

INTERNATIONAL LABOUR OFFICE
INDIAN BRANCH

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Industrial and Labour Development in December, 1948.

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

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CHAPTER 1. INTERNATIONAL LABOUR ORGANISATION.

INDIA - DECEMBER 1948.

11. Political Situation and Administrative Action.

55th Session of Indian National Congress,
Jaipur, 18 and 19 December 1948.

The 55th session of the Indian National Congress was held at Jaipur on 18 and 19 December 1948. The Congress passed a number of resolutions including one which, inter alia, called upon provincial Governments to improve the lot of agricultural workers; and another generally approving the economic programme of the All-India Congress Committee.

Presidential address.- Dr. Pattabhi Sitaramayya, the President of the Congress, in the course of his presidential address, said that the Indian National Congress had pledged itself to the task of ensuring a fair deal to India's toiling millions and the Congress Governments were wedded to the policy of ameliorating the condition of labour. After enumerating the various labour enactments of Central Government, Dr. Pattabhi Sitaramayya said that the Preparatory Asian Regional Conference of the ILO, held in India in 1947, had brought out the fact that in labour matters India was certainly taking the initiative in Asia. In India a silent revolution was ~~being~~ taking place and a new order was being born - an order in which exploitation of labour would be a thing of the past.

Resolutions.- The resolution on labour stressed that the National Congress had always stood for the rights of the working class and for ending exploitation in every shape or form. It called upon all Congress members and constituent bodies of the Congress to take more active interest in the labour field, to strengthen their links with the workers in fields and factories and to promote just relations between labour and management. It further urged upon the provincial Governments to pursue with vigour and complete within the shortest

possible time the programme of improving the lot of the agricultural labour already initiated by the Central Government through the Minimum Wages Act.

While appreciating the move of the Central Government to establish industrial ~~truce~~ truce, the resolution asked both capital and labour to work whole-heartedly on the maintenance of peace and good relations in industry. It generally approved the recommendations of the Economic Programme Committee of the All India Congress Committee on fixation of fair wages and fair profits and the scheme of profit-sharing for labour in industry and called upon the Central and Provincial Governments to take effective and early steps to implement these recommendations.

The resolution was moved by Mr. Jagjiwan Ram, Labour Minister to the Government of ~~India~~ India.

Economic programme.- The resolution on economic programme generally approved of the report and recommendations of the Economic Programme Committee of the All-India Congress Committee ~~xxxxx~~ (vide paragraph 43, pages 27-31 of the report of this Office for February 1948). It urged that the nation, must undergo a period of austerity and avoid wasteful expenditure and said that a concerted effort must be made on a national scale to meet the crisis in production and price inflation. Planned large-scale and small-scale projects capable of yielding quick results were suggested. Development of cottage industries, supply of food grains at controlled prices to industrial workers, fair prices for agricultural products and an intensive campaign for production of khadi were included in the programme. The Central and provincial Governments were asked to take steps to provide adequate housing facilities for industrial labour.

The resolution was ~~xxxxx~~ moved by Prof. N.G. Ranga.

(Summarised from a copy of the Presidential Address and texts of Resolutions adopted, forwarded to this Office by the A.I.C.C.).

India: Government of India (Amendment)
Bill, 1948.

The Government of India introduced in the Constituent Assembly of India on 24 November 1948 the Government of India (Amendment) Bill, 1948 to amend the Government of India Act, 1935 for certain purposes. The Bill provides inter alia for the setting up of appellate tribunals to hear appeals against the decisions of Central and Provincial Industrial Tribunals and for an amendment of the Federal Legislative List (List I of the Seventh Schedule to the Government of India, Act, 1935) to ensure regulation and control by the Central Government of certain industries.

Detailed summaries of the relevant provisions appear under paragraphs 45 and 68 of this report.

(The Gazette of India Extraordinary,
dated 24 November 1948, pages 1847-1850).

Burma: Activities of Standing Joint
Labour Advisory Board.

activities of The Burma Standing Joint Labour Advisory Board (vide page 14 of the report of this Office for November 1947) had till May 1948, held 8 meetings, and made recommendations relating to (i) the solution of the unemployment problem arising out of the closing down of British Army establishments, (ii) the extension of the Labour Department to the districts to look after the welfare of labour interests there, and (iii) to the decasualisation of the workers ~~employment~~ employed in the Government dockyards at Dawbong and Mandalay. The Board had also discussed questions relating to the improvement of the Rangoon Port Labour Registration Scheme and the recommendations made by the Oilfields Unemployment Board in regard to relief schemes for the benefit of the unemployed workers in the oilfields area.

(Burma Labour Gazette, dated June 1948;
Received in this Office during December,
1948).

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Burma: Government's Labour Policy:
Fair Wages to Labour assured .

The September 1948 issue of the Burma Labour Gazette publishes an extract from "Two-year Plan ~~for~~ of Economic Development for Burma". According to the Plan the Labour Policy of Government is to be directed towards the following ends:- (a) To create harmony and understanding between employer and employed, in order that the task of rehabilitation and the evolution of a planned economy in Burma may proceed with the minimum of hindrance and interruption; (b) To ensure to labour a fair wage and a reasonable standard of living, fair and equitable conditions of work and employment (including adequate welfare facilities at the centres of work and outside, housing, safety measures, holidays with pay, medical leave and attention, adequate compensation in the case of accidents arising out of employment, etc.); such measures to be enforced by means of an efficient system of inspection; (c) To minimise disputes and hours of work lost through strike by setting up adequate conciliation and arbitration machinery; (d) The gradual elimination of unemployment and re-distribution of the available labour force in Burma with a view to their employment in the most productive industries and in a manner best suited to the economy of the country; (e) The training and education of labour, both skilled and unskilled, with a view to fitting them for all types of industries in Burma; if necessary, the aid of industrial psychologists should be obtained to see for what vocation people, especially boys and girls about to leave school, are really fitted; (f) The introduction of industrial methods and ~~processes~~ processes best suited to the genius of the people, thus ensuring that ~~the~~ indigenous labour is employed to the fullest extent in all branches of industry and wastage avoided through doing work in a manner unsuited to the national character of the people; and (g) Social insurance, including unemployment insurance.

(Burma Labour Gazette, dated September 1948;
Received in this Office during December 1948).

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CHAPTER 3. PROFESSIONAL ORGANISATIONS.

INDIA - DECEMBER 1948.

31. Workers' Trade Union Movements.

United Labour Conference, Calcutta, 24-26
December 1948: New Labour Organisations
formed.

A new central labour organisation, the Hind Mazdoor Sabha was formed at a conference of trade unions, convened by the United Labour Conference at Calcutta on 24, 25 and 26 December 1948. According to Mr. Asoka Mehta, the General Secretary of the Hind Mazdoor Sabha, four different sections of labour namely, the Hind Mazdoor Panchayat, the Indian Federation of Labour, an influential section of the All-India Trade Union Congress and a large number of independent trade unions had merged themselves in the new organisation.

The conference was presided over by Mr. R.S. Ruiker and attended, among others, by Mr. Jai Prakash Narain, Mr. Asoka Mehta, Mr. Purushottamdas Trichmdas, Mr. Khedgikar and Mrs. Aruna Asaf Ali.

Office bearers.- The conference elected Mr. R.S. Ruikar as President of the Hind Mazdoor Sabha for the ensuing year and Mr. Asoka Mehta as its General Secretary. Mr. G.G. Mehta and Mr. Mathur were elected Joint Secretaries.

Objectives: Manifesto adopted.- The manifesto of the Hind Mazdoor Sabha, adopted at the conference, declared that while steadfastly keeping the main objective of Socialism in view, the new central organisation would try to secure the fulfilment of the following programme: (1) a living wage to all work-people; (2) guaranteed right to work for every citizen; (3) the introduction of full social security measures and to provide a basic income to all in need of such protection and comprehensive medical care; (4) provision for adequate leisure in the form of reasonable hours of work and holidays with pay; (5) slum clearance and provision of adequate housing with facilities for recreation and culture; (6) introduction of free and compulsory primary education, provision for adult education and facilities for vocational training; (7) adequate provision for child welfare and maternity protection; and (8) the effective recognition of the right of collective bargaining.

Aims.- Addressing a Press Conference on 27 December; Mr. Asoka Mehta stressed the need for co-operative activities and education as an important part in ~~labour's~~ labour's struggle. Mr. Mehta said that the new organisation would try to build up a healthy trade union movement, free from the domination of the Government, employers ~~and~~ or any political party. It would ask the Government to enact legislation and enforce measures for assessing the real paying strength of a trade union. It would also ask for legislation providing for ~~the~~ regular and democratic elections in every union so that the authority and initiative might be with the primary members of the union. According to Mr. Asoka Mehta the Hind Mazdoor Sabha had a provisional membership of over 600,000 comprising 427 trade unions of different industrial groups.

United Trades Union Committee: Non Socialist group form New Organisation.- A joint statement issued on 27 December 1948, by several trade unions ^{its} claimed that the conference, which was convened by various political parties and independent trade unionists, had failed to achieve its objectives. It alleged that the unreasonable and sectarian attitude of the Socialist Party which did not want to have an agreement with the representatives of other political parties on fundamental points made the formation of a central organisation of labour of an all-party character impossible.

Consequently, at a meeting, held under the presidency of Mr. Mrinal Kanti Bose, and attended by over 50 delegates representing about 2,500,000 workers, it was decided to form another labour organisation styled as the United Trades ^{Union} Committee. The meeting elected a working committee with Mr. Bose as Secretary and decided to call a conference of trade unions in Calcutta during April 1949.

(Amrita Bazar Patrika, 27-12-1948;
The Hindustan Times, 27, 28 and 29-12-1948).

Meeting of General Council of Indian National Trade Union Congress, Ahmedabad, 2 and 3 December 1948: Labour advised against resorting to Strike.

The General Council of the Indian National Trade Union Congress, at a meeting held in Ahmedabad on 2 and 3 December 1948, adopted resolutions appealing to the Government to grant immediate relief to the working class, and to the workers to "resist incitement to strike".

Mr. Shastri's address.- Mr. Hariharnath Shastri, President of the I.N.T.U.C., addressing the meeting claimed that while the workers had observed the "industrial truce" the Government and employers had not fulfilled their commitments. The Government had undertaken to provide one million houses for industrial workers but so far not even 10,000 tenements had been built. The conciliation machinery for settling disputes was a farce in all provinces except in Bombay where the Industrial Relations Act was in force. In conclusion, Mr. Shastri advised workers not to go on strikes and stoppages of work, would curtail production and hence accentuate inflation.

Resolutions.- Among the 5 resolutions adopted at the meeting one expressed gratification at the observance of the "industrial truce" by the working class. It emphasised that a strike at this juncture would accentuate difficulties for every section of the community, including labour, retard recovery, nullify the Government's efforts to restore normal conditions and create grave hazards for the safety, stability and progress of the country.

The second resolution urged the Government to grant immediate relief to the working class as an earnest of its determination to do justice to the working them. The resolution said the Government must work out an approximate estimate of the cumulative and combined effect of each of its various methods on the price level by stages and periods, and, if there was no clear ~~poss~~ prospect of a substantial fall in the price level in a reasonably short time, make available to its employees and others who were entitled, some immediate relief in kind or cash or both.

