बन्धी विशेषज्ञ श्री वी. आर. चित्रा अ. म. स. के विशेषज्ञ नियुक्त हुये हैं। इनको अ. म. स. ने बर्मा तथा दक्षिणी पूर्वी एशिया के अन्य देशों में घरेलू उद्योगों के विकास के लिये टैक्नीकल सहायता योजना के अन्तर्गत नियुक्त किया है। श्री चित्रा ने एशिया और सुदूरपूर्व के आर्थिक कमीशन में भी पिछले ४ मांस काम किया था।

### अल्प-विकसित देशों के लिये अ. म. स. की टैक्नीकल--सहायता योजनायें

अ. म. स. के डायरेक्टर जनरल ने घोषणा की है कि आजकल अन्तर्राष्ट्रीय मजदूर दफ्तर संयुक्त राष्ट्रीय तथा विशेष स्वैसियों के विस्तृत टैक्नीकल सहायता कार्यक्रम की ५६ योजनाओं में संलग्न है। यह कार्यक्रम अल्प-विकसित देशों के लिये टैक्नीकल सहायता से सम्बन्ध रखता है।

बहुत सी योजनाओं को कार्यान्वित करने का कार्य आरम्भ हो गया है। कुछ योजनाओं को शीघ्र ही कार्यान्वित किया जावेगा और कुछ योजनाओं पर अभी विचार विनिर्णय किया जा रहा है।

ये योजनायें एशियाई, निकट तथा मध्यपूर्वी देशों व लेटिन अमेरिका और अफ्रीका की सरकारों के प्रार्थना करने पर बनाई गई थीं। इन में से २६ प्रार्थनायें तो सीधे अ. म. स. के पास भेजी गई थीं। अन्य प्रार्थनायें दूसरी संस्थाओं को जो इस कार्यक्रम में भाग ले रही हैं भेजी गई थीं परन्तु अ. म. स. इन योजनाओं को कार्यान्वित करने में भी सहयोग देगा। प्रार्थनायें लग भग अ. म. स. के <sup>सभी</sup> कार्य-क्षेत्रों से सम्बन्ध रखती हैं।

एशियाई देशों द्वारा की गई प्रार्थनायें और बातों के अतिरिक्त निम्नलिखित

विशेष क्षेत्रों से सम्बन्धित हैं: जन-शक्ति, सहकारिता, औरतें व कम आयु वाले बाल-मजदूर, सामाजिक सुरक्षा, और मजदूर विधान। निकट तथा मध्यपूर्वी देशों ने सामाजिक सुरक्षा, सहकारिता, कार्य-परिस्थितियां, जन-शक्ति, औरतें व कम आयु वाले बाल-मजदूर, कृषि, औद्योगिक स्वासंस्थ रक्षा, औद्योगिक सुरक्षा, और आर्थिक परिस्थिति के सम्बन्ध में सहायता मांगी है।

पाकिस्तान के लिये बनाई गई योजनाओं का सम्बन्ध निम्नलिखित विषयों से है: धंधा शिक्षा, काम विलाज संस्थायें, ट्रेनिंग केन्द्र, अन्वेषणालय, और टेक्नीकल सूचना केन्द्र।

भारतवर्ष ने काम-करो के बीमा कारपोरेशन के अधिकारियों की ट्रेनिंग के लिये सहायता मांगी है।

अ. म. स. के मजदूर निरीक्षण सम्बन्धी समझौते  
की तुर्की द्वारा स्वीकृति

तुर्की ने अन्तर्राष्ट्रीय मजदूर समझौता न० ८१ को स्वीकार कर लिया है। इस समझौते का सम्बन्ध मजदूर निरीक्षण से है और यह सन् १९४७ की अ. म. कानफ्रेंस में स्वीकार किया गया था।

अ. म. कानफ्रेंस के समझौतों की स्वीकृतियों की संख्या अब १,१६६ हो गई है।

अ. म. स. की निकट तथा मध्यपूर्व प्रादेशिक कानफ्रेंस का अवलम्बन

अप्रैल में तेहरान में होने वाली अ. म. स. की निकट तथा मध्यपूर्व प्रादेशिक कानफ्रेंस सदस्य-राष्ट्रों के प्रयाप्त रूप से भाग न ले सकने के कारण अवलम्बित कर दी गई है। अ. म. दफ्तर पूरी कोशिश कर रहा है कि इस कानफ्रेंस की बैठक जल्दी से जल्दी बुलाई जा सके।

अ. म. स. की मीटिंगों का प्रोग्राम

<u>तारीख</u>	<u>मीटिंग का नाम</u>	<u>स्थान</u>
१०-२० अप्रैल	उत्पत्ति अनुसार मजदूरी दिये जाने के सम्बन्ध में विशेषज्ञ कमेटी	जेनेवा
७-१६ मई	कोयला-खान कमेटी (चौथा अधिवेशन)	जेनेवा
२१-२६ मई	संयुक्त समुद्री मजदूर कानफ्रेंस सम्बन्धी कमीशन	जेनेवा
६ जन	अन्तर्राष्ट्रीय मजदूर कानफ्रेंस का	

बाल-मजदूर, सामाजिक सुरक्षा, और मजदूर विधान। निकट तथा मध्यपूर्व देशों ने सामाजिक सुरक्षा, सहायिता, कार्य-परिस्थितियाँ, जन-शक्ति, और तै व कम आय वाले बाल-मजदूर, कृषि, औद्योगिक स्वास्थ्य रक्षा, औद्योगिक सुरक्षा, और आर्थिक परिस्थिति के सम्बन्ध में सहायता मांगी है।

पाकिस्तान के लिये बनाई गई योजनाओं का सम्बन्ध निम्नलिखित विषयों से है: धंधा शिक्षा, काम दिलाऊ संस्थायें, ट्रेनिंग केन्द्र, अन्वेषणालय, और टेक्नीकल सूचना केन्द्र।

भारतवर्ष ने काम-कारों के बीमा कारपोरेशन के अधिकारियों की ट्रेनिंग के लिये सहायता मांगी है।

### अ. म. स. के मजदूर निरीक्षण सम्बन्धी सम्मेलन की तुर्की द्वारा स्वीकृति

तुर्की ने अन्तर्राष्ट्रीय मजदूर सम्मेलन न० ८१ को स्वीकार कर लिया है। इस सम्मेलन का सम्बन्ध मजदूर निरीक्षण से है और यह सन् १९४७ की अ. म. कानफ्रेंस में स्वीकार किया गया था।

अ. म. कानफ्रेंस के सम्मेलनों की स्वीकृतियों की संख्या अब १,१६६ हो गई है।

### अ. म. स. की निकट तथा मध्यपूर्व प्रादेशिक कानफ्रेंस का अवलम्बन

अप्रैल में तेहरान में होने वाली अ. म. स. की निकट तथा मध्यपूर्व प्रादेशिक कानफ्रेंस सदस्य-राष्ट्रों के प्रयाप्त रूप से भाग न ले सकने के कारण अवलम्बित कर दी गई है। अ. म. दफ्तर पूरी कोशिश कर रहा है कि इस कानफ्रेंस की बैठक जल्दी से जल्दी बुलाई जा सके।

### अ. म. स. की मीटिंगों का प्रोग्राम

<u>तारीख</u>	<u>मीटिंग का नाम</u>	<u>स्थान</u>
१०-२० अप्रैल	उत्पत्ति अनुसार मजदूरी दिये जाने के सम्बन्ध में विशेषज्ञ कमेटी	जनेवा
७-१६ मई	कोयला-खान कमेटी (चौथा अधिवेशन)	जनेवा
२१-२६ मई	संयुक्त समुद्री मजदूर कानफ्रेंस सम्बन्धी कमीशन	जनेवा
६ जून	अन्तर्राष्ट्रीय मजदूर कानफ्रेंस का ३४वां अधिवेशन	जनेवा
२-६ जुलाई	घरेलू नौकरों के जीवन-स्तर तथा काम करने की परिस्थितियों संबंधी कमेटी	जनेवा

अ. म. स. की नई रचनायें

(पुस्तकें अ. म. स. की भारतीय शाखा नई दिल्ली से प्राप्त  
की जा सकती हैं)

Building, Civil Engineering and Public Works Committee

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# NEWS SERVICE

Issued in English, Hindi and Urdu by the International Labour Office, New Delhi.

No. 4, 1951.

Dated 4 April 1951.

آئی۔ ایل۔ او۔ کی انتظامیہ کمیٹی کا ۱۱۲واں اجلاس

آئی۔ ایل۔ او۔ کی انتظامیہ کمیٹی کا ۱۱۲واں اجلاس ۶ سے ۱۰ مارچ ۱۹۵۱ء تک جنوا میں منعقد ہوا۔ اس اجلاس کی کارروائی میں ہندوستان کے دو نمائندوں نے شرکت کی تھی یعنی (۱) ہندوستانی مزدور وزارت کے جوائنٹ سیکرٹری سید کے۔ این۔ سبرامنین۔ اور (۲) سیکرٹری ایم۔ ایے۔ ماسٹر۔ یہ ممالکوں کے نمائندہ تھے۔

سید آفتاب علی (پاکستان) آئی۔ ایل۔ او۔ کی انتظامیہ کمیٹی میں مزدور طبقہ کے نمائندہ ہیں۔ اور سید غلام علی آدرنا آفیل ممالکوں کے قائم مقام نمائندہ ہیں۔

جو حکومتیں آئی۔ ایل۔ او۔ کی کمیٹیوں سے یہ دریافت کر سکیں ان سے یہ دریافت کر سکیں انتظامیہ کمیٹی کے لیے آئی۔ ایل۔ او۔ کے ۱۹۴۸ء کے اس دستور کی تصدیق میں کون کون شکلات حاصل یا تاخیر کا باعث ہوئی ہیں جس میں آزادی اجتماع اور حق تنظیم حفاظت کی ضمانت کی گئی ہے۔ آج تک نو ملک اس دستور کی تصدیق نہ کر چکے ہیں۔

ساتھ ہی ساتھ میں نے اس بات پر رضامندی کا اظہار کیا ہے کہ حکومتوں سے ۱۹۴۷ء اور ۱۹۴۸ء کے دستور کے متعلق اس قسم کی معلومات بہرہ برجانے کے لیے لیا جائے۔ ۱۹۴۷ء کا دستور غیر آزاد ممالکوں میں آزادی اجتماع کے متعلق ہے اور ۱۹۴۸ء کے دستور کے وہ اقل ترس معیار متعارف کرائے گئے ہیں جن کے ماتحت غیر ممالکوں میں حصول روزگار کی غرض سے جانے والے مزدوروں کے ساتھ پیش آنا چاہیے۔

انتظامیہ کمیٹی نے ایب اور ٹیونر سربراہی اپنی عام منظوری دی۔ اس کا مقصد یہ تھا کہ جو ملک آئی۔ ایل۔ او۔ کے ممبر ہیں ان میں سے کچھ اور ممالکوں کو انتظامیہ کمیٹی کی سربراہیوں سے شریک و متحدہ بنائے۔ اس جوڈیئر نے مطالبات آئی۔ ایل۔ او۔ کی انتظامیہ کمیٹی سے طبع دارانہ ناک ممبروں کی تعداد بڑھ جائیگی۔ اور اس طرح کے زیادہ ممبر حکومتوں کے مقام انتظامیہ کمیٹی کی کارروائیوں میں حصہ لے سکیں گے۔ فی الحال انتظامیہ کمیٹی کے ۲۳ ممبر ہیں۔ ان میں ۱۶ ممبر مختلف حکومتوں کے نمائندہ ہیں۔ ۸ ممبر ممالکوں کے نمائندہ ہیں اور ۸ مزدوروں کے نمائندہ ہیں۔

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ساتھ میں قائم نہیں ہے اس بات پر رضامندی کا اظہار کیا ہے کہ حکومتوں سے ۱۹۴۷ء اور ۱۹۴۹ء کے دستوروں کے متعلق ایسی قسم کی معلومات ہم پر جانے لیں گے۔ ۱۹۴۷ء کا دستور غیر آزاد ملکوں میں آزادی اجتماع کے متعلق ہے اور ۱۹۴۹ء کے دستوروں سے وہ اقل ترس معیار متفقہ سے لگے ہیں جنہما تحت غیر ملکوں میں حصول روزگار کی غرض سے جانے والے مزدوروں کے ساتھ پیش آنا چاہیے۔