Another resolution gave a general directive to office-bearers and workers of trade unions affiliated to the INTUC to remain aloof from factions in political organisations in the country in the interests of the working ~~and~~ class movement. By another resolution the ^{meeting} called upon affiliated unions to "raise the character, intelligence and capacity of the working class so as to help in building a just and happy social order in which there would be no exploitation in any form and no anti-social concentration of power or wealth".

All-India Railwaymen's Federation to
Organise Strike Ballot: Government's
Reply considered unsatisfactory.

At a meeting of the General Council of the All-India Railwaymen's Federation held in Nagpur on 24 and 25 November 1948 under the chairmanship of Mr. Jai Prakash Narain, President of the Federation, it was decided to take a strike ballot in all affiliated railway unions. This decision was taken in view of the unsatisfactory nature of the Government's reply to the demands of the Federation (vide pages 7-9 of the report of this Office for November 1948). All affiliated railway unions are to complete the strike ballot and to report the results to the Working Committee of the Federation by 20 January 1949.

According to the resolution calling for ~~the~~ completion of the strike ballot, the working committee of the Federation will meet on 21 January 1949, and if the result of the ballot favours a strike, the Railway Board will be immediately served with notice so that the strike could be called some time in the middle of February 1949.

(The Statesman, dated 26-11-1948).

Meeting of General Council of Indian
National Railway Workers' Federation,
Bombay, 29 and 30 November 1948:
Railway Strike Move deprecated.

The first meeting of the General Council of the Indian National Railway Workers' Federation (vide page 21 of the report of this Office for May 1948) affiliated to the Indian National Trade Union Congress was held at Bombay on 29 and 30 November 1948. The meeting was presided over by Dr. S.C. Banerjee and inaugurated by Mr. S.K. Patil, President of the Bombay Provincial Congress Committee. Among the resolutions adopted was one strongly opposing any move for a strike on railways, as under the present situation obtaining in India a railway strike would be against the country's

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interest; and another recommending the establishment of standing zonal tribunals to dispose of disputes between the workers and the various railway administrations.

Dr. Banerjee's address: railway strike move deprecated.- Addressing the Council Dr. Suresh Chandra Banerjee referred to the decision of the General Council of the All-India Railwaymen's Federation at Nagpur to take immediate steps for a strike ballot (vide page 9 of this report) and advised railway workers against striking at present, as the Government was still faced with serious ^{problems} in connection with the Kashmir operations and rehabilitation of East Bengal refugees. It should be the aim of every worker to remove the bottleneck in railway transport as quickly and as effectively as possible. If this was done, then there would be free movement of goods and, as a result, production would increase and prices would go down to the common advantage of all.

Explaining why in spite of the existence of the All-India Railwaymen's Federation, another federation in the same industry had been formed, Dr. Banerjee stated that the new body had been formed to fill up the gap in the congress labour organisation in regard to railways. He pleaded for Government recognition of the National Railway Workers' Federation.

Resolutions.- The following are the important resolutions passed by the Council:-

Railway strike move opposed.- Strongly opposing any move for a strike by railway workers the resolution declared that a strike at the present stage would not only be against the interests of the nation but against those of the railwaymen themselves.

Central Pay Commission's recommendations inadequate.- This resolution stated that the Central Pay Commission's recommendations did not entirely meet the demands of the workers, and deplored that the Government should have taken so long to implement even such of the Commission's recommendations as were acceptable. The resolution regretted that the Railway Board and various railway administrations had failed in properly equating present scales with the prescribed ones, and that the arbitrary distribution of posts, withdrawal of certain necessary allowances, together with the issue of conflicting orders, had created uncertainty and dissatisfaction among the workers.

Zonal tribunals for settling disputes suggested.- This resolution urged upon the Railway Board to set up immediately special Regional Tribunals with a central co-ordinating authority to expedite solutions for the genuine grievances of the workers in regard to the non-implementation of the Pay Commission's recommendations.

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Grain shop Organisation.- The Council resolved that the grain shop organisation be closed within one month and that cash allowances according to the cost of living index number be paid from the date of closure of the grain shops.

By another resolution the Council urged the Government to grant immediate recognition to the Federation.

Office bearers.- Dr. Suresh Chandra Banerjee, was elected President of the Council and Mr. C. Mapara, General Secretary.

(The Times of India, dated 1-12-1948).

33. Employers' Professional Organisations.

India - December 1948.

Annual General Meeting of Associated Chambers
of Commerce, Calcutta, 13 December 1948 :
Finance Minister reviews Economic Problems.

Addressing the annual general meeting of the Associated Chambers of Commerce at Calcutta on 13 December 1948, Dr. John Matthai, Finance Minister, Government of India, emphasised that under the Government's declared industrial policy there was good scope for private enterprise, to which the Government attached great importance. Reviewing the present economic condition, the Finance Minister stated that the Government was faced with an extraordinary situation. On the one hand, there was a marked inflationary trend and on the other, a low level of investment and business activity. Referring to the steps taken to remedy the situation, he said that concessions had already been given to encourage the starting of new industries while the Government itself was promoting large-scale schemes of agricultural development. As for prices of commodities, the immediate objective was to stabilise rather than ~~curtail~~ ~~among~~ curtail them. Among the resolutions adopted at the meeting were one criticising the proposal for the introduction of a compulsory profit sharing scheme, and another expressing concern over the Government's export trade policy.

Mr. A.P. Benthall's presidential address: revision of
fiscal policy urged.- Welcoming the Finance Minister,
Mr. A.P. Benthall, President of the Associated Chambers of
Commerce, stated that while political progress in India had
been highly successful, the economic position had been less

satisfactory and had in fact actually deteriorated though India was by ~~now~~ no means the only country that was meeting such difficulties. In India the economic problems had been marked by an unusual combination of symptoms - an inflationary rise in the prices of necessities coupled with a slump in the stock exchange and a general loss of confidence by those whose enterprise should be relied upon in order to increase the industrial production of which the people stood in such need. Mr. Benthall said that the feelings and susceptibilities and fears of businessmen must be considered and studied if a full revival of confidence was desired. Pleading for a complete revision of India's fiscal policy, Mr. Benthall said that the present system of taxation not only acted as a formidable deterrent to honest enterprise, but it also encouraged anti-social operations in the black markets. He contended that no real improvement in the economic position of India could be expected until a substantial lightening of the burden of direct taxation was made, for it was that burden above all that was today standing in the way of economic progress.

Referring to the Government's intention to introduce a profit-sharing scheme, Mr. Benthall said that in view of the serious doubts which existed regarding the effects of the proposal, he would request the Government to approach the matter cautiously and to carry out any experiments that might be decided on in a limited field only and not in five or six of the largest and most important industries of the country, as had been suggested by the committee of experts. In conclusion Mr. Benthall referred to the Government's policy with regard to the export and internal trades "whereby it had deliberately encouraged newcomers and small firms at the expense of large established firms". He said that the Government's wish to help and encourage small firms was appreciated but it must be realised that such a policy must have its repercussions and must result in some reluctance on the part of any firm to embark on the building up of a new and ~~extensive~~ extensive business.

Dr. Matthai's address: Need to increase production capacity. - Addressing the meeting, Dr. Matthai stated that India was faced with a somewhat extraordinary situation. On the one hand, there was a marked inflationary trend; on the other, a low level of investment and business activity. The ultimate solution for inflation was to bring the productive capacity of the country into equilibrium with its purchasing power. With that end in view the Government had provided various concessions calculated to encourage the starting of new industries. It was the Government's hope that these concessions would have the desired effect and that they would result in the near future in a marked improvement in industrial production. Besides, the Government itself was engaged in the promotion of large schemes of agricultural development as well as measures for securing an immediate increase in production of foodgrains.

Stabilisation of prices.- Referring to the suggestion that drastic steps should be taken to reduce the purchasing power in the hands of the community and thus bring down prices, Dr. Matthai said that the Government had proceeded slowly in this regard because it considered that a sudden adjustment of the active money supply of the country to suit the present low level of production was likely to create problems of a different character which might be equally difficult to handle and prove equally injurious to the country. A variation in the level of prices involved necessarily a corresponding adjustment of costs, although with a certain time-lag any attempt to bring down prices ~~suddenly~~ suddenly would cause a fresh disturbance in this process of adjustment which was bound to react adversely on productive activity and on business confidence generally. The immediate objective of the Government was to stabilise rather than curtail prices. He added that if the measures the Government had taken succeeded in preventing a further rise in the level of prices, that by itself would generate forces which would induce a downward movement of prices. The degree of inflation prevailing in India was generally overstated. The present prices as compared with pre-war prices was not by any means so high as in other countries, nor were they likely to settle when normal conditions had been established. It was not desirable, therefore, to curtail prices at ~~the present stage~~ this stage. Recent figures of prices indicated that the level of wholesale prices and in certain industrial areas also of retail prices had remained steady for some time and it was hoped that the Government's efforts to ~~stabilise~~ stabilise prices would prove successful.

at higher level at they were

Concern over decreasing investment activities.- Speaking on the present inactivity of the investment market, Dr. Matthai said that this was due in part to the fact that the margin of saving in industrial concerns had, in recent years, diminished substantially. It was out of savings that investments were made, and any reduction in them must correspondingly react on investment. He realised ~~partly from~~ that apart from the increase in costs of production due to the general rise in labour and material costs one contributory cause had been the level of direct taxation. Financially, however the Government was passing through difficult times; public expenditure in many essential fields of Government activity such as defence, relief and rehabilitation and payment of subsidies on imported foodgrains was ~~re~~ running at a high level and the Government could not be expected to surrender such resources as were available to it.

Scope for private enterprise.- Referring to the uncertainty which was felt about the Government's policy in regard to the question of nationalisation, Dr. Matthai stated that the Government's attitude towards nationalisation was set out in the resolution on industrial policy issued in April, 1948 (vide pages 38-40 of the report of this Office for April 1948). That policy contemplated a combination of private and public enterprise in the furtherance of industrial development. In the present circumstances the Government had necessarily to play a large role in industry. There were strong reasons of security and public welfare for insisting that certain basic industries and services - especially those which had a bearing on national defence - should be controlled and owned by the Government.

But this did not mean that there was no scope for private enterprise in India. Private enterprise still had a large part to play in India's industrial development. The recent concessions which the Government had provided for the encouragement of new industries, and the policy of protection of existing industries to which the Government was committed showed the importance which the Government attached to private enterprise.

Adjudication awards.- Referring to the Government's intention to ~~xxxx~~ set up a Central authority to review and ~~xxxxxxx~~ coordinate adjudication awards, Dr. Matthai said that the Government had realised for some time past that the setting up of a large number of Industrial Tribunals without any appellate or reviewing authority had led in some cases to divergent, if not conflicting decisions. The difficulty had been further increased by the fact that certain provincial Governments had legislative enactments of their own which were not on all fours with that of the Central Government. The position was still further complicated by the fact that in the case of one of these provincial Governments, both the provincial and Central Acts were used for dealing with industrial disputes. The Government ~~was~~ urgently examining the steps that should be taken to provide a proper forum for the filing of appeals from decisions in the more important categories of disputes, and for the review of awards in certain circumstances. The details of the requisite machinery were still under examination, but it was hoped that the setting up of a Central Appellate and Review Authority would go a long way towards ensuring greater uniformity. It could not be said that there was a general tendency on the part of Industrial Tribunals to fix the rate of wages at unreasonable levels. On the whole it was in respect of basic wages and dearness allowance that there had been the largest measure of uniformity in their decisions. Whatever view one might take regarding the effect of wage rates on inflation, he could not accept the contention that the level of wages awarded by Industrial Tribunals had generally operated as a contributory cause.