انتظامیہ کمیٹی نے ایب اور جوئر سر بھی اپنی عام منظوری دی۔ اس کا مقصد یہ تھا کہ جو ملک آئی۔ ایل۔ او۔ کے ممبر ہیں ان میں سے کچھ اور ملکوں کو انتظامیہ کمیٹی کی سرگرمیوں سے شریک و متحدہ کیا جائے۔ اس جوئر کے مطابق آئی۔ ایل۔ او۔ کی انتظامیہ کمیٹی کے طبقہ دارانہ نائب ممبروں کی تعداد بڑھ جائیگی۔ اور اس طرح کے زیادہ ممبر حکومتوں کے ساتھ انتظامیہ کمیٹی کی کارروائیوں میں حصہ لے سکیں گے۔ فی الحال انتظامیہ کمیٹی کے ۴۳ ممبر ہیں۔ ان میں ۱۶ ممبر مختلف حکومتوں کے نمائندہ ہیں۔ ۸ ممبر ملکوں کے نمائندہ ہیں اور ۸ مزدوروں کے نمائندہ ہیں۔

انتظامیہ کمیٹی نے فیصلہ کیا ہے کہ ایشیائی ملکوں میں آئی۔ ایل۔ او۔ کی سرگرمیوں کو ترقی دینے کے لیے جو تجاویز زیر غور ہیں ان کے بارے میں ان کمیٹیوں کا مشورہ حاصل کیا جائے جو فن امداد اور انسانی قوت سے





فی المنیر ایسا لائے عمل تیار کیا جائے جس سے بہتر نتائج برآمد ہوں۔ اور تیسری نذرانوں کے سلسلے میں ان پر حکومتوں اور ملکوں  
نیز نذرانوں کی حیثیتوں کی باہمی رضامندی سے ان پر عمل کیا جائے۔ کئی نئے گم ترقی یافتہ ملکوں کے سلسلے میں نذرانی امداد کیلئے  
بھی درخواست کی گئی۔ ان ملکوں میں مغربی ممالک کا مسئلہ بہت ہی نازک شکل اختیار کر چکا ہے۔

کئی نئے جاؤں کو تعمیر کر کے نذرانوں کے سلسلے میں بہت سی سہولتوں کو منظور کیا۔ اور ملکوں کے سفارتوں کی کہ وہ اس کام  
نذرانوں کو سہولتیں دکھائیں وقت ان منظور شدہ سہولتوں کو مزید نظر رکھیں۔

کئی نئے اس امر کے حاکمی اظہار کیا کہ نذرانہ نذرانوں کی کمی کی وجہ سے دنیا میں پوری ہی بے کفایتی میں کمی واقع  
واقع ہو سکتی ہے۔ اور اس مسئلہ کو حل کرنے کے لئے یہ صورت نکالی کہ مناسب رقم منگوانے کی سہولتیں ہتھیاری  
جائیں اور نذرانی کی پیداوار کے کام کو بہت ہی حیثیت سے زیادہ جائز اور دلکش بنا دیا جائے۔

آخر میں کئی نئے حرفت تعمیر کے سلسلے میں روسی بیوروکری کا اکراد کر کے لئے چند تدارک اختیار کر سکی سفارتوں کی۔

۱۹۵۰ میں ۵۲ ملکوں کے نذرانہ کے سرخ میں اکراد کر کے (آئی۔ ایل۔ او۔ کے جائزہ کے مطابق)

انڈیا نے نذرانہ لیا اور اس سے جو امداد و شمار اشارے ہوئے ہیں ان سے معلوم ہوتا ہے کہ سال گذشتہ یعنی ۱۹۵۰ میں ۵۲ ملکوں  
میں نذرانہ کا نرخ بڑھ گیا۔ ۶ ملکوں میں کم ہوا۔ اور دو ملکوں میں جنوں کا بیوروکری۔ یہ امداد و شمار ان لکھنات پر منحصر  
ہیں جو ۳۳ ملکوں سے وصول ہوئے تھے۔

۵۹ ملک  
۱) جہاں کو زیادہ کر کے ۹۳ کے مقابلے کو زیادہ کر کے ۳۳ میں نذرانہ کے نرخ میں اضافہ ہوا نذرانہ ذیل درج ہیں۔  
آسٹریلیا - ۱۲ فیصدی - آسٹریلیا - ۷ فیصدی - بلجیم - ۲ فیصدی - کناڈا - ۶ فیصدی - لٹوا - ۱۰ فیصدی - چلی - ۱۰ فیصدی -  
ڈومینیکن ریپبلک - ۶ فیصدی - مصر - ۶ فیصدی - فن لینڈ - ۲۱ فیصدی - فرانس (پیرس) - ۱۲ فیصدی - یونان - ۱۳ فیصدی -  
ہوائی - ۲ فیصدی - اٹلی - ۵ فیصدی - کینیڈا - ۱۰ فیصدی - ملائیشیا - ۱۶ فیصدی - نیٹھرو - ۷ فیصدی - نیدرلینڈ - ۱۰ فیصدی -  
نمیبیا - ۱۰ فیصدی - ناروے - ۱۰ فیصدی - جنوبی افریقہ - ۲ فیصدی - جنوبی افریقہ - ۶ فیصدی - سوئیڈن -  
۶ فیصدی - حکومت متحدہ (برطانیہ) - ۱۰ فیصدی - ریاستہائے متحدہ - ۶ فیصدی - اورویک نام - ۹ فیصدی -

ان ملکوں میں جہاں ماہ کو زیادہ کر کے ۳۳ میں گذشتہ ۲۲ مہینوں کے مقابلے نذرانہ کے نرخ میں کمی ہوئی  
صوبہ ذیل عمائد شامل ہیں۔ برما - ۸ فیصدی - مغربی جرمنی - ۱۰ فیصدی - ایران - ۱۰ فیصدی - پرتگال - ۲ فیصدی -  
سوڈان - ۱۲ فیصدی - اورترکی - ۷ فیصدی -

۱۰۰  
آئرلینڈ اور سوئیڈن کے نذرانہ کے نرخ میں کمی ہوئی تھی۔

ہندوستانی گورنمنٹوں کے ماہر جانے۔ ایل۔ او۔ میں تقریر

فی المیزان ایسا لاکھ عمل تیار کیا جائے جس سے بہتر نتائج برآمد ہوں۔ اور تیسری ہزاروں کے سلسلے میں ان ہزاروں اور ان کے  
 نیز ہزاروں کی حوالہ دہی یا بھی رضا مندی سے ان پر عمل کیا جائے۔ کئی کے کم ترقی یا نئے سکولوں کے سلسلے میں نیز ترقی امداد کے لئے  
 میں درخواست کی ہے کہ ان سکولوں میں معاون حاسکدیت ہی نازک فصل اختیار کرنا ہے۔

کئی نے جاؤ تعمیر عام ہونے کے لئے مدت ہی سہی لٹوں و نظر لیا۔ اور سکولوں کے سفارش کی کہ وہ اس کم  
 ہزاروں کو سہولتیں ملنا کرتے وقت ان نظر شدہ سکولوں کو بھی نظر رکھیں۔

کئی نے اس لئے کا بھی اظہار کیا کہ ہندو ہزاروں کی کمی کی وجہ سے دنیا میں پوری ہی بھرتی میں کمی واقع  
 واقع ہو سکتی ہے۔ اور اس مسئلہ کو حل کرنے کے لئے یہ صورت نکالی کہ مناسب رقم تنگ کی سہولتیں ہندوستانی  
 جائیں اور سکولوں کی پیداوار کے کام کو پختہ کی حیثیت سے زیادہ جائزہ اور دلش بنایا جائے۔

آخر میں کئی نے حرفت تعمیر کے سلسلے میں رسمی پروگرامی کا اعلان کر کے لئے چند تداریک اختیار کرنی سفارش کی۔

۱۹۵۰ میں ۲۵ سکولوں کے گزارہ کے نرخ میں اضافہ (آئی۔ ایل۔ او۔ کے جا کر کے مطابقت)

انڈیا میں پورے ۱۹۵۰ میں ان سے معلوم ہوتا ہے کہ سال گذشتہ یعنی ۱۹۵۰ میں ۲۵ سکولوں  
 میں گزارہ کا نرخ بڑھ گیا۔ ۶ سکولوں میں کم ہوا۔ اور دو سکولوں میں جیوں کا پتوں رکے۔ یہ امداد و شمار ان لکشات میں  
 ہیں جو ۳۴ سکولوں سے موصول ہوئے تھے۔

- ۶۵ ملک
- ۱۔ جہاں نو پریا سکول ۳۹ کے مقابلے کو پریا سکول ۳۸ میں گزارہ کے نرخ میں اضافہ ہوا ہندو ذیل درج ہیں۔
  - آسٹریلیا - ۱۲ فیصدی - آسٹریلیا - ۱ فیصدی - بلجیم - ۲ فیصدی - کناڈا - ۱ - ۶ فیصدی - لٹوا - ۱۰ فیصدی - چلی - ۱۲ فیصدی -
  - ڈومینیکن ریپبلک - ۶ فیصدی - مصر - ۶ فیصدی - فن لینڈ - ۱۲ فیصدی - فرانس (پیرس) - ۱۲ فیصدی - یونان - ۱۳ فیصدی -
  - ہوائی - ۲ فیصدی - اٹلی - ۵ فیصدی - کینیڈا - ۱۰ فیصدی - لٹویا - ۱۰ فیصدی - سلواکیا - ۱۶ فیصدی - سٹون - ۱۰ فیصدی - نیدرلینڈ - ۱۰ فیصدی -
  - شمالی ریپبلک - ۱۰ فیصدی - ناروے - ۱۲ فیصدی - جنوبی ریپبلک - ۱۰ فیصدی - جنوبی افریقہ - ۶ فیصدی - سوئیڈن -
  - ۶ فیصدی - حکومت متحدہ (برطانیہ) - ۱۰ فیصدی - ریاستہائے متحدہ - ۶ فیصدی - اورویک نام - ۹ فیصدی -

ان سکولوں میں جہاں ماہ نو پریا سکول ۳۸ میں گذشتہ ۳۸ مہینوں کے مقابلے گزارہ کے نرخ میں کمی ہوئی  
 حسب ذیل حالت شامل ہیں۔ برا - ۸ فیصدی - مغربی جرمنی - ۱۰ فیصدی - ایران - ۱۲ فیصدی - پرتگال - ۲ فیصدی -  
 سوڈان - ۱۰ فیصدی - اور تری - ۱۰ فیصدی -

آئرلینڈ اور کولمبیا لٹینڈ کے گزارہ کے نرخ میں کمی تبدیلی نہیں ہوئی۔

ہندوستانی کنگڈم حکومتوں کے ساتھ جا آئی۔ ایل۔ او۔ میں تقریر

گوپال گوپال کے متعلق ہندوستانی حکومت کے ساتھ صلہ کار سکول وی۔ آر۔ جیٹرا کو آئی۔ ایل۔ او۔ نے  
 اپنا ماہ تقریر کیا ہے۔ سکول وی۔ آر۔ جیٹرا گذشتہ ۱۰ مہینوں میں ایشیا میں ترقی پسند سکولوں کے لئے اقتصادی  
 کمیشن کیساتف کام کرتے رہے ہیں۔ آئی۔ ایل۔ او۔ نے سکول وی۔ جیٹرا کا تقریر اپنی اس نئی امداد کی اسکیم کے

وقت نیا ہے جو اس پر نیا ہی مشرقی ایشیا کے ملکوں میں گہری ضرورتوں کو شرفی دینے کا فرض ہے تربیت کی تھی۔

کشمتری یافتہ ملکوں کیلئے آئی۔ ایل۔ او۔ کی فنی امداد کی اسکیمیں

آئی۔ ایل۔ او۔ کے ڈائریکٹر جنرل نے اعلان کیا ہے کہ آج کل کم ترقی یافتہ ملکوں کے اقتصادی نشوونما کیلئے یہ دفتر ایسی ۵۹ تجویزوں کو عمل میں لارہا ہے اور یہ اس فنی امداد کے وسیلے پیروگرام کا جز ہے جو اقوام متحدہ کی مخصوص اہلیتوں کے ذریعہ مقرر ہوا تھا۔

کشمیریوں کو عمل میں لانے کا شروع ہو گیا ہے اور پچاسوں کو جلد ہی عمل میں لایا جائیگا۔ چند اسکیمیں ایسی بھی ہیں جو انہی تشکیل پزیر ہیں۔

یہ اسکیمیں ایشیا مشرقی قریب اور مشرق وسطیٰ میں کم از کم ترقی یافتہ ملکوں کی حکومتوں کی درخواست پر تربیت کی گئیں تھیں۔ ان درخواستوں میں ۲۹ ذرا زیادہ راست آئی۔ ایل۔ او۔ سے کسی کی نہیں تھیں اور اپنی درخواستیں ان حالتوں کی تھیں جو اس بار کو عمل میں لائیں گے۔ یہ تمام اسکیمیں قریب قریب ایسی تمام گراہیوں سے تعلق رکھتی ہیں جو آئی۔ ایل۔ او۔ کے دائرہ اختیار میں ہیں۔