As regards the right of an employer to reduce the number of workers, there seemed to be a certain amount of uncertainty in the minds of employers. A study of recent judicial decisions on the subject would show that the discretion of an employer to adjust the volume of labour force to suit the tempo of his activities was not itself in jeopardy. An Industrial Tribunal, in the Government's opinion was empowered to protect workers against victimization, particularly for trade union activities, and to ensure that dismissals as a result of disciplinary action were not ordered without the prescribed procedure and that unjustified retrenchments were not carried out.

Profit-sharing.- With regard to the question of profit-sharing, Dr. Matthai ~~said~~ said that the whole subject was still under examination and that the Government would take into account the various points of view before a decision was taken on the matter.

Export trade.- Replying to criticisms that the Government was encouraging newcomers and small firms at the expense of large established firms, Dr. Matthai maintained that there was justification for a certain degree of preference to newcomers by way of reservation, in view of the fact that under the rigid control exercised during the long period of the war, there was no scope for the operation of the trade forces which in normal times tended to vary the pattern ~~of~~ of trade structure and organisation. Barring this, it was not the Government's policy to discriminate against or in any way injure the long-established firm.

Assurance to British interests in India.- In conclusion, ~~the~~ Dr. Matthai emphasised that the Government had no desire ~~to~~ to take any steps which would in any way injure British interests in India. The Government's attitude towards British concerns in India must necessarily fit into the general framework of India's industrial policy. But this did not in the least imply any objection to the participation of British capital and enterprise in Indian industry and trade on terms and conditions which ~~were~~ ~~an~~ of mutual advantage to the respective countries.

Resolutions.- The meeting adopted a number of resolutions; the more important among them are noticed below:-

Compulsory profit-sharing plan opposed.- By a resolution on this subject the Chamber, though supporting all measures necessary to attain the objectives of the Industrial Truce resolution of December, 1947, did not regard the introduction of a compulsory profit-sharing scheme in its strictest sense as the most appropriate or practicable method of implementing the declared intention of the resolution that capital and labour would share the ~~profit~~ product of their common effort. It, therefore, recommended to the Government the utmost caution in seeking to impose profit-sharing schemes on industry, particularly in the present economic circumstances of the country. The resolution was moved by Mr. A.D. Finney of the Bombay Chamber of Commerce.

Export and import trade.- This resolution viewed with concern the effects of the control of exports on the trade and industry of India, and urged that such controls as may be necessary should interfere as little as possible with the existing channels of trade, which should be governed by the overseas buyers and may be assumed to be the most suitable and economical, so long as healthy ~~and~~ competition is allowed to regulate the export ~~and~~ trade of the country. Mr. L.A. Halsall of the Bombay Chamber ~~of~~ moved the resolution.

Anti-inflation measures.- This resolution while welcoming the Public Companies (Limitation of Dividends) Ordinance, 1948 (vide pages 38-39 of the report of ~~this~~ this Office for November 1948), urged that the Government's anti-inflationary measures be strengthened by extending the Ordinance to all companies, whether public or private. It ~~reminded~~ reminded the Government that care must be taken to ensure that in adopting measures for the betterment of industrial ~~workers~~ workers, the national income was not

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diminished and that the interest of the community as a whole was not overlooked.

Abolition of tax on capital gains demanded.- By a resolution the Chamber demanded that the tax on capital gains be removed as it acted as a deterrent to business enterprise and in many instances was a tax on capital and not on capital gains. The resolution further urged that in ~~the~~ no circumstances should capital gains, when distributed to the shareholders of a limited company, be liable in the hands of the shareholders to tax at a rate greater than the maximum laid down by statute as applicable to this source.

Transport difficulties.- By ~~an~~ another resolution the Chamber strongly urged the Government to grant priority to all schemes of transport improvement, particularly railway transport, and ~~also~~ urged the establishment of one central control and administration to avoid all present complications in the levy of provincial sales taxes caused by variations in amount of tax, items subject to tax, as also the points of taxation.

(Note: Copies of the texts of the resolutions adopted have been asked for and fuller summary will be included in subsequent reports of this Office ~~for~~ ~~if~~ if considered necessary).

(Amrita Bazar Patrika, 14-12-1948;
The Statesman, dated 15-12-1948).

CHAPTER 4. ECONOMIC QUESTIONS.

INDIA - DECEMBER 1948.

41. Industrial and Mining Production.

Industrial Plans of Government of India:
Five Projects to cost 2,000 Million Rupees.

Inaugurating the annual general meeting of the Engineering Association of India in Calcutta on 15 December 1948, the Minister for Industry and Supply, Government of India, stated that the Central Government would shortly take up 5 big projects costing between 2,000 to 3,000 million rupees. These were a machine-tool factory, a cable-making factory, a radio apparatus and radar-making factory and a steel factory.

The Government also had under consideration the starting of another shipbuilding yard and improvement of the aircraft factory at Bangalore.

(The Statesman, 17-12-1948).

Training classes for Mining Staff:
Interim Mica Mining Committee
considers Proposals.

The Interim Mica Advisory Committee, at a meeting at Madras on 20 December 1948 considered a proposal of the Government of India that all metalliferous mines might be managed only by qualified personnel. In pursuance of the proposal the Committee appointed a sub-committee to draw up a plan for a 3-year course of training of mica mining staff at two centres in Madras and Bihar.

The committee also discussed the question of revision of the mode and rate of royalty for mica and the question of railway transport facilities for the product and railway priorities for scrap mica. Representatives of the trade emphasised that transport facilities were inadequate, that the supply of waggons was irregular and that the priority given to the product was low. They urged that mica should be placed higher up in the priority list in the interest of the trade and in order that more dollars might be earned by India.

(The Hindu, dated 21-12-1948).

Pakistan: Industrial Finance Corporation
Bill 1948 referred to Select Committee,
30 December 1948.

On 30 December 1948 the Pakistan Constituent Assembly (Legislature) referred the Pakistan Industrial Finance Corporation Bill, 1948, to a Select Committee of the House. The Bill seeks to establish an Industrial Finance Corporation for the purpose of making medium and long-term credit more readily available to industrial concerns in Pakistan.

Statement of Objects and Reasons.- The Statement of Objects and Reasons, appended to the Bill, says that the provision of credit for medium and long-term capital requirements of industry falls outside the normal activities of commercial banks, and in certain cases the usual methods of capital issue are not wholly practicable or suitable. In order to fill this lacuna, industrial finance corporations have been established in several countries to provide medium and long-term credit for facilitating post-war rehabilitation and development. A Bill to establish a similar corporation in India for the same purpose was introduced in the Indian Legislature but had not been enacted into law before partition.

The setting up of the two separate Dominions has made it all the more necessary to establish an industrial finance corporation in order to encourage the development of industries in Pakistan and to provide facilities for credits which would not normally be available from banks or by capital issue methods.

(The Gazette of Pakistan, dated
24 December 1948, Part V, pages 139-151;
The Statesman, dated 31-12-1948).

Pakistan: The Regulation of Mines and Oil
Fields and Mineral Development (Federal Control)
Bill, 1948.

A Government Bill to make provision for certain matters connected with the regulation of mines and oil-fields and mineral development was introduced in the Constituent Assembly of Pakistan (Legislature) on 16 December 1948.

The Bill empowers the Central Government to make rules to provide inter alia, for: (a) the grant or renewal of an exploration or prospecting licence, a mining lease or other mining concessions; (b) the determination of the rates at which, and the conditions subject to which, royalties, rents and taxes shall be paid by licensees, lessees and grantees of mining concessions; (c) the refinement of ores and mineral oils; (d) the control of production and distribution of minerals ~~xi~~ and mineral oils; and (e) the fixation of the prices at which minerals and mineral oils may be bought or sold.

The Statement of Objects and Reasons, appended to the Bill, points out that under the Provincial Legislative List of the Government of India Act, 1935, as adapted, regulation of mines and oil-fields and mineral development is a provincial subject but provision has been made in the Federal Legislative List for the Centre to declare by federal law the extent to which such regulation and development under Central control is expedient in public interest. In the interest of the proper development of mineral resources of Pakistan it is now considered necessary that the Centre should make use of the powers under the Federal Legislative List to take over entire control over this subject.

(The Gazette of Pakistan, Part V,
dated 17 December 1948, pages 126-127).

44. Prices and Cost of Living.

India - December, 1948.

Family Budgets of Industrial Workers in
Akola: Government of India Report*.

The Government of India has published recently a Report on an enquiry into Family Budgets of Industrial workers in Akola. Akola is a cotton manufacturing centre of importance in the Central Provinces and Berar and was selected as one of the centres for making a family budget enquiry under the All-India Cost of Living Index Scheme of the Government of India (vide pages 13-15 of the report of this Office for August 1943). The following details regarding the budgets of industrial workers in Akola are taken from the report.

Number of budgets collected.- In all 352 budgets were collected, out of which 9 were rejected on account of incomplete or inaccurate information. The number of budgets accepted for tabulation was 343 of which 315 were for families and 28 related to singlemen.

Composition of the family.- An analysis of the family budgets shows that the family average number of persons in the family comes to 5.08. In addition, 0.06 persons were dependents living away from the family, thus making a total of 5.14 persons. Among the persons living with the family 1.45 were adult men, 1.52 adult women and 2.11 children. The average number of persons per family progressively increased with the increase in the family income. While the number of persons in the family was only 3 in the lowest income group, it was as high as 7 in the income group 90 rupees and below 100 rupees.

* Government of India: Report on an Enquiry into Family Budgets of Industrial Workers in Akola: S.R. Dashpande, Director, Cost of Living Index Scheme; pp.vi x 50: Published by the Manager of Publications, Delhi: Price: Rs.0-14-0 or 1s.3d.

Earners and dependants.- Of the 5.08 persons in the family, 1.84 were earners and 3.24 dependants. Among the earners, there were 1.32 adult men, 0.44 adult women and 0.08 children. The number of earners per family almost progressively increased with the increase in the family income. In the two highest income groups as also in the income group 70 rupees and below 80 rupees there were 2 or more earners on an average. A study of the frequency distribution of wage-earners in families falling in the different income groups shows that ~~the~~ 133 or 42.22 per cent of the families there was only 1 earner, in 123 or 39.05 per cent of the cases 2, in 44 or 13.97 per cent of the cases 3, and in 15 or 4.76 per cent of the cases 4 and more. Of the 265 earners other than the heads of the families, 138 were men and 127 women. Among the men, brothers and sons ~~are~~ prominent among these helping the head of the family, while among the women by far the largest number ~~are~~ of wives, mothers ranking next to them. It may be mentioned that not only does the average number of men earners increased with the increase in the family but also that of women earners.