ایشیائی ملکوں کے جن مسائل کو حل کرنے کے لئے امداد مانگی ہے ان میں مذکورہ ذیل مسائل بھی شامل ہیں۔ انسانی قوت کا مسئلہ۔ اشتراک باہمی کا مسئلہ۔ خوردوں اور کم عمر والے مزدوروں کا مسئلہ۔ سماجی تحفظ کا مسئلہ۔ نیز مزدوروں کے متعلق قانون سازی کا مسئلہ۔ مشرق قریب نیز مشرق وسطیٰ کے ملکوں نے جن باتوں کے تعلق امداد طلب کی ہے وہ یہ ہیں۔ سماجی تحفظ۔ اشتراک باہمی۔ کام برائی حالتیں۔ انسانی قوت۔ خوردیں اور کم عمر والے مزدور۔ زراعت۔ حرفتی خطرات۔ صحتی تحفظ اور اقتصادی معاملات۔

جو اسکیمیں پاکستان کیلئے تربیت کی گئی ہیں ان میں حسب ذیل مسائل شامل ہیں۔ سرمہ جاتی تربیت۔ نیز کام دیرو دفتر۔ کمرینت کے مزدوروں۔ تحقیقاتی کارخانہ جات۔ نیز بہرسانی اطلاعات کے مزدوروں کا قیام۔

ہندوستان کے عام لہریوں کی ہمہ جار پرورش کے عمل کی تربیت کیلئے امداد طلب کی ہے۔

تشریح آئی۔ ایل۔ او۔ کے مزدور معاہدے سے متعلق

دستوری تصدیق کردہ ہے۔

تشریحی یا فنر سلکوں سے آئی۔ ایل۔ او۔ کی فنی امداد کی اسکیمیں

آئی۔ ایل۔ او۔ کے ڈاکٹر برکھندر جینل نے اعلان کیا ہے کہ آج کل کم ترقی یافتہ ملکوں کے اقتصادی نشوونما سے یہ دفتر ایسی ۵۹ گزرتوں کو عمل میں لارہا ہے اور یہ اس فنی امداد کے وسیلے پر ڈیڑھ لاکھ روپے جو اقوام متحدہ کی مخصوص ایجنسیوں سے ذریعہ مقرر ہوا تھا۔

انچھ سلکوں کو عمل میں لانے کے لیے کام شروع کیا ہے اور انچھ ایجنسیوں کو جلد سے عمل میں لانا چاہیگا۔ جہز اسکیمیں ایسی بھی ہیں جو ابھی تکلیف پہنچا رہی ہیں۔

یہ اسکیمیں ایشیا، مشرق قریب اور مشرق وسطیٰ۔ لیکن انہیں نیز انڈیا کے ملکوں کی حکومتوں کی درخواست پر مرتب کی گئیں تھیں۔ ان درخواستوں میں ۲۹ لاکھ روپے دراست آئی۔ ایل۔ او۔ سے بھی کی گئیں تھیں اور اپنی درخواستیں ان جماعتوں کی گئیں تھیں جو اس پروگرام کی تکمیل میں حصہ بننا چاہتی ہیں۔ لیکن آئی۔ ایل۔ او۔ ان ایجنسیوں کی تکمیل میں بھی حصہ لے گی۔ یہ درخواستیں قریب قریب ایسی تمام سرکاریوں سے تھیں جو آئی۔ ایل۔ او۔ کے دائرہ اختیار میں ہیں۔

ایشیائی ملکوں کے جن مسائل کو حل کرنے کے لیے امداد مانگی ہے ان میں مذکورہ ذیل مسائل بھی شامل ہیں۔ انسانی قوت کا مسئلہ۔ اشتہار اب باہمی کا مسئلہ۔ گورنوں اور کیم کمر دا کے مزدوروں کا مسئلہ۔ سماجی تحفظ کا مسئلہ۔ نیز مزدوروں کے حقوق کا قانون سازی کا مسئلہ۔ مشرق قریب نیز مشرق وسطیٰ کے ملکوں نے جن باتوں کے ساتھ امداد طلب کی ہے وہ یہ ہیں۔ سماجی تحفظ۔ اشتہار اب باہمی۔ حکم کر نہیں چاہتیں۔ انسانی قوت۔ گورنوں اور کیم کمر دا کے مزدوروں۔ زراعت۔ حرفتی حلقہ کی حالت۔ صنعتی تحفظ اور اقتصادی سالمیت۔

جو اسکیمیں پاکستان سے مرتب کی گئی ہیں ان میں حسب ذیل مسائل شامل ہیں۔ سرمہ جاتی تربیت۔ نیز کام دلاؤ دفتر۔ کرپشن کے گزرتوں۔ تحقیقاتی کارخانہ جات۔ نیز دیگر سماجی اطلاعات کے گزرتوں کا قیام۔

ہندوستان کے کام لہنیوالوں کی بیمہ کارپوریشن کے عمل کی تربیت سے امداد طلب کی ہے۔

تشریحی آئی۔ ایل۔ او۔ کے مزدور معاہدہ سے متعلقہ

دستوری تصدیق کردہ ہے۔

حاکمہ مزدوروں کے متعلق بین الاقوامی دستور مزدوروں کے دستور نمبر ۱۴۱ کی تصدیق ترقی نے بھی کر دی ہے۔ اس دستور آئی۔ ایل۔ او۔ نے حکم میں منظور کیا تھا۔

بین الاقوامی دستور مزدوروں کے بارے میں جو تصدیق رہ تب حاصل ہو چکی ہیں ان کی تعداد ۱۱۹۶ ہے۔

# مشرق قریب و مشرق وسطیٰ کی طلبہ جاتی

## کا کنفرنس کا اہتمام

چونکہ کافی نمائندوں کی شرکت میں غیر درجہ تعلقات درپیش آئی ہیں۔ اس لئے آئی۔ ایل۔ او۔ نے فی الحال مشرق قریب و مشرق وسطیٰ کی طلبہ جاتی کا کنفرنس ملتوی کر دیا ہے جو اپریل سے اگست تک منعقد ہونے والی تھی۔ مگر اس دوران میں تمام مناسب کارروائیاں عمل میں لائی جا رہی ہیں تاکہ کانفرنس کے جلد از جلد منعقد ہونے کے قوی ترین امکانات پیدا ہو جائیں۔

### آئی۔ ایل۔ او۔ کی سینیٹوں کی فہرست

جائے انعقاد

اجلاس کی نوعیت

تاریخ

جنوا  
جنوا  
جنوا  
جنوا  
جنوا

پیداوار کے مطابق مزدوری دئے جانے سے متعلق  
مابروں کی کمی۔  
کوئلہ کی کانوں کے متعلق کمی (چوتھا اجلاس)  
بحری مزدوروں کا مشترکہ کمیشن  
انٹرنیشنل لیبر کانفرنس (۱۳واں اجلاس)  
گروں میں کام نہ ہونے کے مزدوروں کے درجہ  
معاشرت اور حادثہ روزگار کے متعلق کمی۔

۱۰ مارچ ۱۹۵۰  
۲۰ اپریل  
۲۱ سے ۲۶  
۶ جون (شروع ہوئی تاریخ)  
۷ سے ۱۲ جولائی

### Recent Publications of the I.L.O.

(Copies obtainable from I.L.O., Indian Branch, New Delhi)

BUILDING, CIVIL ENGINEERING AND PUBLIC WORKS COMMITTEE

Record of the Second Session (Rome, 1949), 157 pp. Price: Rs. 4-0-0.

Third Session (Geneva, 1951).

Report II. Welfare in the Construction Industry, 39 pp. Price: Re. 1-0-0.

Report III, Seasonal Unemployment in the Construction Industry, 97 pp. Price: Rs. 2-0-0.

مشرق قریب و مشرق وسطیٰ کی طبیعتی

کانفرنس کا احوال

چونکہ کافی نمائندوں کی شرکت میں عین درجہ مشکلات درپیش آئی ہیں۔ اسلئے آئی۔ ایل۔ او۔ نے  
فی الحال مشرق قریب و مشرق وسطیٰ کی طبیعتی کانفرنس ملتوی کر دی ہے جو اپریل میں بمقام طہران منعقد  
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منعقد ہونے کے قوی تر امکانات پیدا ہو جائیں۔

آئی۔ ایل۔ او۔ کی سیشنوں کی فہرست

جائے انعقاد

اجلاس کی نوعیت

تاریخ

جنوا  
جنوا  
جنوا  
جنوا  
جنوا

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مابروں کی کمی  
کوئٹہ کی گاؤں کے متعلق کمی (جو تھا اجلاس)  
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انڈینیشنل لیبر کانفرنس (۱۳ ماہوں اجلاس)  
گہروں میں کام کرنے والے مزدوروں کے درجہ  
مساشرت اور حالت پر روزگار کے متعلق کمی

۱۔ ۲۰ اپریل  
۲۔ ۱۹ مئی  
۳۔ ۲۶ مئی  
۴۔ جون (شروع ہونے سے پہلے تاریخ)  
۵۔ ۶ جولائی

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Price: Rs. 2-0-0.

شیر

HIND MAZDOOR SABHA - SECOND CONVENTION -  
New Delhi, 10 March 1951.

(Address by Dr. P.P. Pillai, Representative  
of the I.L.O. )

.....

I have much pleasure in conveying to the Second Convention of the Hind Mazdoor Sabha all the good wishes of the International Labour Organisation, and have no doubt that you will have a very successful meeting.

The interest of the International Labour Organisation in organisations like yours is too manifest to need any detailed explanation. The ILO's constitution itself has recognised that its three props are: the Governments, the employers and the workers of all its member States. Apart from this fundamental fact, there is the obvious consideration that the purpose of the ILO, the object for which it was set up, is to effect steady and continuous improvements in the conditions of the working classes all over the world, and to render the workers everywhere fully equipped for the duties of democracy. It is because of these basic objectives that the ILO has always placed at the very forefront of its programme the duty of rendering all available help ~~in the setting up and maintenance of truly representative~~<sup>6</sup> workers' organisations in all its member States. Representatives of the ILO, therefore, may be pardoned if they feel that, in attending conferences like yours, they are only going back to their own domestic circle. It is in the confidence that you will accept us in this spirit that I respond to your kind invitation to speak a few words on this occasion.

As I said, there is no need in gatherings of this kind to expatiate on the purposes and objects of the International Labour Organisation. But there is perhaps one aspect of the ILO's work in recent times to which I might be permitted to draw your attention. For a long time, there was a feeling in Asian labour circles that the ILO, inspite of its international character, had, in fact, been confining its attention more or less exclusively to the Western World. Even though the ILO has never for a moment forgotten

its international obligations, it is likely that the circumstances of its birth and of its earlier activities might have generated this kind of feeling. During the days of its infancy, it was largely occupied with Western problems, not because it was oblivious that similar problems existed in other parts of the world, but because it could find no adequate vehicles in non-Western countries through which it could spread its message. The organised labour movement in Asia, as you are yourselves aware, is only a phenomenon of very recent growth. Mr. N.M. Joshi, the distinguished father of the Indian Labour Movement will tell you that when India had to send its first workers' representative to the International Labour Conference, there was no organised trade unionism movement in this country, and no institution which could fairly be called a truly representative organisation of Indian workers which could be consulted for this purpose. An examination of the development of trade unionism in Asian countries will reveal that the very establishment of the ILO has been perhaps the most powerful single cause for the creation of such representative organisations both among the workers and among the employers in India as well as in other Asian countries. This is only one of the happy results which followed from the ILO's activities, for the ILO has been equally active in a great many other matters concerning the welfare of Asian labour. Without delving too much into the history of the past, it is enough for my purpose to draw your attention to a few significant developments that have taken place in the ILO's activities during the last few years. The summoning of the first Asian Regional Labour Conference in New Delhi in 1947 was indicative of the spirit of the times. This important step was soon followed by the setting up of various technical committees to deal with various special aspects of Asian labour problems, and early last year, the ILO held its Second Asian Conference at Kuvara Eliya. The importance which the Director-General of the ILO attaches to Asia and her problems has been testified by his visit to India and Ceylon last year, and by the holding of a session of the ILO's Governing Body at Mysore at the same time.

With the termination of the second World War, the ILO has found it necessary to go somewhat beyond the rather narrow orbit which

it had earlier set for itself, and to take a more direct, and if I may say so, a more aggressive, share in organising the manpower of Asia and rendering it an even more competent instrument for the fulfilment of our common democratic ideals. Animated by this spirit, the present Director-General of the ILO has now launched out on a programme of technical assistance for Asian countries, a programme which, worked in combination with similar programmes of the United Nations and other international and regional organisations, should transform the position not only of labour but also of industrial production throughout this vast area. The ILO's slogan that poverty anywhere is a danger to prosperity everywhere now seeks a more positive manifestation in the efforts which the ILO is now making, through its technical assistance programmes, to solve the problem of poverty in this the most poverty-stricken of all the continents of this globe.