Income and expenditure.- The composition of the family income was as follows:-

Composition of family income (315 budgets).

Average monthly income from regular Employment	Rs.	As.	Ps.
Monthly wages including war wartime pay.....	30	9	5
Dearness allowance.....	26	4	10
Money value of concessions	0	4	5
Bonus	0	8	9
 Average monthly income from sources other than regular employment.....	 2	 7	 10
<u>Total average monthly income</u>	<u>60</u>	<u>3</u>	<u>3</u>

The average monthly income was 60 rupees 3 annas and 3 pies for 1.84 earners or 32 rupees 11 annas and 6 pias per earner per month. A large percentage of the families or 69.2 per cent of the total was concentrated between the income groups 30 rupees and below 70 rupees. Of the average monthly income of 60 rupees 3 annas and 3 pies, 31 rupees 5 annas and 10 pies or 52.99 per cent was contributed by the head of the family, 10 rupees and 8 pies or 16.68 per cent by other adult men, 13 rupees 12 annas and 9 pies or 22.92 per cent by adult women, 2 rupees 3 annas and 2 pies or 3.65 percent by boys and 5 annas by girls.

The average monthly expenditure of a family was 58 rupees 1 anna and 4 pies. The composition of the family expenditure ~~was~~ as follows:-

Average monthly expenditure (315 budgets)

	Rs.	As.	Ps.	Percentage to total expenditure.
Food	34	0	<u>8</u>	58.61
Fuel and lighting...	4	3	5	7.25
House rent....	1	3	3	2.07
Clothing and footwear....	7	8	1	12.93
Household requisites.	0	10	0	1.08
Miscellaneous.	10	7	11	18.06
Total average monthly ex- penditure...	58	1	4	100.00

The above table excludes amounts spent on remittances to dependants, interest on loan etc.

An analysis of the income and expenditure of the family shows that while the average monthly income was 60 rupees 3 annas and 3 pies, the average monthly expenditure excluding remittances to dependants, interest on loan, etc., was 58 rupees 1 anna and 4 pies, leaving a balance of 2 rupees 1 anna and 11 pies with the family. If, however, amounts spent on these items, which, on an average, work out to 4 rupees 2 annas and 4 pies per month, are added to the expenditure, there is a deficit of 2 rupees and 5 pies per month.

Singlemen budgets: Income and expenditures.- The average monthly income of singlemen came to 43 rupees 3 annas and 2 pies while their average monthly expenditure, excluding certain special items such as remittances to dependants, interest on loans, etc., was 33 rupees 5 annas and 1 pie. The analysis of the budgets shows that on an average a singleman had 3 dependants living away from him and he remitted to his dependants every month 10 rupees 13 annas and 2 pies. The consumption pattern of both families and singlemen was more or less the same although it appeared that those living singly were able to afford to spend more than family men on certain protective and semi-luxury foods such as milk and milk products. The following table shows the composition of expenditure in the case of singlemen budgets:-

Average monthly expenditure of singlemen (28 budgets).

	<u>Rs.</u>	<u>As.</u>	<u>Ps.</u>	<u>Percentage on total</u>
Food	20	6	6	61.25
Fuel and lighting	2	6	6	7.22
House rent	0	14	1	2.64
Clothing and footwear...	2	14	11	8.79
Household requisites....	0	10	2	1.91
Miscellaneous.....	6	0	11	18.19
Total average monthly expenditure..	33	5	1	100.00 1000x

A.I.T.U.C. Policy Statement on Inflation:
Monetary Reform, Nationalisation of Key
Industries, etc., suggested.

A statement issued on behalf of the All-India Trade Union Congress criticises the various proposals of the Government of India to check inflation, and says that these measures, which give "concessions after concessions" to the vested interests can only lead to further accumulation of surplus purchasing power in the hands of the rich, thus aggravating the situation.

In the opinion of the AITUC, if the 'Government is serious about fighting inflation', it should (a) drastically cut down the currency by scaling down the savings, incomes and purchasing power of the upper classes, by confiscating their "illgotten gains" and introduce a monetary reform as follows: new notes should be given in return for the old ones at varying rates to different classes. The lower income groups should get the same number of new notes in exchange for the old and the rate of exchange for the higher income group should be at a lower rate. Thus those persons in whose hands there is a lot of purchasing power will be deprived of a substantial part of it. (b) Control and ration all essential commodities, and take stringent measures against persons indulging in blackmarketing activities. Offences in connection with black-marketing should be made non-bailable and any one convicted of black-market activities should have his entire property confiscated and should also be liable to very heavy imprisonment.

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Other suggestions made are: Abolition of landlordism and absentee proprietorship of the land and assuring living conditions to the tillers of the soil; nationalisation of key and basic industries such as coal, steel, electric, power, all forms of transport, heavy chemicals, textiles and plantations; workers must be guaranteed a living wage, decent housing and social security; profits and dividends should be controlled and extra profits from the industry should be taken away by the State to constitute a Special Industrial Development Fund; and large-scale public works should be undertaken so that full employment is made available to all.

(AITUC Policy Statement on Inflation,
dated 26-11-1948;
The Times of India, dated 27-11-1948).

Family Budgets of Industrial Workers in
Kharagpur: Government of India
Report*.

The following information regarding family budgets of industrial workers in Kharagpur is taken from the Government of India report on an enquiry into the family budgets of industrial workers in Kharagpur published recently. The enquiry was undertaken in connection with the new All-India Cost of Living Index Scheme.

Number of budgets collected.- In all 316 budgets were collected out of which 57 were rejected. Of the 259 budgets accepted for tabulation, 222 were for families and 37 for singlemen.

Composition of the family.- An analysis of the budgets shows that the average family consisted of 5.62 persons, 1.52 men, 1.52 women, 1.14 male children and 1.44 female children. In addition, on an average, there was one dependant living away from the family. The enquiry also ~~revealed~~ revealed that there was a distinct trend for the average number of persons in the family to increase with the income, the range of variation being 3.83 persons in the lowest income group, viz., below 40 rupees and 11 persons in the income group 400 rupees and above.

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Government of India: Report on an Enquiry into the Family Budgets of Industrial Workers in Kharagpur: By S.R. Deshpande, Director, Cost of Living Index Scheme; pp.vi#49: Published by the Manager of Publications, Delhi: Printed by B.K. Raja at the Mission Press, Allahabad: Price: Annas 14 or 1s.3d.

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Earners and dependants.- Despite the fact that the average family consisted of as many as 5.62 persons, the average number of earners per family came to only 1.57, 1.39 men, 0.12 women and 0.06 children. In Kharagpur, where the workers covered were railway workers only, there was not much scope for the employment of other members of the family. The average number of wage-earners generally was found to increase with the income, the variation being from 1 earner in the lowest income group (below 40 rupees) to 4 earners in the highest income group (400 rupees and above). Although the average number of earners per family came to 1.57, no fewer than 138 or 62.16 per cent of the families were "one earner" families. In 58 there were 2, in 18 there were 3, and in 8, 4 ~~xxxxxxx~~ and more. Excluding 4 families, the rest of ~~33~~ 3 or more earner families were in income group 100 rupees and above. In the 222 families covered for purposes of the investigation, there were in all 349 wage-earners, 222 heads of families, 108 other men earners and 19 women earners. Of the 108 men earners, in 39 cases it was a son, in 34 a brother, in 12 a father and in the rest of the cases other relatives. Among the ~~18~~ 19 women earners, in 10 cases it was the wife, in 3 a sister, in 2 a mother and in 4 other relatives.

Income and expenditure.- Unlike most other industrial centres in India, in Kharagpur there was a very wide range of fluctuation in the family income and the highest income group was 400 rupees and above. The per capita income varied from 10 rupees 9 annas and 2 pies in the income group below 50 rupees to as much as 31 rupees 15 annas and 4 pies in the highest income group 200 rupees and above. The average monthly income per family came to 120 rupees 5 annas and 8 pies. The following table gives the composition of family income:-

<u>Average monthly income of families (222 budgets).</u>			
	Rs.	As.	Ps.
<u>Average monthly earnings from regular employment</u>			
Monthly wages including overtime pay, dearness allowance etc.,	99	9	5
Money value of concessions	14	14	6
<u>Average monthly xxxxxx earnings from sources other than regular employment</u>			
Employment	0	7	6
Agriculture	1	7	2
House rent	1	14	1
Others	2	1	0
Total average monthly income	120	5	8

Of the total family income the contribution of the head of the family came to 79 rupees 1 anna and 4 pies per month on an average or about 66 per cent.

The average monthly expenditure of a family is shown in the following table:*

<u>Average monthly expenditure of families (222 budgets)</u>				
	Rs.	As.	Ps.	Percentage on total.
Food	68	12	7	69.18
Fuel and lighting.....	5	13	8	5.89
House rent	3	5	4	3.35
Clothing and footwear.....	10	2	8	10.23
Household requisites.....	0	6	4	0.40
Miscellaneous.....	10	14	5	10.95
Total average monthly expenditure.....	99	7	0	100.00

* Excludes expenditure on items like insurance premia, remittances to dependants, interest on loan etc.

The budgets ~~showed that~~ showed that though an average family was just able to balance its budget even when the amounts spent on interest on loan, contribution to general provident fund, remittances to dependants were taken into consideration, families in the income groups upto below 80 rupees were unable to meet their regular monthly expenditure. Speaking generally, as the income increased, the percentage of expenditure on food and fuel and lighting went down while that on miscellaneous items went up.

Singlemen budgets: income and expenditure.- The average monthly income of a worker living singly in Kharagpur was ~~to~~ 64 rupees 3 annas and 10 pies as compared to 79 rupees 1 anna and 4 pies, the monthly income of the head of a working class family. The average monthly expenditure of singlemen excluding amount spent as interest on loans, remittance to dependants, insurance premia, etc., is given below:-

<u>Average monthly expenditure of singlemen(37 budgets)</u>				
	Rs.	As.	Ps.	Percentage on total.
Food	26	11	4	63.78
Fuel and lighting.....	2	12	7	6.66
House Rent.....	1	8	6	3.65
Clothing and footwear	3	1	6	7.40
Bedding.....	0	3	10	0.57
Miscellaneous.....	7	8	4	17.94
Total average monthly expenditure.	41	14	1	100.00

India: Control of Production of
Textiles comes into effect from
1 December 1948.

The Statutory Control of production of textiles (vide pages 18-20 of the report of this Office for August 1948), came into effect ~~for throughout~~ throughout India on 1 December, 1948.

(The Statesman, dated 1-12-1948).

45. Economic Development and Control.

India - December 1948.

Assam: The Assam Land (Requisition and Acquisition) Act, 1948 (Assam Act XXV of 1948).

The Assam Land (Requisition and Acquisition) Bill, 1948 (vide paragraph 45 page 34 of the report of this Office for September 1948), after having been passed by the Assam Legislative Assembly, received the assent of the Governor of Assam on 14 November 1948 and has been gazetted as the Assam Land (Requisition and Acquisition) Act, 1948 (Assam Act XXV of 1948).

(The Assam Gazette, Part IV, dated 24 November 1948, pages 46-50).