For the successful functioning of schemes like these, and for an effective and concerted attack on the problem of mass poverty, it is essential that the ILO should everywhere, at every stage, and in every sphere of its work obtain the unstinted co-operation and support of the working population. This support and co-operation would be forthcoming only if the working classes as a whole stands united and indivisible. The position of labour throughout the world at the close of the Second World War is not exactly the same as it was at the close of the First World War. In 1918 labour everywhere was advancing the frontiers of its influence and authority: it had won a powerful voice in national and international Government. During the period between the two wars, labour indeed continued to maintain its place, but since the end of the Second World War, there have been signs that labour Governments are not quite so popular as of old; and that labours' demands are meeting with a fresh challenge. This is a tendency of which labour organisations throughout the world have to take serious notice; and the only remedy for this is: so to develop the labour movement in each country, so to build up programmes and policies answering the needs of the common man, so to organise itself as to make it unnecessary for serious differences to arise between one labour group and other, that the labour movement of each country could stand rock-firm against all

corners and foursquare<sup>a</sup> against the world. I do not consider this a propitious moment to call more pointed attention to the difficulties and dangers which now confront the labour situation, but I should be failing in my duty, both as the representative of the International Labour Organisation, and as a devoted servant of the Indian worker, if I do not direct your attention at this important conference to this extremely vital point.

Once again, let me wish you a very fruitful session, and thank you for your kind invitation.

.....

*Paras with  
minor amendments  
in para 3.*

H I N D M A Z D O O R S A B H A

SECOND ANNUAL CONVENTION.  
(Delhi-March 10-12, 1951).

DRAFT OFFICIAL RESOLUTIONS.

I. RESOLUTION ON CIVIL LIBERTIES AND FUNDAMENTAL TRADE UNION RIGHTS.

" This Convention of the Hind Mazdoor Sabha takes a very serious view of the various restrictions imposed on the Civil Liberties and Fundamental Trade Union Rights of the working class through repressive laws and executive action of the Government unworthy of an avowed Democratic State.

2. The Convention considers legislations like the Preventive Detention Act of the Union Parliament, the Public Security Measures Acts of various states and certain provisions of the Criminal Law Amendment Act, the Criminal Procedure Code and the Indian Penal Code to be obnoxious and retrograde. They deserve to be expunged from the Statute Book forthwith, being contrary to the healthy exercise of Civil Liberties by the citizens generally and the workers in particular.

3. The extraordinary powers invested in the Executive by such lawless laws have been flagrantly misused in tabooing workers' right of association by placing restrictions on associations and political activities of Government employees, Teachers and the like and by placing bans on the meetings, processions, etc., of workers in the course of their trade union activities. The Executive have not, moreover, hesitated to take advantage of these powers to resort to brute violence through lathi charges, tear gas attacks and firing on peaceful meetings and processions of workers and on innocent citizens as well as by wrongfully utilising even the Home Guards for such unprovoked violence.

4. The Convention being conscious of the duties and responsibilities of the citizens and workers and their associations or trade unions, which go hand in hand with civil liberties and fundamental trade union rights, is opposed to individuals or their organisations resorting to violence or subversive activities contrary to the broad principles of Law and order in a Democratic Society and against the national security. The Convention, however, is firmly of the opinion that no individuals or their organisations should be punished or outlawed for any alleged acts of violence or subversive activities without being tried in a Court of Law, the Rule of Law being the very foundation of a Democratic Society.

5. This Convention therefore, demands the repeal of all repressive laws and full freedom for all democratic and peaceful activities of the toiling masses.

X X X X

II. RESOLUTION ON FAIR WAGES.

(8) The Annual Convention of the Hind Mazdoor Sabha notes with regret that the promise of fair wages to the workers made by the Government and the industrialists in December, 1947, as a part of the "Industrial Truce" that was agreed to by the workers, has remained unfulfilled even when the truce period is over. The delay is all the more distressing

MARCH 10-12, 1951).

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2. The Fair Wages Bill that is now before the Parliament provides for an elaborate machinery for determining fair wages. Even when a simpler machinery in the form of Minimum Wages Act that has existed has not been utilised by the Government, this Convention is of the

opinion that this cumbrous machinery will fail to promptly raise the level of wages of the workers. The considerations on which fair wages are to be fixed include productivity of the employees, prevailing rates of wages and the wage paying capacity of establishments concerned but pays no attention to rational organisation of management on which mainly the productivity of labour depends. The Bill thus makes fair wages dependant on just one aspect of industrial organisation and as such it does less than justice to the workers.

3. The Fair Wages Bill gives no hope of removing the differences and anarchy that exist in the wages of the workers in the same industry in different regions nor does the Bill make any provision in the determination of fair wages for social security. It seeks to perpetuate the unnatural and irrational division of wages into basic wages and dearness allowance, a division that deprives workers of any gains in wages by the failure to gain full compensation for rise in the cost of living.

4. For those and other defects in the Bill, this Convention is of the opinion that it is difficult for workers to accept the Bill as providing a stepping stone to the achievement of a living wage that is the inalienable right of workers. The Convention, therefore, urges upon the Government to amend the bill suitably as advocated in this resolution to safeguard the basic economic interests of the working class as affected by the wage structure.

X X X X

### III. RESOLUTION ON THE LABOUR BILLS.

" The Hind Mazdoor Sabha, meeting at its Second Convention, deplors that the Select Committees of the Parliament on the Trade Unions Bill, 1950 and the Labour Relations Bill 1950 respectively, have ignored the voice of the organised working class in the country as also the fundamental principles of Free and Democratic Trade Unionism universally accepted in most democratic countries of the world and by international labour organisations and have chosen to retain the obnoxious features originally provided therein.

2. The Hind Mazdoor Sabha at its Hyderabad Convention and subsequently the Council of Action of All India Trade Union Organisation backed by 17,50,000 organised workers, having already condemned the said two labour Bills as reactionary and detrimental to the working class interests and the Free and Democratic Trade Union Movement in this country, the Convention reiterated that, inter-alia the following obnoxious features should be expunged from the said Labour Bills:

(i) Restrictions on the Right of Association and the Right to Organise of the Working Class in the pursuit of their Trade Union, Civic and Political objectives as free citizens of the Republic of India.

(ii) Limitations on the workers' Right of Collective Bargaining by introduction of the elements of Compulsory Conciliation and Compulsory Arbitration.

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- (ii) Limitations on the workers' Right of Collective Bargaining by introduction of the elements of Compulsory Conciliation and Compulsory Arbitration.
- (iii). Substitution of Litigation for Collective Bargaining for settlements of Labour Disputes.
- (iv) Illegalisation of strikes and penalising them as Criminal Offences detrimental to the very security of service of the employees, the legal personality of their union, and Free Trade Unionism generally.
- (v) Discarding the principle of the Independence of the Judiciary by empowering the Government with autocratic powers to ride roughshod over the orders and awards of the Judiciary in labour disputes concerning their own employees.

(vi) Vitiating the Fundamental Principles of Democracy in the matter of jurisdictional disputes between rival trade unions by providing for invidious distinctions between unions and unions with differing rights.

(vii) Provisions for Retrenchment en mass and consequent large-scale Unemployment without safeguarding the workers' interests to secure them alternative employment, unemployment benefits and/or adequate compensation.

3. This Convention, therefore, calls upon the Government of India to withdraw the said Labour Bills and on their failure to do so urges upon the Parliament of India to adopt the resolution ' That the Trade Unions Bill, 1950 and the Labour Relations Bill, 1950 be not proceeded with ' " .

X X X X

IV. RESOLUTION ON FREE LEGAL AID.

This Convention recommends to the Government of India and the States Governments to consider the desirability of adopting and enforcing schemes such as that proposed by the Bombay Committee presided over by Mr. Justice Bhagwati to give Free Legal Aid to the poorer classes in the society and particularly to the workers vis-a-vis the employers in respect of their labour disputes adjudicated upon in the Industrial Courts and Tribunals and thereby to place the Rule of Law on an economically equitable basis " .

X X X X X

V. THE POLITICAL RESOLUTION.

" This Annual Convention of the Hind Mazdoor Sabha invites the attention of the Government to the desirability of holding General Elections in the country at an early date. Such elections, held on the basis of adult franchise, would revive confidence in the people and make political alignments in the country real and effective.

2. The Convention appeals to the Indian Working Class to take advantage of the General Elections to send to the legislatures representatives who will understand and express the views and wishes of workers.

3. The Convention appeals to workers organised in different trade unions to collect political funds to support working class and other candidates of their choice and thereby actively participate in the elections and influence events in the country.

4. The Convention is confident that the Indian Working Class will support only those candidates in the elections who promise to stand by the basic demands of the working class, namely,

- 1) A Living Wage;
- 2) Social Security;
- 3) Acceptance of the Rights to Work;
- 4) Workers' participation in the Organisation and Management.

raise the fair wages concerned,

13  
W.M.S.

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#### V. THE POLITICAL RESOLUTION.

" This Annual Convention of the Hind Mazdoor Sabha invites the attention of the Government to the desirability of holding General Elections in the country at an early date. Such elections, held on the basis of adult franchise, would revive confidence in the people and make political alignments in the country real and effective.

2. The Convention appeals to the Indian Working Class to take advantage of the General Elections to send to the legislatures representatives who will understand and express the views and wishes of workers.

3. The Convention appeals to workers organised in different trade unions to collect political funds to support working class and other candidates of their choice and thereby actively participate in the elections and influence events in the country.

4. The Convention is confident that the Indian Working Class with support only those candidates in the elections who promise to stand by the basic demands of the working class, namely,

- 1) A Living Wage;
- 2) Social Security;
- 3) Acceptance of the Rights to Work;
- 4) Workers' participation in the Organisation and Management of Industries;
- 5) Repeal of all anti-labour laws and the Withdrawal of the two Labour Bills, now before the Parliament.

(contd... 4)

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5. The Convention appeals to the workers to develop the organisational and financial strength that will make their voice significant in the democratic politics of the country".

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## VI. RESOLUTION ON WAR AND FOREIGN POLICY.

" This Convention of the Hind Mazdoor Sabha views with grave alarm and anxiety the growing drift towards a new world war. The two rival blocs of nations are feverishly arming themselves against each other and by that very race for armaments and for the occupation of strategic positions throughout the world, undertaken in the name of defence, they are creating the necessary conditions for a war and threatening to inflict dire calamity on the peoples of the world.

2. The Convention is emphatically of the opinion that with the tremendous increase in the destructive powers of modern armaments a war is a danger to the very existence of human civilization. A modern war fought with atomic and hydrogen bombs and other weapons will not only destroy large masses of the peoples of the world but may wipe out all traces of human civilization from many parts of the globe. Such war will not solve any of the problems which are dividing the nations and will on the other hand lead to the total eclipse of all values cherished by civilised humanity.

3. It is, therefore, the considered opinion of the Convention that it is the duty of all those who stand for democracy and freedom to take all possible steps for averting the great calamity of a Third World War. The Convention pledges itself to such efforts and calls upon workers to develop a powerful broadbased movement for peace and against war-

4. The Convention notes with pleasure that the Government of India have refused to align themselves with either of the blocs and to keep India out of war in case a war breaks out between the two rival blocs.

5. The Convention favours a neutral and independant foreign policy and calls upon the Government of India to follow in the domestic sphere bold policies of social reconstruction and a round economic development which alone can make the pursuit of an independant and neutral policy possible.

6. The Convention urges further upon the Government of India to make active efforts to gather support for a policy of peace and against war of similar other countries in the world wadded to an independant policy of active neutrality thereby to build up a powerful force in favour of permanant peace constituted by the vast masses of the working peoples of the world without any barriers of geographical boundaries or governmental commitments "

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## VI RESOLUTION ON THE ECONOMIC SITUATION.

1. The Hind Mazdoor Sabha is gravely perturbed at the singular incapacity of the Government of India to evolve any definite economic policy calculated to bring about at least some relief to the distress of the suffering people. Government have so far failed to show any courage and imagination in this most important aspect of administration.

2. During the last few years, the economic distress of the common people has been further aggravated by steadily mounting prices and steadily increasing volume of unemployment.

voice

3. The new budget of the Central Government only confirms the view of the Hind Mazdoor Sabha that, despite repeated declarations to the contrary, this Government is showing itself to be incapable of adopting a bold economic policy in the interests of the common man. The budget only reveals Government's solicitude for the vested interests coupled with disregard for the welfare of the middle and poorer classes.

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4. The food policy of the Government has proved to be an utter failure. Chimerical ideas about national self-sufficiency in food, exaggerated notions about the efficacy of Government's procurement and 'grow-more-good' drives, and corrupt and demoralised machinery of administration is causing starvation and untold distress to the people especially and working and the middle classes. In the recent reduction in the quantum of ration glibly defended in the name of equity and equality is only the result of colossal bogotry and misdirection of Government's food policy. The Hind Mazdoor Sabha unreservedly resents and rejects this policy of drift in the matter of food and demands an immediate restoration of the cut in the rations, drastic over-hauling of the procurement policy both as a whole and equally drastic measures to root out corruption and inefficiency from the machinery of food administration. The Hind Mazdoor Sabha utters a solemn warning that any further delay in improving the food situation can only result in a bitter and wide-spread hostility to the Government which may confidently be expected to develop into major threat to the prospects of peaceful and democratic progress of the country.

5. The Hind Mazdoor Sabha calls upon Government immediately to abandon the policy of drift which has been objectively helpful to the vested interests at the cost of the middle and poorer classes, and forthwith to adopt a bold and decisive policy frankly and specifically directed towards the welfare of the common man even though such a policy results, as it will result, in antagonising the vested interests in the country.

6. The Hind Mazdoor Sabha expresses the hope, that even at this late stage, Government may awaken themselves to the serious risks to which their policy is exposing the political and economic future of the people of this country.

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H I N D M A Z D O O R S A B H A .

SECOND ANNUAL CONVENTION.

(Delhi March 10-12, 1951).

DRAFT NON-OFFICIAL RESOLUTIONS.

SUBMITTED BY: COM. TULSI BODA,  
MUMBAI WOOLLEN MILL KAMGAR UNION, BOMBAY.  
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I. THE THREAT OF WAR.

WAR clouds are thickening every day. Rival power blocs are making all the preliminary preparations necessary for a show down psychological, military and economic. Each of the power blocs is exerting its maximum pressure on the Nehru Government to line up with it against the other. Sooner or later, the Government will have to make its choice and its choice in all probability will be the Anglo-American bloc. In any case, India will be dragged into war, which can only bring agony and anguish for the masses, murder and maiming by the million, death and destruction on a colossal scale.

This Annual Conference of the Hind Mazdoor Sabha, therefore, makes it clear in unequivocal terms that the HMS will resist to the bitter end Nehru Government's participation in the next world war and in case the country is drawn into the war in spite of the HMS efforts to prevent it, it will not abate its opposition by a whit and try its best to terminate it in the quickest possible time. The HMS opposition to the capitalist politics of the Nehru Government as war is but the continuation of politics by other means.

II. HMS AND ICFTU.

THIS ANNUAL CONFERENCE OF THE HIND MAZDOOR SABHA directs that the HMS Representatives fight in the coming Conference of the ICFTU for changing its policy in relation to the Korean War. The Korean War being in the main, a local eruption of the cold war going on between the two power blocs into a shooting war, the world working class organised in free and democratic trade union organisations cannot have anything to gain from the War. On the other hand, it has everything to lose.

Rising prices and lagging earnings are inevitable in a war and they have hit harder the working class already hard hit. It is the working class that pays for war in toil, tear and blood while the capitalists go on minting money out of the miseries of the people.

Moreover, support the UNO is an euphemism for support to American Imperialism which is no less deadly an enemy of the working class especially of the Colonial World, than Stalinism.

This Annual Conference directs that, in case the HMS representatives to the coming world Conference of the ICFTU fail to get its present position on the Korean War changed, the HMS shall disaffiliate from the ICFTU immediately after International Conference.

III. FOREIGN POLICY.

SINCE the policy of the HMS in domestic matters differ sharply from the one pursued by the Nehru Government, its foreign

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SINCE the policy of the HMS in domestic matters differ sharply from the one pursued by the Nehru Government, its foreign policy flowing inexorably from its policy at home is different from the foreign policy of the Nehru Government, the temporary and episodic coincidence notwithstanding.

It has thus become necessary for us to distinguish the foreign policy of opposition to war from Nehru Government's neutralism which may yet prove to be but a bargaining counter for better terms. The HMS opposes all wars conducted by capitalist or stalinist Governments whereas the declared policy of the Nehru Government is only to keep out of the coming war between the two power blocs.

The HMS no more supports the UNO, i.e., American intervention in Korea than it does the invasion of South Korea by North Korea. Whichever side wins, the outcome of the war is not going to be a FREE and UNITED KOREA. The victory of the American interventionists will mean the reinstallation of the hated Syngman Rhee Government of landlord and capitalists, subservient to Washington. The victory of the North Korean and/or of the Chinese troops will mean the setting up of a Government dominated by the Kremlin. Korea is not going to come out of the war UNITED and FREE. This Conference, therefore, condemns the token help that the Nehru Government has rendered to the American Imperialists.

This Conference, therefore, warns the working class, especially of the Asian countries against the so-called liberating role of the American imperialism as well as of the Stalinist fifth columnists. The emancipation of the working class can and must come through its own efforts. It, therefore, appeals to the workers, especially of the Asian countries, to steer clear of the power blocs and concentrate all their energies in building and consolidating a really FREE and DEMOCRATIC trade union movement which would be capable of successfully withstanding the pressure of American imperialism as well as of world Stalinism.

To facilitate this task, the HMS will spare no efforts. It pledges its unstinted and unreserved support and co-operation to free and democratic trade union movements in other countries that a THIRD BLOC OF REVOLUTIONARY PEACE may emerge.

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TABLED BY:- COM. TULSI BODA,  
MUMBAI WOOLLEN MILL KAMGAR UNION.  
.....

IV. LABOUR BILLS.

This Conference authorises and directs the HMS to address the Government of India to submit the Labour Relations Bill, and the Trade Unions Bill, 1950 as amended by the Select Committee, before introducing them in Parliament, for a final review by a Committee consisting of

- (1) Sri. Jagjivan Ram (Chairman)
- (2) Sri. N.M. Joshi
- (3) Sri. V.V. Giri
- (4) Sri. Jayaprakash Narayan,

and if necessary,

- (5) a representative of the I.L.O.
- (6) a representative of the International Confederation of Free Trade Unions, and

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- (7) a judge of the Supreme Court of India.

#### V. UNEMPLOYMENT INSURANCE.

This Conference authorises and directs the HMS to prepare a skeleton bill on unemployment Insurance for all workers in India, including Government employees, and to demand that the Government should enact it as quickly as possible.

VI. INFLATION AND CURRENCY.

This Conference demands that new currency of all denominations should be immediately issued in lieu of old with a view to ascertaining the amount of 'black' money in the land, and check the 'inflationery' spirit apart from inflation, by returning only one half of the 'black' money collected and retained, if necessary the other half, treating the latter as an irredeemable loan to the Government, bearing an annuity of (say) 3%.

VII. RETRENCHMENT.

This Conference demands that there should be no retrenchment for at least two years till the present famine conditions are over, either in public institutions or in private enterprises and there should no fresh recruitment until all persons retrenched or inevitable grounds are re-absorbed and that a Central co-ordinating Committee should be immediately constituted for achieving the above objects, on which workers should be represented adequately.

VIII. CEILING ON MAXIMUM SALARY.

This Conference authorises and directs the HMS to conduct immediate discussions with the Government and see whether all those who get a total emolument of more than Rs. 1000/- a month can be made to take in all only Rs. 1000/- a month, from 1st May, 1951, at least temporarily for two years till the present famine crisis is over.

IX. MINIMUM WAGE.

This Conference demands that an All India National Minimum basic wage (including all allowances) of at least Rs. 100/- a month should be established in the course of the year, for the unskilled worker, in town or country, without any regard to the 'capacity of an employer to pay'.

TABLED BY COM. T.S.RAMANUJAM.

17th February, 1951.

GOVERNMENT FAVOURITISM FOR INTUC.

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The Convention emphatically protests against the Government's Policy of discrimination in favour of the INTUC. The discrimination extends from granting it the sole monopoly of representation at ILO Conferences to granting undue facilities and privileges to INTUC unions and workers belonging to them. This policy of discrimination places the free trade union movement in grave peril and by following it the Government of India are trampling upon the elementary right of freedom of organisation and collective bargaining guaranteed by the Constitution and International Conventions. The Convention demands the immediate reversal of this policy and appeals to all democratic forces to help the HMS to secure the same.

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HIND MAZDOOR SABHA

CONSTITUTION.

Draft Amendments:

Clause 4. Affiliation Fees:

1. Cl. 4. Title: Substitute the word "Contribution" for the words "Affiliation Fees".
2. Cl. 4. (i) (a): Add the following as clause (a): "(a) An Admission Fee of Rs. 10/-"
3. Cl. 4. (i) (b), (c) & (d): Treat the present sub-clause (a), (b), and (c) as sub-clauses (b), (c) & (d) respectively.
4. Cl. (i) (b), line 1: Substitute the words "one anna" for the words "1/2 anna".
5. Cl. 4. (i) (b), line 5: Substitute the words "on first January" for the following words: "to be determined by the General Council".

Clause 7. Election of General Council:

- x 6. Cl. 7. (i), line 4: Delete the word "annual" and add the following words after the word "Convention" "meeting at least once in two years".
7. Cl. 7. (i), lines 4 & 5: Delete the words "by a majority" and substitute the following: "by show of hands or by a majority of the delegates when a division is demanded".
- x 8. Cl. 7. (ii), line 2: Delete the word "annual" and substitute the word "said".

Clause 8. Working Committee:

- x 9. Cl. 8, line 3: Substitute "said" for the word "annual".
- x 10. Cl. 8: Add a new para at the end of the clause as follows:  
"The Management of the Hind Mazdoor Sabha shall be carried on by the Working Committee subject to confirmation on matters of policy of the General Council and the Convention of the Hind Mazdoor Sabha, However, on urgent matters, so considered by the President, arising from day to day, the members of the Working Committee who may be present at the place where a meeting of the Working Committee is called, shall be empowered to take such decisions as the majority among such members think proper subject to the confirmation of the entire Working Committee by correspondence or at its meeting held subsequently."

Clause 9. Meetings:

- x 11. Cl. 9. (i), line 2: Substitute the words "a year" for the words "six months" and substitute the word "six" for the word "three".

Clause 12. Provincial (State) Councils and Regional Committees:

- ✓ 12. Cl. 12: Delete the word "labour" and the word "Provincial" wherever they appear.
- ✓ 13. Cl. 12. (iii), line 1: Substitute the words "State Councils" for the words "The Provincial Labour Councils".

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Clause 13. Conventions:

- ✓ 14. Cl. 13: Delete the word "annual" and the word "Provincial" wherever they appear.
- x 15. Cl. 13 (i), line 2: Substitute the following words: "at least in two years" for the words "in the month of December every year".
16. Cl. 13. (v): Add the following at the end of the para: "and cumulative voting where there is more than one seat".

Clause 15: Amendments to the Constitution:

17. Cl. 15, line 3: Substitute the word "to" for the word "for".

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HIND MAZDOOR SABHA.

SECOND CONVENTION.

AGENDA.

- (A) Organizational: (i) Annual Report. (ii) Constitutional amendments (iii) Credentials Committee's Report- Re: Affiliated Unions. (iv) State Councils and Regional Committees. (v) Financial Problems.
- (B) Economic: (i) Economic Situation. (ii) Food Problem. (iii) Clothing Problem. (iv) Housing Problem. (v) Social Security Measures.
- (C) Trade Union: (i) Labour policy of the Government. (ii) Labour Bills. (iii) Retrenchment and unemployment.
- (D) Political: (i) General Elections and HMS stand. (ii) Partisan policy of the Government of India towards INTUC. (iii) ILO Representation of Indian Labour for the ILO Conference at Geneva in June 1951.
- (E) International - ICFTU: (i) Asian Trade Union Movement. (ii) 2nd Congress at Milan (Italy) in July 1951 and HMS delegation. (iii) Protection of Trade Union rights in India. (iv) Social Security Scheme for South East Asia including India. (v) Korea and foreign Policy. (vi) ICFTU Affiliation Fees due.
- (F) Hind Kisan Panchayat: Proposal for a co-ordinating Committee of representatives of the HMS and the Hind Kisan Panchayat, or alternatively amalgamation of the two organizations to take advantage of the membership of the latter, particularly of the landless agricultural labourers to counter the INTUC claims regarding larger membership.
- (G) Civil Liberties and Trade Union Rights:

COMPARATIVE STATEMENT OF MEMBERSHIP IN EACH STATE BY INDUSTRIES AND UNIONS AS AT MARCH 1950 AND DECEMBER 1950.