Pakistan: The Hoarding and Black Market Bill, 1948: Constituent Assembly (Legislature) passes Measures, 30-12-1948.

The Government of Pakistan gazetted on 24 December 1948 the Hoarding and Black Market Bill, 1948, ~~which~~ which seeks to make special provision for checking hoarding and dealing in the black market.

The Statement of Objects and Reasons appended to the Bill points out ~~that~~ hoarding and dealing in the black market have become an evil which must be checked if society is not to suffer further. In the absence of a comprehensive definition in existing laws it has often been found difficult to prosecute hoarders and black marketeers successfully. The Bill provides this comprehensive definition. It also provides for deterrent punishment, machinery for expeditious trial, bonds for good behaviour and special provisions regarding bail and the burden of proof--all of which are necessary to combat and eradicate the evil.

Hoarding or dealing in black market is made an offence punishable with imprisonment which may extend to 7 years and with fine. Any public servant who by ~~dereliction~~ dereliction of duty facilitates the commission by any person of an offence of hoarding or dealing ~~with~~ in ~~the~~ black market, will be considered, under the provisions of the bill, to have committed the offence

himself. Provision is made for the appointment of Special Judges for the trial of offences under the Bill and for the display of notice of conviction of a person outside his place of business for a period not less than 3 months from the date of conviction. The Government is empowered to publish in the official Gazette the conviction and particulars relating to the conviction of a person.

The Bill was passed by the Constituent Assembly (Legislature) on 30 December 1948.

(The Gazette of Pakistan, Part V, dated 24 December 1948, pages 131-138; The Statesman, dated 31-12-1948).

Pakistan: Banking Companies Control Bill, 1948.

The Government of Pakistan gazetted on 24 December 1948 the Banking Companies (Control) Bill, 1948 to provide for the control of banking companies by the State Bank of Pakistan. The main features of the Bill are summarised below:-

Power to control advances.- The Bill authorises the State Bank of Pakistan to determine the policy in relation to advances to be followed by banking companies and to give directions as to the purposes for which advances may or may not be made, the margins to be maintained in respect of secured advances and the rates of interest to be charged. It further lays ~~down~~ down that no banking company shall make any loans or advances on the security of its own shares or grant unsecured loans or advances to any of its directors or to firms or private companies in which it or any of its directors is interested as partner, director or managing agent, or to any individuals, firms or private companies in cases where any of the directors is a guarantor. Every banking company is required to submit to the State Bank, before the close of the month succeeding that to which the return relates, a return in the prescribed form and manner, showing all unsecured loans and advances granted by it to companies, other than private companies, in which it or any of its directors is interested as director or managing agent or guarantor.

Maintenance of liquid assets.- Every banking company is required to maintain within the provinces in cash, gold, or unencumbered approved securities valued at a price not exceeding the current market price, an amount which shall not at the close of business on any day be less than twenty per cent of the total of its time and demand liabilities within the provinces. The Bill further lays down that at the close of the last working day of every quarter the assets in the provinces of every banking

company shall not be less in value than an amount representing such percentage of its time and demand liabilities within the provinces as may be prescribed by the State Bank from time to time provided that the percentage so prescribed shall not exceed seventy-five per cent.

Other provisions.- Other provisions of the Bill prohibit ~~the~~ amalgamations or schemes of amalgamation or compromise without the concurrence of the State Bank, so that schemes which are detrimental to the interests of the depositors are not adopted; and empower the State Bank to apply to a court for appointment as official liquidator in any proceeding for the winding up of a banking company.

The provisions of the Bill do not apply to a co-operative bank registered under the Co-operative Societies Act, 1912, or any other law for the time being in force in any province relating to co-operative societies.

Statement of Objects and Reasons.- The Statement of Objects and Reasons, appended to the Bill, points out that a large proportion of the assets of the banks operating in Pakistan are held outside Pakistan mainly in the form of balances with their Head Offices, the majority of which are situated in India, or in the form of Government of India securities. Out of 34 Scheduled Banks with total deposits of 1073.3 million rupees, 25 Scheduled Banks with deposits amounting to 482.5 million rupees have their Head Offices in India and 7 Exchange Banks with deposits amounting to 291.0 million rupees have their Head Offices elsewhere. That is, about 72 per cent of the deposits received by the Scheduled Banks operating in Pakistan are held by non-Pakistan banks. The position is not in Pakistan's interest as the normal practice for banks operating in a country is to hold substantial parts of the deposits in the form of assets in that country. The Government of India has recently issued an Ordinance with the same object in view. The Bill seeks to remedy the ~~situation~~ situation in which banks hold the majority of their assets outside Pakistan and follows closely the lines of the Ordinance issued by the Government of India.

(The Gazette of Pakistan, dated 24 December, 1948, Part V, pages 152-157).

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United Provinces: Road Transport Planning
Committee constituted.

By a resolution dated 29 November 1948, the United Provinces Government has appointed an ad hoc Road Transport Planning Committee to suggest ways and means of implementing Government's policy of nationalisation of road transport and to advise the provincial Government on the plan of development.

Terms of Reference.- The terms of reference of the Committee are as follows:- (1) To examine the structure of the organisation which would handle the nationalised motor transport system in the province, with a view to determining whether it should be managed directly by Government or by means of a Statutory Transport Board and other allied matters. (2) To formulate a detailed plan which should be followed in the matter of expansion and development of nationalised road transport in the province. This should indicate, among others, ~~(i)~~ whether any class of private operator should be ~~for~~ allowed to exist, e.g., owners of private carriers. (3) To advise Government in regard to the auxiliary arrangements for the organisation of road transport, particularly in regard to, building up of workshops, training and recruitment of personnel and regional distribution of work and the superior staff necessary for each such region and at the headquarters of Government. (4) To suggest the terms of employment for the employees of the roadways organisation. (5) To advise Government in regard to modification of any provision of the Motor Vehicles Act, 1939, and United Provinces Motor Vehicles Rules, 1940, or fresh legislation to facilitate the implementation of the Government's nationalisation plans. (6) To advise Government on the reconstitution of the ~~Enforcement~~ Enforcement Branch of the Department ~~with~~ with a view to eliminating corruption in the Roadways. (7) To suggest measures for the provision of ~~the~~ amenities to passengers. (8) To suggest methods ~~of~~ for the adjudication of cases in which compensation may have to be paid to parties on account of loss or damage caused to person or property by Roadways vehicles.

The Committee has been asked to submit its report within two months.

(The Government Gazette of the United Provinces,
Part VIII, dated 18 December 1948, pages 447-448).

India: Government of India (Amendment)
Bill 1948: Central Control of Certain
Industries.

Under clause ~~of~~ 7 of the Government of India (Amendment) Bill 1948, (vide paragraph 11, page ~~of~~ 3 of this report), it is proposed to secure the control and regulation by the Central Government of certain industries in varying degrees. The Statement of Objects and Reasons, appended to the Bill, points out that ~~it envisages regulation and control by the Central Government of certain industries in varying degrees.~~ At present, by virtue of the Essential Supplies (Temporary Powers) Act of 1946, (vide pages 46-47 of the report of this Office for November 1946), the Centre has power to regulate trade and commerce in, and the production, supply and distribution of, a limited number of commodities, viz., cotton and woollen textiles, paper, foodstuffs, petrol and petroleum products, spare parts of mechanically propelled vehicles, coal, iron and steel and mica. The industrial policy of Government, however, requires that the Central Legislature should have full powers regarding the development, regulation and control of certain industries and should also have power with respect to the regulation of ~~the~~ trade and commerce in, and the production, supply and distribution of, the products of such industries.

Item 34 of List I of the seventh Schedule to the Government of India Act, 1935 (Federal Legislative List) is, therefore, sought to be amended accordingly. Consequential amendments to paragraphs 27 and 29 of the Provincial Legislative List are also proposed to be made.

(The Gazette of India Extraordinary,
dated 24 November 1948, pages
1847-1850).

Madras: The Madras Sugar Factories Control
Bill, 1948.

The Government of Madras gazetted on 14 December 1948 the Madras Sugar Factories ^{Control} Bill, 1948.

The Statement of Objects and Reasons, appended to the Bill points out that the Government considers it necessary to license sugar factories and to regulate the supply of sugarcane to such factories and also the prices payable for such cane. The Bill is intended to provide for this and for certain other matters incidental thereto. The Bill also enables the Government to require sugar factories to adopt improved methods of crushing cane, including the installation of more efficient equipment. The Bill also provides for the repeal of the Sugarcane Act, 1934 (Central Act XV of 1934), in so far as it applies to the Province.

(The Fort St. George Gazette,
Part IVA, dated 14 December 1948,
pages 429-434).

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46. Wages.

India - December 1948.

Meeting of Wages Committee, Delhi,
6 December, 1948: Questionnaire
on Fair Wages to be circulated .

The Committee on Fair Wages, which was constituted at the meeting of the Central Advisory Council at Lucknow in November 1948, (vide paragraph 11, pages 1-4 of the report of this Office for November 1948), met in Delhi on 6 December 1948, under the chairmanship of Mr. K.N. Subramaniam, Joint Secretary, Ministry of Labour. The Committee discussed the procedure to be adopted and examined a draft questionnaire on the principles of "fair" wages which will be issued immediately to provincial Governments, organisations of employers and workers, industrial associations, Chambers of Commerce and economists for obtaining their replies by 10 January 1949.

(The Statesman, dated 7-12-1948).

Pay and Allowances of Railway Running
Staff revised: Government's Final
Decisions announced.

During this month the Government of India announced its final decisions on the pay and allowances of the running staff on railways. These decisions involve an increase of over 10 million rupees in the annual expenditure on running staff over the expenditure resulting from the acceptance of the interim recommendations of the Central Pay Commission and about 23 million rupees over the scale of expenditure in 1946.

The Pay Commission had pointed out that running allowance had an element of pay and that the revision of pay should be considered from the point of view of total emoluments. In view of the complexity of the problem, however, the Commission merely recommended certain basic scales of pay for running staff. It had suggested, as an interim measure only, that running allowance should be paid under the existing rules with a ceiling limit equal to the average running allowance earned by each employee in 1946. It had also suggested that action should be taken to frame revised running allowance rules and visualised a possible revision of pay scales also, consequent upon the alteration in working hours resulting from the Adjudicator's Award, (vide paragraph 67, pages 65-68 of the report of this Office for March 1948).

In July 1948, the Railway Board appointed an ad hoc Department committee to recommend reasonable basic scales of pay for this category of staff and to suggest a rationalised and uniform procedure for payment of running allowance on all Indian Government railways. The committee recommended a rationalised and ~~improvement~~ improved pay structure as also uniform running allowance rules for all Government railways. In the final orders passed by Government, certain further improvements have been made both in the scales of basic pay and in the rates of running allowance as recommended by the committee. Actual emoluments on the new basis will be paid from 1 January 1949, but for purposes of fixation of pay, grade and the like, the orders now issued will be deemed to have been introduced from 1 January 1947, the date from which the recommendations of the Pay Commission have been given effect to. The rules governing the payment of running allowances to the running staff and the methods of calculating these allowances have been completely overhauled. The new scales will apply to all post-1931 employees. The staff on pre-1931 scales of pay will remain on the existing scales of pay and will draw running allowances under the existing rules unless they expressly opt for the scales now being introduced.

Drivers and guards employed on mail and important express trains are to be placed in Grade A, those employed on fast and through passenger trains in Grade B and the rest in Grade C.

The following statement shows the basic scales of pay and running allowances for the three grades both as recommended by the Ad Hoc Department committee and as accepted by the Government.

Scales of Pay		Running Allowance per 100 Miles.	
Recommended by Committee	Accepted by Govt.	Recommended by Committee	Accepted by Govt.
Drivers:			
A - Rs.220-15-310	260-15-350	Rs. 3-8	Rs.4-0
B - Rs.150-10-250	160-10-300	Rs. 3-4	Rs.3-12
C - Rs. 80- 5-170	as recommend-	Rs. 3-0	Rs.3-4
-E.B.-8-170	ed		
Firemen:			
A - Rs.60-3390	60-5-90	Rs. 1-4	Rs. 1-8
B - Rs.50-2-60	as recommended	Rs. 1-0	Rs. 1-2
C - Rs.40-1-50	as recommended	Rs. 1-0	Rs. 1-2
Shunters:			
A - Rs.75-5-105	as recommended	Rs.2-0 per day	as recom-
		of 8 hours	mended
B - Rs.60-2 1/2-70	as recommended	Rs.1-8 per day	Rs.2-0
-E.B.2 1/2-85		of 8 hours.	
Guards:			
A - Rs.150-7-185-8-225	Do	Rs.2-0	as recom-
			mended
B - Rs.100-5-125-6-155	Do	Rs.1-12	Do
-E.B.-6-185			
C - Rs.60-4-120	Do	Rs.1-8	Do
-E.B.-5-170			
Brakesmen:			
A - Rs.60-5/2-80	Do	Re.1-0	Re.1-4
B - Rs.40-1-50-2-60	Do	Re.1-0	Re.1-0

(The Statesman, dated 15-12-1948; The Hindu, dated 15-12-1948).

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United Provinces: Government Order
Implementing Decisions on Labour
Enquiry Committee Report.

In exercise of the powers conferred under the United Provinces Industrial Disputes Act and in pursuance of its resolution dated 20 November 1948 (vide pages 43-47 of the report of this Office for November 1948), the Government of the United Provinces has issued an order enforcing some of its decisions on the recommendations in the first report of the United Provinces Labour Inquiry Committee, with effect from 1 December 1948.

The order, besides implementing the Government's decision on the minimum basic wages and scales of dearness allowance in the cotton and woollen textile industry, fixes the minimum basic wages for industrial employees in electricity undertakings at 30 rupees per mensem in the undertakings at Kanpur, Agra, Meerut, Bareilly, Lucknow, Allahabad and Banaras; and ~~Rxx~~ 28 rupees per mensem in other places; and in the case of clerical employees at 55 rupees per mensem for those possessing at least a matriculation or an equivalent certificate and 40 rupees for those possessing lower educational qualifications in all areas.

The order further provides that for a period of two months from the date of ~~this~~ the order - (i) no person employed in any concern or undertaking to which this order applies shall go or remain on strike nor shall any such concern or undertaking lock out or continue to lock out any of their employees, and (ii) no such concern or undertaking shall, save with the express permission in writing of the Labour Commissioner, United Provinces, discharge or dismiss or otherwise remove from service any of their employees.

This order shall remain in force for a period of six months from its publication in the Gazette, in the first instance.

(The Government Gazette of the United-
Provinces, Extraordinary, dated 6-12-1948,
pages 1-3).

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Bombay: Industrial Dispute between Employers
and Workmen in Silk Textile Mills: referred
to Wage Board.

The Government of Bombay by an order dated 1 December 1948 has referred an industrial dispute between the employers and employees in 15 silk textile mills in the province, to the newly constituted Wage Board for decision.

The matters in dispute relate inter alia to the fixation of a minimum wage of 35 rupees per mensem for the industry, the grant of wages at specified rates to different classes of workers, the standardisation of wages and muster, the grant of adequate dearness allowance and yearly bonus equal to 3 months' pay.

(Order No. 111/48, dated 1 December 1948;
The Bombay Government Gazette, Extraordinary,
Part I, dated 1 December 1948, pages
5191-5192).

47. Reconstruction Plans.

India - December 1948.

Central Grants to Provinces: Reduction decided on by Government of India.

As a result of the provincial Finance Ministers' Conference, held at New Delhi on 30 and 31 October 1948, (vide paragraph 47, pages 50-52 of the report of this Office for November 1948), Central ~~Government~~ loans and grants to the provinces for their development plans have been reduced from an annual original provision of 640 million rupees to 415 million rupees for the current financial year and 535 million rupees for the next financial year. The Government of India has also decided that for the years 1948-49 and 1949-50, grants to the provinces should be limited to 50 per cent of the expenses incurred by the provincial Governments on development schemes including the 'Grow more food' scheme and certain training schemes approved by the Central Government. The Provinces of East Punjab and West Bengal, which were affected by partition, as well as Orissa and Assam, which are underdeveloped, will, however, have their entire expenses of important schemes borne by the Centre, subject to certain limits.

The following conditions have been laid down in regard to development projects undertaken by the provinces: (1) The provinces should spread out their expenditure on schemes under different heads of development so as to maintain a balanced progress of development and a minimum grant should be spent in each year on the 'Grow more food' scheme; (2) the provinces may incur expenditure on any of the schemes already approved by the Centre and need not send their plan for approval again every year, ~~but~~ where a scheme is not approved, the approval of the Centre is necessary before expenditure is incurred; ~~giving priority to~~ schemes which will give immediate results; and (3) the provinces will continue to submit their annual reports to the Centre.

will be given
priority] ←

49. Rehabilitation.

India - December 1948.

Cottage Industries for Refugee Rehabilitation:
Provinces asked to expedite Plans.

The Government of India has forwarded to all provincial Governments, major States and States' Unions detailed suggestions for the speedy organisation of cottage and small-scale industries as a measure of rehabilitation of refugees. They have been requested not to delay action till their long-term plans for the promotion of cottage industries are ready, but to take immediate steps to help refugees in setting up small-scale industries ~~requiring~~ requiring nominal capital, and to train them.

Industries suitable for refugees.- It has been suggested that workshop equipment should be provided in camps so that refugees can be employed for brick-laying and masonry, carpentry, blacksmithy, weaving, dyeing and calico printing, block making, carpet and ~~durree~~ durree weaving and manufacturing of ordinary chemicals like phenyle, tooth powder, boot polish, ink and metal polish. Camps at present located in barracks should be converted into workshops.

Industrial co-operatives.- The provinces and States have been asked to encourage industrial co-operative societies and to help them with loans and advice. Assistance should also be given in technical matters, supervision, procurement of raw materials and of power and securing premises.

Starting of township.- The Centre has sanctioned an experimental scheme for building a new township round a number of cottage and small-scale industries 80 miles from Delhi. Work on this scheme is now in progress and about 10,000 refugees are expected to be rehabilitated there. The provincial Governments have been asked to consider the starting of similar colonies.

(The Statesman, dated 13-12-1948).

CHAPTER 5. WORKING CONDITIONS.

INDIA - DECEMBER 1948.

51. Hours of Work.

Bombay: Bombay Factories Rules, 1935:
Amendments.

By a notification dated 5 November 1948 the Government of Bombay has amended the Bombay Factories Rules, 1935 by incorporating in the Rules a number of new clauses defining the classes of persons who shall be deemed to hold positions of supervision or management or to be employed in a confidential capacity, and prescribing the conditions subject to which the classes of adult workers specified in sub-section (2) of section 43 of the Factories Act, 1934 may be exempted from the provisions of the Act relating to hours of work. Reference was made to the draft of the notification in ~~para~~ paragraph 51 page 50 of the report of this Office for April 1948.

(The Bombay Government Gazette, Part-IVA,
dated 2 December 1948, pages 506-521).

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52. Welfare and Workers' Leisure.

India - December 1948.

Supply of Foodstuffs to Miners: Tripartite
Committee constituted.

One of the item for consideration by the Industrial Committee which held its second session at Dhanbad in September 1948 (vide paragraph 112, pages 121-122 of the report of this Office for September 1948) was the question of continuing the concessionary issue of foodgrains to colliery labour in the context of the present high prices. No decision was taken at the meeting pending settlement of Government's detailed policy in regard to food control. In view of representations received from employers' organisation the Government of India has set up a tripartite committee to examine the present system of concessionary supplies of foodstuffs, especially dal (pulses), to miners in the coalfields of Bengal, Bihar and the Central Provinces, and to report not later than 21 December 1948 on the defects in the present system and to suggest any changes that may be desirable.

The Chief Inspector of Mines in India is the Chairman of the Committee.

(The Gazette of India Extraordinary,
dated 27-11-1948, page 1851).

Bihar: Revised Draft Rules for
Provision of Canteens in Factories.

Reference was made in page 29 of the report of this Office for January 1948 to the draft Bihar Factories (Canteens) Rules, 1948.

The Government of Bihar published on 8 December 1948 a revised draft of certain rules which it proposes to make in exercise of the powers conferred by section 33(A) of the Factories Act, 1934. The draft rules require the occupier of every factory wherein more than two hundred and fifty workers are ordinarily employed and which may be specified by the provincial Government by notification in the official Gazette, to provide, within a period of six months in the case of factories where a canteen already exists and one year in the case of other factories, for the use of workers, a canteen duly approved by the Chief Inspector of Factories and conforming to the provisions of the rules. The draft rules require separate dining halls for women. Every canteen is to have a managing committee consisting of equal number of representatives of workers and employers. The manager of the factory or his nominee will be the ex-officio chairman. The number of members is to be not more than 7 and not less than 5. The draft rules will be taken into consideration by the Government after 19 December 1948.

(The Bihar Gazette, Part II,
dated 8 December 1948, pages
2785-2788).

55. Protection of Minors.

India - December 1948.

Fundamental Rights in Future Indian Union:
Employment of Children below 14 in Factories
and Mines prohibited.

On 3 December 1948, the Indian Constituent Assembly adopted Article 18 of the Draft Constitution of India which provides that "no child below the age of 14 years shall be employed to work in any factory or mine or engaged in other hazardous employment", (vide page 12 of the report of this Office for June 1947).

During the general discussion on the Article, Prof. Shibbanlal Saxena suggested that the age-limit before which children shall not be permitted to work be raised to 16 years. The age-limit in other countries was much higher, and in India specially, at the age of 14 children were generally too weak to work in factories. He also suggested that women might not be employed at night to work in mines.

The Article was adopted without any amendment.

(The Hindu, dated 4-12-1948).

Bombay: Certain Factories asked to
provide Room for Children.

The Government of Bombay by a notification dated 7 December 1948 has specified, with effect from 1 January 1949, 7 factories mentioned in the schedule to the notification for the purpose of rule 1 of the rules made under section 32(8) and section 33(2) of the Factories Act, 1934. The specified establishments include mills, tobacco company, pressing and ginning factory, paper mills and woollen, silk, oil and leather cloth factory. (Rule 1 of the rules made under sections 32(8) and 33(2) of the Factories Act, 1934 requires the occupier of every specified factory wherein more than 100 women are ordinarily employed, to provide a suitable room or rooms for the use of children below the age of 6 years belonging to such women).