States.	No. of Industries.		No. of Unions	
	March 1950.	Dece. 1950.	March 19 50.	Dec. 1950
a. Assam.	4.	4	6	6
b. West Bengal.	15	15	85	87
c. Bihar.	12	12	74	76
d. Bombay.	13	13	99	100
e. Madhyapradesh.	10	10	23	25
f. Delhi.	5	5	7	7
g. East Punjab.	3	3	4	4
h. Madras.	13	13	55	59
i. Saurashtra.	5	5	9	9
j. Uttar Pradesh.	11	11	52	52
k. Orissa.	5	5	14	14
l. Mysore.	9	9	15	15
m. Ajmer Marwar Jodhpur Hyderabad Rajaputana Vindhyapradesh.	5	5	7	7
n. Travancore-Cochin.	3	3	6	6

States.	Members.	
	March, 1950.	December, 1950
		456
		467
a. Assam.	22,837.	22,837.
b. West Bengal.	88,130.	89,580.
c. Bihar.	109,906.	112,337.
d. Bombay.	177,681.	177,722.
e. Madhyapradesh.	49,866.	50,201.
f. Delhi.	4,930.	4,930.
g. East Punjab.	12,026.	12,026.
h. Madras.	149,614.	150,727.
i. Saurashtra.	13,388.	13,388.
j. Uttar Pradesh.	36,501.	36,639.
k. Orissa.	7,494.	7,494.
l. Mysore.	10,042.	10,042.
m. Ajmer Marwar Jodhpur Hyderabad Rajaputana Vindhyapradesh.	2,864.	2,864.
n. Travancore - Cochin.	3,287.	3,287.

Province.                  Railway.                  Water Transport.

Transport other  
than Rlys, and  
Water Transp.

	Mar. '50		Dece. '50.		Mar. '50.		Dece. '50.		Mar. '50, Dec. '50.							
a. Assam.	-	-	-	-	6,137(2)	6,137(2)	-	-	-	-						
b. W. Bengal.	5,200(3)	5,200(3)	5,200(3)	5,200(3)	6,993(2)	6,993(2)	8,041(7)	8,041(7)	8,041(7)	8,041(7)						
c. Bihar.	1,778(3)	1,778(3)	1,778(3)	1,778(3)	-	-	300(1)	300(1)	300(1)	300(1)						
d. Bombay.	21,269(3)	21,269(3)	21,269(3)	21,269(3)	11,529(4)	11,529(4)	21,701(5)	21,701(5)	21,701(5)	21,701(5)						
e. M. P.	-	-	-	-	-	-	373(1)	373(1)	373(1)	373(1)						
f. Delhi.	-	-	-	-	-	-	80(1)	80(1)	80(1)	80(1)						
g. E. Punjab.	7,965(1)	7,965(1)	7,965(1)	7,965(1)	-	-	-	-	-	-						
h. Madras.	-	-	-	-	-	-	71,950(3)	71,950(3)	71,950(3)	71,950(3)						
i. Saurashtra.	8,000(1)	8,000(1)	8,000(1)	8,000(1)	-	-	-	-	-	-						
j. U. P.	172(2)	172(2)	172(2)	172(2)	-	-	544(1)	544(1)	544(1)	544(1)						
k. Orissa.	-	-	-	-	-	-	-	-	-	-						
l. Mysore.	-	-	-	-	-	-	500(1)	500(1)	500(1)	500(1)						
m. Ajmer Marwar	}	}	}	}	}	}	}	}	}	}						
Jodhpur											1,028(1)	1,028(1)	-	-	200(1)	200(1)
Hyderabad																
Rajputana																
Vindhya Pradesh																
n. Travancore- Cochin.	-	-	-	-	-	-	500(1)	500(1)	500(1)	500(1)						
										45,412(14).	45,412(14).	24,659(8).	24,659(8).	1,03,559(23)	1,03,594(23)	

Province.                  Jute Textiles.                  Cotton Textiles and other  
than Jute.

	Mar. '50.		Dece. '50.		Mar. '50.		Dece. '50.							
a. Assam.	2,000(1)	2,000(1)	2,000(1)	2,000(1)	-	-	-	-						
b. W. Bengal.	4,282(6)	4,282(6)	4,282(6)	4,282(6)	2,395(5)	2,395(5)	2,395(5)	2,395(5)						
c. Bihar.	3,900(3)	3,900(3)	3,900(3)	3,900(3)	200(1)	1,400(2)	1,400(2)	1,400(2)						
d. Bombay.	-	-	-	-	29,270(13)	29,270(13)	29,270(13)	29,270(13)						
e. M.P.	900(1)	900(1)	900(1)	900(1)	20,016(1)	20,016(1)	20,016(1)	20,016(1)						
f. Delhi.	-	-	-	-	2,500(1)	2,500(1)	2,500(1)	2,500(1)						
g. E. Punjab.	-	-	-	-	-	-	-	-						
h. Madras.	1,691(2)	1,746(3)	1,746(3)	1,746(3)	40,557(5)	40,557(5)	40,557(5)	40,557(5)						
i. Saurashtra.	-	-	-	-	4,325(2)	4,325(2)	4,325(2)	4,325(2)						
j. U. P.	-	-	-	-	2,803(3)	2,803(3)	2,803(3)	2,803(3)						
k. Orissa.	-	-	-	-	-	-	-	-						
l. Mysore.	-	-	-	-	1,770(3)	1,770(3)	1,770(3)	1,770(3)						
m. Ajmer Marwar	}	}	}	}	}	}	}	}						
Jodhpur														
Hyderabad														
Rajputana														
Vindhya Pradesh														
n. Travancore- Cochin.	-	-	-	-	-	-	-	-						
										14,164(13)	14,219(14).	1,03,836(40)	10,5,036(41)	

COMPARATIVE STATEMENT OF MEMBERSHIP IN EACH  
INDUSTRY (UNIONWISE).

Province.	Port & Dock.		Mining & Quarrying.	
	Mar. '50.	Dece. '50.	Mar. '50.	Dece. '50.
a. Assam.	-	-	-	-
b. West Bengal.	8,025(2)	8,025(2)	-	-
c. Bihar.	-	-	75,254(23)	75,254(23)
d. Bombay.	21,769(6)	21,769(6)	-	-
e. Madhya Pradesh.	-	-	7,495(2)	7,495(2)
f. Delhi.	-	-	-	-
g. East Punjab.	-	-	-	-
h. Madras.	3,315(2)	3,315(2)	-	400(1)
i. Saurashtra.	-	-	-	-
j. Uttar Pradesh.	-	-	-	-
k. Orissa.	-	-	4,180(4)	4,180(4)
l. Mysore.	-	-	-	-
m. Ajmer Marwar ) Jodhpur ) Hyderabad ) Rajputana ) Vindhya Pradesh ) Madhya Bharat. )	-	-	-	-
n. Travancore- Cochin.	-	-	-	-
	33,109(10)	33,109(10)	86,929(29)	87,329(30)

Province.	Engineering and allied trades.		Iron & Steel and other trades.	
	Mar. '50.	Dece. '50.	Mar. '50.	Dece. '50.
a. Assam.	-	-	-	-
b. West Bengal.	6,587(11)	6,387(11)	6,261(4)	6,861(5)
c. Bihar.	381(1)	381(1)	8,700(2)	8,700(2)
d. Bombay.	5,647(4)	5,688(5)	3,006(2)	3,006(2)
e. Madhya Pradesh.	-	-	-	-
f. Delhi.	500(1)	500(1)	-	-
g. East Punjab.	-	-	-	-
h. Madras.	2,633(4)	2,633(4)	-	-
i. Saurashtra.	-	-	-	-
j. Uttar Pradesh.	138(1)	138(1)	1,108(4)	1,108(4)
k. Orissa.	-	-	-	-
l. Mysore.	70(1)	70(1)	2,475(1)	2,475(1)
m. Ajmer Marwar ) Jodhpur ) Hyderabad ) Rajputana ) Vindhya Pradesh ) Madhya Bharat. )	250(1)	250(1)	-	-
n. Travancore- Cochin.	-	-	-	-
	16,006(24)	16,047(25)	21,550(13)	22,150(14)

Province.	Chemicals & Oils.		Leather & Tanning.	
	Mar. '50.	Dece. '50.	Mar. '50.	Dece. '50.
a. Assam.	4,700(2)	4,700(2)	-	-
b. West Bengal.	910(4)	910(4)	-	-
c. Bihar.	134(2)	134(2)	-	-
d. Bombay.	8,518(5)	8,518(5)	-	-
e. Madhyapradesh.	535(4)	535(4)	-	-
f. Delhi.	430(1)	430(1)	-	-
g. East Punjab.	-	-	-	-
h. Madras.	941(2)	941(2)	1,325(3)	1,325(3)
i. Saurashtra.	-	-	-	-
j. Uttar Pradesh.	2,576(7)	2,576(7)	300(1)	300(1)
k. Orissa.	-	-	-	-
l. Mysore.	319(2)	319(2)	-	-
m. Ajmer Marwar )				
Jodhpur )				
Hyderabad )	700(1)	700(1)	236(1)	236(1)
Rajaputana )				
Vindhya Pradesh )				
n. Travancore - Cochin,	-	-	-	-
	19,763(30)	19,763(30)	1,861(5)	1,861(5)

Province.	Sugar, Food & Tobacco.		Printing & Paper.	
	Mar. '50.	Dece. '50.	Mar. '50.	Dece. '50.
a. Assam.	-	-	-	-
b. West Bengal.	873(2)	873(2)	11,280(6)	11,280(6)
c. Bihar.	8,124(12)	8,124(12)	-	-
d. Bombay.	11,401(14)	11,401(14)	6,980(5)	6,980(5)
e. Madhyapradesh.	500(1)	500(1)	350(1)	350(1)
f. Delhi.	-	-	-	-
g. East Punjab.	-	-	-	-
h. Madras.	7,747(8)	7,971(9)	308(2)	308(2)
i. Saurashtra.	300(2)	300(2)	-	-
j. Uttar Pradesh.	21,437(12)	21,437(12)	1,140(2)	1,140(2)
k. Orissa.	-	-	-	-
l. Mysore.	1,275(3)	1,275(3)	-	-
m. Ajmer Marwar )				
Jodhpur )				
Hyderabad )	632(1)	632(1)	327(1)	327(1)
Rajaputana )				
Vindhya Pradesh )				
n. Travancore - Cochin.	210(1)	210(1)	-	-
	52,499(56)	52,723(57)	20,385(17)	20,385(17)

Province.	Agricultural including Plantations & Forestry.		Public Employees.	
	Mar. '50.	Dece. '50.	Marc. '50.	Dece. '50.
a. Assam.	10,000(1)	10,000(1)	-	-
b. West Bengal.	1,000(1)	1,000(1)	9,399(9)	9,399(9)
c. Bihar.	-	-	1,922(11)	1,922(11)
d. Bombay.	-	-	25,952(27)	25,952(27)
e. Madhyapradesh.	-	-	3,879(2)	4,179(3)
f. Delhi.	-	-	1,420(3)	1,420(3)
g. East Punjab.	-	-	4,811(2)	4,811(2)
h. Madras.	8,718(2)	8,718(2)	13,909(13)	14,343(14)
i. Saurashtra.	-	-	363(2)	363(2)
j. Uttar Pradesh.	-	-	3,028(8)	3,028(8)
k. Orissa.	-	-	1,668(4)	1,668(4)
l. Mysore.	-	-	3,332(5)	3,332(5)
m. Ajmer Marwar ) Jodhpur ) Hyderabad ) Rajaputana ) Vindhya Pradesh ) Madhyabharat. )	-	-	2,134(3)	2,134(3)
n. Travancore- Cochin.	-	-	2,050(3)	2,050(3)
	19,718(4)	19,718(4)	73,867(92)	74,601(94)

Province.	Commercial Establishments.		General workers.	
	Mar. '50.	Dece. '50.	Mar'50.	Dece. '50.
a. Assam.	-	-	-	-
b. West Bengal.	7,062(8)	7,062(8)	10,022(15)	10,872(16)
c. Bihar.	400(1)	400(1)	8,815(14)	10,046(15)
d. Bombay.	5,287(7)	5,287(7)	5,366(7)	5,366(7)
e. Madhyapradesh.	415(1)	415(1)	15,403(3)	15,403(3)
f. Delhi.	-	-	-	-
g. East Punjab.	-	-	350(1)	350(1)
h. Madras.	500(2)	500(2)	4,046(7)	4,046(7)
i. Saurashtra.	-	-	400(2)	400(2)
j. Uttar Pradesh.	1,220(3)	1,220(3)	2,173(6)	2,173(6)
k. Orissa.	34(1)	34(1)	-	-
l. Mysore.	-	-	-	-
m. Ajmer Marwar ) Jodhpur ) Hyderabad ) Rajaputana ) Vindhya Pradesh ) Madhybharat. )	-	-	70(1)	70(1)
n. Travancore - Cochin.	-	-	737(2)	737(2)
	14,918(23)	14,918(23)	47,382(58)	49,463(60)

India - March - 1951

121 Special Information

Government of India  
Ministry of Labour.

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THIRD SESSION OF THE INDUSTRIAL COMMITTEE ON COAL  
MINING TO BE HELD AT DHANBAD ON 28TH and 29TH MARCH  
~~1951~~.  
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A G E N D A.

1. Action taken on the decisions of the previous meetings.
2. The activities of the Coal Mines Welfare Fund for the year 1949-50.
3. Review of the work of Provident Fund and Bonus Schemes.
4. Problem of surplus labour in coal mines including retrenchment.
5. Different measures for improving production including piece rate work and production bonus.
6. Footwear for coalminers.
7. Food grain and cloth concessions.

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BM:17.3.51-60-D.

Government of India  
Ministry of Labour

Third Session of the Industrial Committee on Coal Mining.

MEMORANDUM ON THE ACTION TAKEN ON THE DECISIONS OF  
THE SECOND SESSION OF THE INDUSTRIAL COMMITTEE ON  
COAL MINING HELD AT DHANBAD IN SEPTEMBER, 1948 -  
ITEM I ON THE AGENDA OF THE THIRD SESSION OF THE  
COMMITTEE TO BE HELD AT DHANBAD IN MARCH 1951.

1. The following items were discussed at the second session of the Committee held in September, 1948:

- I. Action taken on the Report of the first session of the Committee.
- II. Labour management relations in coal mines.
- III. Contract labour in coal mines.
- IV. Statutory provision for working of collieries on Sundays preceding/succeeding the declared public holidays at normal rates.
- V. Question of continuing the concessional issue of cloth and foodgrains to colliery labour in the context of the present abnormal prices.
- VI. Lead and lift rates payable to colliery labour in accordance with the recommendation of the Conciliation Board.
- VII. Supply of footwear at concessional rates to colliery workers.
- VIII. Coal Mines Provident Fund Scheme (General Review).
- IX. Retrenchment of labour, closing down of mines and problem of surplus labour.

2. Item I was only informative. Discussion on item IV was not conclusive and no action was called for. Items V, VII, VIII and IX have been placed again on the Agenda of the present session and the position with regard to these items has been stated fully in the individual memorandum on the subjects. The following paragraphs indicate the action taken on the other items in the light of the decisions reached at the second session.

3. Labour management relations in coal mines.

The Committee came to the general conclusion that formation of works committees would be the most suitable means

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MEMORANDUM ON THE ACTION TAKEN ON THE DECISIONS OF THE SECOND SESSION OF THE INDUSTRIAL COMMITTEE ON COAL MINING HELD AT DHANBAD IN SEPTEMBER, 1948 - ITEM I ON THE AGENDA OF THE THIRD SESSION OF THE COMMITTEE TO BE HELD AT DHANBAD IN MARCH 1951.

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3. Labour management relations in coal mines.

The Committee came to the general conclusion that formation of works committees would be the most suitable means of promoting labour management relations. Considerable

progress has been made in the formation of works committees since the last session of the Committee. In January 1949 out of 760 coal mines 140 (or 18%) had works committees. The corresponding figure on September, 1950 was 216 or 28.42%.

4. Contract labour in coal mines. It was agreed that the ultimate aim was abolition of the system but adequate provision had to be made against possible repercussions on labour. The matter is being actively pursued by Government and steps are being taken for the gradual change-over from contract to departmental working.

5. Lead and lift rates. The Committee decided at the second session that a small committee should go into the whole question and it was agreed that the existing system would continue until the Committee submitted their report and Government took a decision in the matter. In accordance with this decision a committee was duly constituted but it was felt that proper time studies to assess the actual earning capacity of workers employed under conditions where lead and lift did not exist as against varying distances of lead and lift, were essential for a proper consideration of the problem. Time studies were, therefore, undertaken by the Chief Inspector of Mines. The labour relations machinery has been asked to carry on negotiations between the parties for an agreement on the matter in the light of the results of the time studies.

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Memorandum on the review of the work of Provident Fund and Bonus Schemes - Item 3 on the Agenda of the Third Session of the Industrial Committee on Coal Mining to be held at Dhanbad in March 1951.

## I. THE COAL MINES PROVIDENT FUND SCHEME.

The question of introducing a Provident Fund Scheme in the coal mines was discussed at the first and the second sessions of the Industrial Committee on Coal Mining held at Dhanbad in 1948. The Coal Mines Provident Fund and Bonus Schemes Ordinance, 1948 was issued on the 23rd April, 1948. The Ordinance was later replaced by the Coal Mines Provident Fund and Bonus Schemes Act, 1948. In exercise of the powers conferred by the Act the Central Government issued in December 1948 a Coal Mines Provident Fund Scheme which was applied initially to the coal mines in West Bengal and Bihar with effect from the 12th May 1947 and to those in Madhya Pradesh and Orissa from the 10th October, 1948. It was extended to the coal mines in Assam and Talcher with effect from the 1st January 1950 and to those in Rewa and Korea from the 1st April 1950. By an amendment passed by Parliament in December 1950, the Act has been extended to the Hyderabad State and with the passing of Part 'B' States (Laws) Act, 1950 Part 'B' States have also been brought within the purview of the Act.

2. According to the Scheme contributions to the Fund are payable by affixing contribution stamps to the cards of members concerned. These stamps have been specially printed and are sold to employers through selected treasuries and post offices. In respect of the period before the 1st October, 1948 members' contribution to the Fund was deducted by the employers from the bonus payable under the Coal Mines Bonus Scheme and the employers were required to deposit the amount so deducted into a Government treasury together with an equal amount on account of the employers' contribution and the administrative charges of 5% calculated on the total amount of employers' and members' contribution. They were also required to submit the necessary returns. A sum of about Rs.56 lakhs has been paid as Provident Fund contribution and administrative charges for the period ending 30th September, 1948 and necessary returns have been submitted by about 80% of the working coal mines. 200 collieries, however, are still in default.

3. The Scheme provides that every employer shall pay for credit to the "Reserve Account" of the Fund a consolidated contribution in respect of the period from the 12th May, 1947 in the case of coal mines in West Bengal and Bihar and from the 10th October, 1947 in the case of the coal mines in Madhya Pradesh and Orissa upto the 31st December, 1948 at such rate per ton of the coal raised in the coal mines during the period concerned as the Central Government may specify in this behalf provided that the amounts already paid on account of the employers' contribution and the administrative charges as explained in para.2 above, could be deducted from the amount which would otherwise be required to be paid as "Lumpsum contribution". In January 1949 the Central Government issued instructions for the payment by the 31st March, 1949 of the lump sum contribution at 2.17 annas per ton on the total raisings of the coal mines. At the request of the industry the last date for the payment of the lump sum contribution was

## I. THE COAL MINES PROVIDENT FUND SCHEME.

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of 852 have paid the lump sum contribution. The amount collected so far is about Rs.24 lakhs, and the balance outstanding is estimated at Rs.3 to 4 lakhs.

4. Till the end of December 1950 contribution stamps of the nominal value of Rs.35.5 lakhs had been sold in the current financial year. This gives an average of nearly Rs.4 lakhs per month. On this basis the amount collected by the Fund on account of administrative charges would be Rs.2.4 lakhs per year. It is felt that this is not sufficient to meet the cost of administration and the rate of administrative charges may have to be revised by the end of 1951 in accordance with Paragraph 50 of the Scheme.

5. It is estimated that the total number of initial members of the Fund number about 3 lakhs. Upto the end of December 1950 a sum of about Rs.173.5 lakhs had accrued to the Fund. Of this a sum of Rs.146 lakhs has been invested in the National Savings Certificates and Government Securities in consultation with the Ministry of Finance and the Reserve Bank of India. In 1949-50 interest was paid to the members at the rate of 1½%. The rate of interest was increased to 2% for 1950-51. A large number of applications for refunds are being received and the Fund Office has been endeavouring to settle the claims as quickly as possible. Upto the 16th December 1950, 919 Pay Orders were issued and the total amount refunded so far is over Rs.46,500. In many cases however the necessary information required for settlement of claims is not received from the collieries in time.

6. As stated above, 200 employers have not yet paid arrear contributions nor submitted necessary returns, and 300 colliery owners have yet to pay the lump sum contributions. The collections of administrative charges at the current rate are also not adequate to meet the cost of administration. The suggestions of the Committee are requested on :

- (i) methods for ensuring better compliance with the requirements of the scheme, and
- (ii) revision of the rate of administration charges.

## II. THE COAL MINES BONUS SCHEME.

The Coal Mines Bonus Scheme was first introduced in 1948 by an Ordinance which was later replaced by the Coal Mines Provident Fund and Bonus Schemes Act, 1948. The Bonus Scheme was enforced in Bengal and Bihar with effect from 12.5.47 and in Madhya Pradesh (then C.P. & Berar) and Orissa from 10.10.47. Assam, however, was left out as it had then a scheme of its own in operation. The Scheme fixed the rate of bonus at 3rd of the basic wage on attendance of 54 and 66 days in a quarter for underground and surface workers respectively in Jharia-Raniganj coalfields and 60 and 65 days for other coalfields.

2. Complete statistical data for a full assessment of the working of the scheme are not available since the necessary returns are being submitted only by about 50% of the collieries in West Bengal, 30% in Bihar and 60% in other States. It may, however, be stated in general that 24% of the workers employed in West Bengal and Bihar coalfields received bonus for the year 1947. In 1948 the percentages in West Bengal and Bihar were 33 and 40 respectively. In Madhya Pradesh and Orissa, the percentages were 50 and 40. For the subsequent years, the percentage of beneficiaries seems to have been maintained in West Bengal, Bihar and Madhya Pradesh while in Orissa it has gone up to 65.

3. The working of the Bonus Scheme has thrown up a number of issues to be tackled by the Industrial Relations Machinery. As Bonus is linked to attendance and wages, issues arising out of its non-payment practically involve all aspects of service terms and remuneration. The Industrial Relations Machinery is often called upon to decide questions connected with eligibility for bonus, definition and conditions connected with its payment, applicability of the scheme to particular groups of workers, wilful non-implementation or delay in payment, and participation in illegal strikes. It seems advisable to strengthen the hands of the Industrial Relations Machinery by empowering its officers at regional level to exercise powers which are not vested in them at present.

4. In course of the working of the scheme it has also been found that there is some duplication of work at the inspectorate level in regard to the examination of wage registers. It is, therefore, proposed that the Coal Mines Bonus Scheme should be suitably amended so as to leave the administration of the Bonus payments entirely in the hands of one organisation, preferably the Coal Mines Provident Fund Organisation.

5. There has also been a suggestion for the amending of Section 4 of the Payment of Wages Act in regard to bonus. The apparent conflict therein in respect of bonus vis-a-vis a wage on the ground of time-lag and its legal implications has been encountered by other industries as well.

6. At the inception of the Scheme, Propaganda Officers were specially appointed to give effective publicity to the benefits and implications of the Scheme amongst colliery labour. It is, however, still felt that intensive education of the workers about illegal strikes is essential to bring down the incidence of illegal strikes for the purposes of bonus payments.

7. The views of the Committee are invited in respect of the following:-

- (i) what steps should be taken for ensuring submission of returns by the collieries?
- (ii) should the Industrial Relations Machinery be given more powers?
- (iii) should the administration of the scheme be made over to the Provident Fund Organisation.
- (iv) is it necessary to amend section 4 of the Payment of Wages Act?
- (v) what further measures should be adopted for educating the workers in respect of the benefits and implications of the Scheme?

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BM.16.3.51-50-D.

GOVERNMENT OF INDIA  
MINISTRY OF LABOUR.

Third Session of the Industrial Committee on  
Coal Mining.

MEMORANDUM ON PROBLEM OF SURPLUS LABOUR IN COALMINES  
INCLUDING RETRENCHMENT.

In accordance with the decision of the 2nd Session of the Industrial Committee on Coal Mining, a Committee called the Surplus Labour Enquiry Sub-Committee was constituted to go into the questions relating to retrenchment of labour, closing down of mines and absorption of surplus labour. The Committee enquired into the matter and submitted their recommendations.

2. While holding the view that there was no appreciable influx of fresh labour into the coalfields, the Committee has endorsed the suggestion made by the Industry that, as a safeguard against any future contingency, the various food concessions to the workers should be linked to the average and to full attendance for time-rated workers output for piece-rated workers. The Committee has also suggested for Government's consideration the question of fixing a minimum standard of production or output per employee.

3. There are a number of practical difficulties in linking food concessions to the average output. There are many factors affecting output and conditions which vary from mine to mine. It would, therefore, be difficult to work out an average output to all collieries unless the average is unduly low. The matter is, however, still under consideration.

4. In view of the difficulty of relating the normal strength of workers in a colliery to the strength employed in any previous year on account of the prospect of mechanisation and other causes, the Committee has recommended that the question of fixing the normal strength of the colliery should be left to the discretion of the colliery in consultation with Works or Pit Committees consisting of representatives of both

## MEMORANDUM ON PROBLEM OF SURPLUS LABOUR IN COALMINES INCLUDING RETRENCHMENT.

In accordance with the decision of the 2nd Session of the Industrial Committee on Coal Mining, a Committee called the Surplus Labour Enquiry Sub-Committee was constituted to go into the questions relating to retrenchment of labour, closing down of mines and absorption of surplus labour. The Committee enquired into the matter and submitted their recommendations.