(The Bombay Government Gazette, Part IVA,
dated 16 December 1948, pages 550-551).

59. General.

India - December 1948.

Labour Conditions in the Gold Mining Industry in India.

An enquiry into the conditions of labour in the gold mining industry was conducted by the Labour Investigation Committee in 1944 and a report based on its results was published in 1945. With a view to bringing the data contained in the Report up-to-date, a questionnaire was issued to the gold mining companies in Mysore State. A note based on the replies received is published in the ~~xxxxxx of the Indian Labour Gazette~~ October 1948 issue of the Indian Labour Gazette. The following is a summary of the note.

Number of workers.- The Kolar Gold Field, the principal gold mining centre in India, comprises four mines, viz., the Mysore mine, the Champion Reef mine, the Ooregum mine and the Nundydrug mine. The number of workers employed in these mines during the years 1939-1948 is given below:-

Year	Employed and paid directly	Employed by contractors and paid by the company	Total
1939 (January) ...	16,188	7,736	23,924
1944 (") ...	13,578	6,358	19,936
1946 (") ...	14,188	6,178	20,366
1947 (") ...	14,403	6,118	20,521
1948 (") ...	14,860	6,084	20,944

Of the 20,944 persons employed in January 1948, only 701 were women and 183 children.

Most of the companies' contract labour is employed in underground operations, such as drilling, blasting, etc., and a small number on surface for transport operations. With the exception of about 100 workers, all contract labour is paid directly.

Decrease in absenteeism since 1939.- Speaking generally, absenteeism is lower among company labour than among contractors' labour. During 1946 and 1947 absenteeism among company labour ranged from about 2 to 5 per cent and 2 to 7 per cent respectively; and from 12 to 17 per cent and about 13 to 19 per cent respectively among contractors' men. A comparison with the year 1939 shows that absenteeism

among company labour has come down considerably, though there has been no appreciable change so far as contract labour is concerned.

A study of the figures of turnover and length of service shows that the labour force in the mines is very stable. Labour turnover, due to retirements, dismissals and voluntary exits was about 19 per cent in 1947. Statistics of length of service show that 13.69 per cent of the labour force has a service of less than one year, 31.28 a service of between one and 5 years, 14.92 per cent a service of between 5 and 10 years and 40.11 per cent a service of over 10 years. Thus, as many as 55 per cent have a service of 5 years and over.

Wages and earnings.- The industry has standardised the wage rates in different occupations in the different units. In 1946 a new wage schedule with minimum and maximum rates of wages came into force. There is no system of graded or time scale promotion as such, but in the case of daily rated men the rates are increased biennially at rates ranging from 1 anna for workers getting a basic daily wage up to 1 rupee 1 anna, to 5 annas for those getting a basic daily wage of 2 rupees 13 annas or more. Since April, 1947 according to an agreement, an increase of 2 annas was granted for each occupation subject to a minimum basic wage of 1 rupee 1 anna per day for underground workers and 13 annas per day for surface workers.

The companies have enhanced the rates of dearness allowance to their employees since September, 1947. The present rates are 17 rupees 8 annas per month for workers with a basic wage upto 80 rupees per month and 20 per cent of the basic wages for those getting above 80 rupees per month. In order to encourage regular attendance the companies pay an attendance bonus to both company and contract labour. In 1946 a portion of this bonus was merged with the basic wages and the present rate is 1 rupee 8 annas per month only. Since October 1947 a special bonus equivalent to the wages of half a shift for every 6 days work in the week is being granted to underground workers. The clothing allowance to underground workers which was 6 rupees per annum in 1944 has been enhanced to 10 rupees since July, 1947. A relief bonus amounting to 3 months' wages has been paid to all the workers during 1947.

The following table shows improvements effected in the total remuneration of the least paid surface worker since 1939:-

Year	Minimum Basic wage (per month of 26 working days).			Dearness allowance			Attendance bonus			Total		
	Rs.	As.	Ps.	Rs.	As.	Ps.	Rs.	As.	Ps.	Rs.	As.	Ps.
1939.....	13	0	0	-			3	8	0	16	8	0
1944.....	16	4	0	8	0	0	2	0	0	26	4	0
1946.....	16	4	0	8	0	0	1	8	0	25	12	0
1948.....	21	2	0	17	8	0	1	8	0	40	2	0

The following table shows the average annual earnings of workers in the mines, including money value of benefits, during the period 1939-1947:-

Year	Average earnings per worker (Rupees)	Money value of other benefits (including) (average per worker per year) (Rupees)	Total average earnings (Rupees)
1939.....	312.82	6.76	319.58
1940.....	305.06	10.69	315.75
1941.....	339.63	16.28	355.91
1942.....	384.51	19.09	403.60
1943.....	443.10	16.39	459.49
1944.....	468.73	19.01	484.74
1945.....	499.18	42.66	541.84
1946.....	529.02	34.33	563.35
1947.....	795.17	32.83	828.00

Working conditions.- All the mines have installed air conditioning plants to ensure adequate supply of cool air in underground workings. The workers are given training in safety first methods. Three shifts of 8 hours each are worked underground and one shift of 8 hours from 7 a.m. to 4 p.m. with an interval of 1 hour is worked on the surface. Underground and surface workers are entitled to 20 and 13 days' privilege leave per year respectively with full pay on the basis of attendance. In addition, sick leave on the recommendation of the medical officer of the company is granted with pay. Two festival holidays are granted with pay every year.

Housing and welfare .- The companies have provided housing accommodation for about 62 per cent of their labour force. It is estimated that about 20 per cent live in their own houses in nearby villages. At present the employers' housing comprises 2,549 concrete and masonry houses and 9,257 tattie (thatched) houses. The annual expenditure on the upkeep of houses and maintenance of sanitation is reported to exceed 800,000 rupees.

The Kolar Gold Fields Hospital with 250 beds is a completely modernized and well-equipped hospital in the charge of qualified medical officers and serves the medical needs of about 25,000 persons annually. There are 5 maternity homes for the use of workers' families. In 1947 about 78 per cent of the births on the mines took place in these ~~homes~~ homes. The patients are supplied with bread, coffee, milk and meals free of cost. During 1947 the number of cases in which maternity benefit was claimed, and paid was 93 and the amount paid was 2,026 rupees.

There are primary and night schools subsidised and controlled by the companies. 10 recreation centres equipped with wireless sets and with facilities for indoor and outdoor games and reading rooms have been provided. A canteen was started in 1947, on one of the mines. Tea and snacks are supplied to workers at cheap rates.

Provident fund facilities.- A provident fund scheme was introduced since 1946, replacing the service gratuity scheme previously in existence, and all the employees of the companies are members of the fund. The rate of workers' contribution is 1 anna per rupee of basic wages earned and the company contributes a like amount.

Accidents and compensation paid to workers.- The following table gives the number of accidents classified according to their nature and the amount of compensation paid for the period 1944-1947:-

Year	Number of Accidents			Total	Amount of compensation paid
	Fatal accidents	Partial disablement	Temporary disablement		
1944.....	16	25	1,914	1,955	Rs. 61,128
1945.....	24	22	1,904	1,950	70,595
1946.....	10	23	2,016	2,049	59,022
1947.....	31	19	2,790	2,840	90,144

Under the Mysore Workmen's Compensation Act, silicosis has been notified as an occupational disease. The table below gives the number of cases of silicosis and the amount paid by way of compensation:-

Year	No. of cases.	Amount of compensation paid.
		Rs.
1940-41	402	231,882
1941-42	644	245,993
1942-43	778	392,590
1944	422	173,052
1945	618	255,750
1946	230	148,082
1947	162	131,326

West Bengal: The Factories Act, 1948
applied to Darjeeling District.

By a notification dated 26 November 1948 the Government of West Bengal has directed that the Factories Act, 1948 (vide pages 59-62 of the report of this Office for September 1948), shall apply to the district of Darjeeling in the province.

(Notification No.4268 Lab., dated 26
November, 1948;
The Calcutta Gazette, Part I, dated
2 December 1948, page 1588).

Mysore: Labour Department reorganised:
Seperate Sections to deal with Plantation
Labour and Women Workers.

The Government of Mysore has passed orders directing the reorganisation of the Department of Labour and the formation of a Labour Secretariat. Under the new scheme, there ~~will~~ are to be a Plantation Labour Assistant, a ~~Women~~ Women Welfare Assistant and a Technical Assistant. The Women Welfare Assistant will be in charge of surveys relating to women and child employees, welfare work relating to recreation centres, maternity and child welfare and canteens and creches, while the Technical Assistant will be in charge of Legislation, general surveys (such as occupational diseases, etc.), Workmen's Compensation Act and compilation of annual reports and returns.

The appointment of a Labour Information Officer has also been sanctioned.

(The Hindu, dated 22-12-1948).

Central Provinces and Berar: Working of
the Indian Mines Act, 1923 during the year
1947.

The following information on the working of the Indian Mines Act, 1923 in Central Provinces and Berar is taken from the annual review on the district reports on the working of the Indian Mines Act, 1923, in the Central Provinces and Berar for the year ending 31 December 1947, published in the Central Provinces and Berar Gazette dated 10 December 1948.

Number of mines and output.- During 1947, 45 coal mines were working in the province. In the Chhindwara district three new coal mines were opened. The total output of coal was 1,518,090 tons during the year as against 1.5 million tons in 1946. Eighty-five manganese mines were working during the year and the total output of manganese was 246,000 tons as against 160,000 tons in 1946. The output of limestone for the year fell from 462,079 tons in the previous year to 436,576 tons. The total number of mines including all mineral mines was 190 as against 200 in 1946.

Supply of labour.- The supply of mining labour in many mines was inadequate during 1947 owing to the diversion of local workers to agriculture and other industries such as bidi making. In many districts the labour employed was local. The Central Provinces Manganese Ore Company, Limited, employed imported labourers in the Bhandara district. In Bilaspur district 20 per cent of the labourers were recruited from outside.

Hours of work.- In Bhandara, Balaghat, Nagpur and Bilaspur districts the hours of employment were 48 per week. In Chanda, the hours varied from 42 to 48 per week underground and 48 to 54 on surface, whereas in Chhindwara the working hours underground were 30 to 54 per week and 45 to 54 per week on the surface. In Jubbulpore, the working hours varied from 42 to 48 hours per week. No women labourers were employed underground in any of the mines, nor were any children below the age of 15 employed anywhere. In Bilaspur, 50 per cent of the labourers were women, but they were employed on surface.

Wages.- In coal mines the daily average wage for skilled male labourers varied from 12 annas to 2 rupees 12 annas and for unskilled from 12 annas to 1 rupee 8 annas. Women earned on an average from 7 annas to 15 annas. For underground work the wages varied from 14 annas to 2 rupees 4 annas and 3 pies. Male labourers employed in manganese mines earned from 12 annas to 5 rupees per day for skilled work and from 10 annas to 1 rupee 12 annas for unskilled work. Unskilled women labourers got on an average 8 annas to 1 rupee 5 annas and 8 pies.