2. While holding the view that there was no appreciable influx of fresh labour into the coalfields, the Committee has endorsed the suggestion made by the Industry that, as a safeguard against any future contingency, the various food concessions to the workers should be linked to the average and to full attendance for time-rated workers output for piece-rated workers. The Committee has also suggested for Government's consideration the question of fixing a minimum standard of production or output per employee.

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5. The Committee after quoting facts and figures to disprove the allegation of existence of appreciable surplus labour in the coalfields has recommended that, should it be possible, to overcome the general conservatism of labour as is manifest in their reluctance to change over from one colliery to another, a system of registration of surplus labour with the Employment Exchanges and of requisitioning the labour required by collieries from the Exchange should help to absorb the existing surplus labour. The recommendations that identity cards should be issued to workers and that Employment Exchanges should be established are no doubt ideal arrangements, but in the present financial circumstances, it is not considered feasible to establish more Employment Exchanges.

6. The Committee has recommended that until more Employment Exchanges are set up, the Joint Working Committee of the Employers' Associations should maintain a list of employed surplus labour in the different collieries and arrange for their transfer in consultation with labour leaders, to other collieries in need of labour, the cost of transport being met by the collieries concerned by mutual agreement. Fresh outside labour should not be employed so long as available surplus labour has not yet been absorbed. The Joint Working Committee has declined to undertake this additional responsibility, but in view of the limited extent of surplus labour in collieries, this should appear to be the only practical course which can be adopted with advantage.

7. Dealing with retrenchment, the Committee has recommended that labour should be discharged strictly on the basis of seniority. Attempts to provide alternative employment in some other colliery should be made by the employers through

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7. Dealing with retrenchment, the Committee has recommended that labour should be discharged strictly on the basis of seniority. Attempts to provide alternative employment in some other colliery should be made by the employers through the Joint Working Committee of their Associations and labour retrenched on the closing down of a colliery should have preference in future employment in that colliery. In the

Case....

case of temporary closures for periods of less than six months, the workers should have the right to resume duty on the re-opening of the mine. In the case of permanent closures or closures exceeding six months, the workers should get wages for the notice period, if they cease to work. Besides payment of wages for the notice period, the retrenched workers should be given railway fares to their homes, bonus and other dues.

8. The Committee has not made any recommendation regarding payment of retrenchment gratuity to workers and it is considered reasonable that the workers should be paid gratuity at the rate of 15 days' average pay for each year of service, six months or more being taken as a year. Payment of retrenchment benefit will be in accordance with the provisions included in the Labour Relations Bill. Pending enactment of this Bill, it is recommended that employers should pay to workers gratuity at the rate mentioned above.

9. The problem of surplus labour in Railway Collieries was recently examined by the Railway Collieries Enquiry Committee which was constituted to enquire into the conditions of working of the railway collieries. Dealing with surplus labour, the Committee has reported that in railway collieries there has been employment in excess numbers generally of underground and surface workers as compared to the number of coal-face workers. The Committee has recommended that a balanced labour force should be maintained at each colliery and that for every 100 workers employed in a particular colliery, 40 should be men working at the coal-face. On this basis, the surplus labour at all the railway collieries would be a little over 5000. As against the surplus, the deficit labour in a few railway collieries amounts to a little over 600. The Enquiry Committee has recommended that the surplus labour should

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employment should, on being retrenched, be paid a reasonable cash compensation or gratuity. While effecting retrenchment, seniority should be considered in each category of workers and junior employees should be transferred or retrenched. Lists of retrenched personnel should also be maintained and seniormost of the retrenched employees offered re-employment when suitable vacancies occur. The above recommendations of the Enquiry Committee have been accepted by Government. There have, however, been difficulties in giving effect to the scheme of retrenchment of surplus labour in the railway collieries. It has not been possible to absorb the surplus labour in neighbouring collieries, and proposals to place them in employment in railway collieries in other coalfields have not been welcomed by the workmen. Details of surplus personnel at Giridih have been reported to the District Employment Officer, Hazaribagh but no definite results have yet been obtained. In one case, the workers were prepared for a transfer to another provided work could be found for the womenfolk of the male workers. Added to the general reluctance on the part of workers to leave work in one coalfield and accept work in another, other factors which deter them are lack of suitable housing accommodation in the new place of employment and also disparity in the wage rates. As an instance, the wage rates at Kurasia (Madhya Pradesh) are not sufficiently attractive to draw labour from other collieries.

10. The problem of absorbing the colliery workers who are likely to be affected by the proposed scheme of retrenchment in the railway collieries is a pressing one. Private collieries are also likely to be faced with similar

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10. The problem of absorbing the colliery workers who are likely to be affected by the proposed scheme of retrenchment in the railway collieries is a pressing one. Private collieries are also likely to be faced with similar problems when they are to be closed down due to exhaustion or for financial and economic reasons.

11. It is for the consideration of the Industrial Committee -

(i) Whether the various food concessions to the average out-put for piece-rated workers and to free attendance for time-rated workers;

(ii) Whether minimum standard of production and out-put per employee could be fixed;

(iii) Whether in the event of retrenchment of labour both in the Railway and Private owned collieries, the principles enunciated by the Committee should be observed in regard to discharges and payment of compensations; and

(iv)...

(iv) What effective steps should be taken for  
absorbing surplus labour.

BM.15.3.51-200-D.

(IA)

MEMORANDUM ON DIFFERENT MEASURES FOR IMPROVING  
PRODUCTION INCLUDING PIECE RATE WORK AND  
PRODUCTION BONUS-ITEM 6 ON THE AGENDA OF THE  
THIRD SESSION OF THE INDUSTRIAL COMMITTEE ON  
COAL MINING TO BE HELD AT DEHRADUN IN MARCH, 1951.

.....

1. The problem of low productivity of labour in the coal mines has been a subject of common concern and anxiety and the need for increasing the output per manshift has long been felt. The Railway Collieries Enquiry Committee who have recently gone into the question have found that the output per manshift for all workers in the railway collieries has fallen considerably and is between 0.15 and 0.24 tons as against twice as much in 1939. The per capita output for all mines in India in 1937 was 131 tons and the corresponding figure for 1949 is only 94 tons. There is thus a clear need for adopting measures for arresting this decline in productivity. While mechanisation of mines and improvement in organisation and working will go a long way in increasing productivity it is necessary also to devise methods which will provide incentive to greater efforts on the part of labour.

2. It has been suggested by way of providing such incentives that piece rates should be introduced for all workers as far as practicable. Suitable rates for the items of work may be calculated in such a way that a worker may earn a higher wage in return for a fair day's work than he at present receives on a daily rated basis. A further incentive to improved production may be given either in the form of a monthly bonus for a set target or a monthly prize for each class of piece-rated workers at each of the mines for the best average output per shift during the period. It is felt that certain types of work could best be done on the basis of small contracts.

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3. At present all workers except the miners are daily-rated and are paid on the basis of attendance without any relation to output. The introduction of the piece-rate system which is linked with output, may be expected to improve raisings. The following items of work as also certain

other petty works could perhaps be put on piece-rates with advantage :-

- (i) Stone work,
- (ii) Timbering,
- (iii) Underground trainings-hauling tubs,
- (iv) Manufacturing of tiles,
- (v) Repairing of buildings and roads,
- (vi) Manufacturing of tubs.

4. The views of the Committee are invited on the suggestions contained in the preceding paragraphs.

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Government of India  
Ministry of Labour

Third Session of the Industrial Committee  
on Coal Mining.

Memorandum on 'Footwear for coal miners'

The Conciliation Board (Colliery Dispute) recommended inter alia supply of footwear at concessional rates to workers. The question was discussed at the second session of the Industrial Committee on Coal Mining held on the 13th and 14th September 1948 and it was decided that two small Committees should be set up in order to

(1) go into the incidence of cost of footwear concession, and

(2) the type of foot wear suitable for miners.

2. After deliberations, these Committees recommended that, to begin with, a few experiments be carried out in a limited number of mines, with approximately ten to fifteen per cent coal-cutters, loaders, trammers, machinemen, drillers and shotfirers employed therein and that the experiment be financed by the Coal Mines Welfare Fund. The second Committee selected a pattern of boots presented by Messrs Cooper Allen and Company, Kanpur, the cost of which was Rs.19/- per pair. To initiate the scheme, on a very conservative scale, the Government of India proposed that boots may be supplied only to ten percent of the underground workers of the categories of trammers, loaders and coal cutters in the Jharia and Raniganj coalfields. But it was found that even the number of skilled and unskilled labour of the categories mentioned in the preceding sentence in Jharia and Raniganj coalfields was 1,15,859, ten percent of which approximately came to 11,600. The cost of

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at Rs. 19/- It was considered that the Coal Mines Welfare Fund cannot possibly finance this project in view of its various other commitments. Apart from this, expenditure of money from this Fund, for what is essentially a safety measure, is of doubtful propriety. The advantages of use of boots by the coal miners in avoiding accidents are recognised and it is proposed to explore the possibilities of meeting this need.

3. The views of the Committee are invited on the following points:-

- (i) Whether a scheme for provision of footwear for miners, should be accepted and, if so,
- (ii) To begin with, what percentage and what categories of workers and in which coalfields the scheme should be given a trial.
- and (iii) Whether the cost of footwear should be met by the employers and workers and if so, in what proportion?

MEMORANDUM ON FOODGRAINS AND CLOTH  
CONCESSIONS TO COLLIERY LABOUR -  
ITEM 8 ON THE AGENDA OF THE INDUS-  
TRIAL COMMITTEE ON COAL MINING TO  
BE HELD AT DHANBAD IN MARCH, 1951.

.....

The provision of basic food grains for colliery labour was first undertaken by the employers in the latter half of the year 1942 when the food situation in the Jharia coalfields became extremely critical. At a tripartite meeting held in December, 1943, an agreement was reached as to the rations to be issued to labour based on the number of days worked, and the rations to be issued for children and dependents. Since then these scales have undergone various changes from time to time.

2. Every worker at present receives 2 sr. 10 ch. of basic food grains per week for himself and a similar quantity for each adult dependent and half the quantity for each child dependent. The price charged is 3 seers of rice per rupee and wheat at six annas per seer. Dal is issued at the rate of 6 seers per rupee to the extent of  $\frac{1}{2}$  of the basic rations of the family per week. In addition, the worker receives  $\frac{1}{2}$  seer of free rice per attendance and cash concessions at the rate of 0-3-6 per attendance for a worker without dependent, 0-4-6 for one with ~~one~~ an adult dependent or child or children and 0-5-6 for one with an adult dependant and child or children. Certain collieries have also been supplying some articles of clothing, such as saris and dhotis to workers in the lower income group at concessional rates, such sales being limited to the annual issue of a fixed quantity per individual.

3. The question of continuance of the concessional supplies was considered by the Board of Conciliation (Colliery Dispute) and later by the Fact Finding Committee for Central Provinces and Berar and Assam. All the three favoured the continuance of the concessions. It was later discussed at the second session of the Industrial Committee on Coal mining in September, 1948 and also <sup>by</sup> a Sub-Committee appointed by the Government. The Sub-Committee, however, could not come to any unanimous conclusion and its report, which was only

signed by the official members, was considered by the Standing Committee of the Legislature attached to the Ministry of Labour in April, 1949. But a decision on the subject was deferred.

4. For some time past the colliery owners have been pressing for the conversion of the concessionary supply of foodgrains into cash payment. The existing system, in their view, imposes an indefinite and ever increasing burden on the industry leading to increased cost of production and its working is a severe strain on the administrative staff. They complain of mal-practices such as perfunctory work, drawing of multiple rations by the workers and existence of a 'dependents racket'. The employers are, therefore, pressing for commuting these concessions into cash and relating some of them to production rather than to attendance.

5. Colliery labour, on the other hand, has all along been opposed to any change in the present system mainly due to the apprehension that a change would nullify the accession to real wages that has been secured under the system. They are also opposed to any revision of this isolated item unless the whole question of their wages and earnings is reviewed afresh.

6. The Government of India are anxious to ensure smooth supply of essential commodities to workers and to maintain the level of real wages. They are also willing to assist in the elimination of mal-practices that might have grown up in the present system. The views of the Committee are, therefore, invited on the following points:-

(1) Should the present system be retained in its present form?

(2) Does it require substitution or any modification?

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(1) Should the present system be retained in its present form?

(2) Does it require substitution or any modification?  
If so, in what manner?

(3) What steps should be taken to eliminate mal-practices, if any? and

(4) Whether all questions of wages dearness allowances etc., including the conversion of grain concessions into cash should be referred to adjudication?