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Industrial Relations.- During 1947, the relations between the labourers and the employers were generally good. There were, however, some local strikes in some of the collieries owing to the supply of inferior foodgrains. These strikes were amicably settled. In the Chhindwara district there was some agitation for the increase in wages, dearness allowance and bonus, etc. The agitation resulted in the appointment of a Fact Finding Committee by the Government of India. The committee's recommendations generally enhancing the rates of wages and allowances were accepted by the owners, (vide pages 13-14 of the report of this Office for October 1947).

Health, housing and welfare measures.- The general health of labourers was satisfactory. The Central Provinces Manganese Ore Company, Limited, maintained well-equipped dispensaries at many manganese mines. The company has also set up a maternity ward at the Tirodi mines. A well-equipped dispensary has been provided at Rajur in Yeotmal district. In Chanda district well-equipped dispensaries have been provided by the mine owners at each colliery.

The Central Provinces Manganese Ore Company, Limited, constructed many quarters at the manganese mines in Nagpur, Bhandara, and Balaghat districts. At the coal mines in the Chhindwara, Yeotmal and Chanda districts also there was ample housing accommodation for the labourers and the staff. In Yeotmal district 170 well-built rooms have been provided. Messrs. Shaw Wallace and Company, Limited, and Burn and Company, Limited, provided quarters for their employees. Many other mines as usual constructed only temporary huts for their labourers during the working season. In Betul and Balaghat districts labourers were generally recruited from the surrounding villages. They used to return to their villages at the end of the day and hence there was no necessity of constructing any quarters at the mines for them. The Central Provinces Manganese Ore Company, Limited, however, provided well-built and rent-free quarters for the labourers at Ukwa, Bharweli, Jamrapani, Tirodi and Paonia mines in the Balaghat district. The sanitary condition of the residential quarters at the mines was satisfactory. Water supply was generally adequate. Free supply of medicines was made at many places in the Nagpur district. Adequate provision of medical supply was made at the mines in Chanda district.

In Nagpur, Balaghat and Bhandara districts the manganese mine owners gave provisions and clothing to the labourers at the controlled rates. In the Balaghat district 597 tons of rice, and 17 tons of wheat were allotted to the various concessionaires for supply to their labourers. The Central Provinces Manganese Ore Company, Limited, provided their regular workers with good quality handloom dhoties, saris and shirting cloth at fair prices. At the coal mines in Chhindwara and Chanda districts consumers' goods shops were maintained by the management which provided many articles such as chillies, salt, sweet oil, soap, bidis, etc., at concession rates.

Education.- Except in Betul and Bilaspur districts the mining concessionaires have made arrangements for primary education. The independent Mining Local Board maintained 16 schools in the mining area, viz., 13 primary schools for girls and one Indian-English Middle School combined with primary school.

Accidents and compensation paid.- During the year the total number of accidents was 662 against 716 in 1946, out of which 18 were fatal as against 35 in the previous year. One hundred and twelve accidents were reported from the mines of the Amalgamated Coalfields Ltd., 44 from the mines of the Pench Valley Coal Company, Limited, and 12 from the mines of the Newton Chikhli Collieries, Ltd., Enquiries, however, did not reveal any breach of rules or lack of proper precautions on the part of mine owners, agents or managers, except in few cases where the accidents were due to breaches or regulations by subordinate officials who were dealt with suitably.

A total sum of about 19,413 rupees was paid during 1947, as against about 55,963 rupees during 1946, to mine workers involved in accidents as compensation under the Workmen's Compensation Act.

Prosecutions.- There were no prosecutions in any of the mining districts except in Chhindwara where 7 cases involving 10 persons were pending at the beginning of the year and 4 cases involving 4 persons were instituted for breaches of regulations under the Indian Mines Act. Out of the 14 persons prosecuted, 8 were convicted, 2 were discharged, cases against 3 were withdrawn and 1 case involving 1 person was pending at the close of the year.

(The Central Provinces and Berar Gazette,
Part I, dated 10 December 1948, pages
820-823).

63. Individual Labour Contracts.

India - December 1948.

United Provinces: Industrial Employment
(Standing Orders) Act extended to Glass
Industry.

In exercise of the powers conferred by sub-section (3) of section 1 of the Industrial Employment (Standing Orders) Act, 1946 the Government of the United Provinces has directed that the Act shall apply to all the industrial establishments engaged in the glass industry in the United Provinces, irrespective of the number of workmen employed by them.

(The Government Gazette of the
United Provinces, Part I, dated
11 December 1948, page 801).

64. Wages Protection.

India - December 1948.

Bombay: Wage Board for Silk Textile Industry
constituted.

In exercise of the powers conferred by section 86A of the Bombay Industrial Relations Act, 1946, the Government of Bombay has constituted a Wage Board for the silk textile industry in the Province. The Board will consist of 5 persons with Mr. R.R. Bakhale as Chairman.

(Notification No. 473/48, dated 1 December 1948; The Bombay Government Gazette Extraordinary, Part I, dated 1 December 1948, page 5191).

Madras: The Madras Payment of Wages
(Unclaimed Amounts) Rules, 1948: Draft published.

The Government of Madras published on 30 November 1948 the draft of the Madras Payment of Wages (Unclaimed Amounts) Rules, 1948 which it proposes to make in exercise of the powers conferred by sub-section (2) of section 26 of the Payment of Wages Act, 1936. The rules provide inter alia, for the credit to Government of unclaimed amounts payable to workers under section 15 of the Act, for the posting of a list of such unclaimed amounts in the office of the authority every year and for the refund of such amounts to persons entitled to receive the amounts. The draft is to be taken into consideration by the Government after 14 March 1949.

(Rules Supplement to Part I of the Fort St. George Gazette, dated 30 November 1948, page 271).

Bombay: Bombay Wage Board Rules, 1948:
Draft published.

The Government of Bombay published on 13 November 1948 the draft of a notification which it proposes to issue under section 123 of the Bombay Industrial Relations Act, 1946, containing the Bombay Wage Board Rules, 1948. The rules prescribe the procedure to be followed by a Wage Board in respect of an industrial matter or industrial dispute referred to it for decision and provide inter alia for the issue of notices to parties concerned on the receipt of a reference, for the preparation and filing of copies of statement of claim, ~~within~~ written statement and such other ~~statement~~ statistical statements, for the sittings and Chamber meetings of the Board and for the inspection of any building, factory or workshop by the Chairman and members of a Wage Board or any person duly authorised by the Chairman. The draft will be taken into consideration by the Government after 26 November 1948.

(The Bombay Government Gazette Extraordinary,
Part IV-B, dated 13 November 1948, pages
1279-1281).

Central Provinces and Berar: Amendments to
C.P. and Berar Payment of Wages (Non-Federal
Railways) Rules, 1939: Contract Labour in
Railways protected.

Reference was made in paragraph 64 page 62 of the report of this Office for March 1948 to the draft of certain amendments the Government of the Central Provinces and Berar proposed to make in the Central Provinces Payment of Wages (Non-Federal) Railways Rules, 1939 and the Berar Payment of Wages (Non-Federal Railways) Rules, 1939. The amendments have been approved and gazetted on 26 November 1948.

(The Central Provinces and Berar Gazette,
Part III, dated 26 November 1948, pages
947-948).

Pakistan: The Payment of Wages Act, 1936:
Proposal to extend Provisions to Salt Mines
and Quarries.

By a notification dated 23 November 1948, the Central Government of Pakistan has given notice of its intention to extend the provisions of the Payment of Wages Act to persons employed in salt mines and salt quarries. The proposal will be taken into consideration after 15 February 1949.

(The Gazette of Pakistan, Part I,
dated 26 November 1948, page 558).

Central Provinces: Deductions from Wages of
Coal-Mine Employees: Notification of Appointment
of Claims Authorities cancelled.

By a notification dated 26 November 1948, the Government of the Central Provinces and Berar has cancelled its earlier notification relating to the appointment of civil judges to hear and decide all claims arising out of the deductions from wages, etc., of persons employed in coal mines under the Payment of Wages Act (vide paragraph 64, page 66 of the report of this Office for September 1948).

(The Central Provinces and Berar Gazette,
Part I, dated 3 December 1948, page 801).

Orissa: Minimum Wages Act, 1948: extended to
partially excluded Areas.

By a notification dated 29 November 1948, the Government of Orissa has ordered that the Minimum Wages Act, 1948 shall apply to all the partially excluded areas in the province.

(Notification No.4949-Com.,
The Orissa Gazette, Part III, dated
3 December 1948, page 740).

Bihar: The Bihar Workmen's Protection
Act, 1948: Date of Enforcement.

By a notification dated 30 November 1948, the Government of Bihar has ordered that the Bihar Workmen's Protection Act, 1948 (vide page 40 of the report of this Office for October 1948), shall come into force throughout the province with effect from 1 December 1948.

(The Bihar Gazette, Part II,
dated 8 December 1948, page 2785).

66. Strike and Lockout Rights.

India - December 1948.

Bombay: Air Transport declared Public
Utility Service under the Industrial
Disputes Act, 1947.

By a notification dated 15 November 1948 the Government of Bombay has declared the transport for the carriage of passengers or goods by air, to be a public utility service for the purposes of the Industrial Disputes Act, 1947 for a further period of 6 months.

(Notification No.127/48, dated 15 November 1948;
The Bombay Government Gazette Extraordinary, Part I, dated 17 November, 1948, page 4971).

West Bengal: Sugar Industry declared
Public Utility Service under the
Industrial Disputes Act, 1947.

By a notification dated 30 November 1948 the Government of West Bengal has declared the sugar industry to be a public utility service for the purposes of the Industrial Disputes Act, 1947 for a period of 6 months with effect from 29 October 1948.

(Notification No.4354 Lab.,
dated 30 November 1948;
The Calcutta Gazette, Part I,
dated 9 December 1948, page 1632).

Assam: Rice and Oil Mills and
Motor Transport Services declared
Public Utility Services under
Industrial Disputes Act, 1947.

By a notification dated 24 November 1948, the Government of Assam has declared rice and oil mills and all motor transport services in Assam undertaken by public carriers and stage carriage operators as defined in the Motor Vehicles Act, 1939, public utility services for the purposes of the Industrial Disputes Act, 1947, for a further period of six months.

(Notification No. GGN.209/46/150,
dated 24 November, 1948;
The Assam Gazette, Part II, dated
8 December 1948, page 1571).

67. Conciliation and Arbitration.

India - December 1948.

Pakistan: Industrial Disputes (Amendment)
Bill, 1948: Defence undertakings to be
"Public Utility Service".

On 16 December 1948, Mr. J.N. Mandal, Minister for Law and Labour, Government of Pakistan, introduced in the Pakistan Constituent Assembly (Legislature) the Industrial Disputes (Amendment) Bill, 1948.

The Bill seeks to amend the Industrial Disputes Act of 1947 so as to include the following industries within the term 'public utility service': "(a) any undertaking, establishment or installation relating to the defence service; (b) any service incidental to the maintenance of naval dock-yards or stores; and (c) any service incidental to the maintenance and operation of the Port of Karachi or Chittagong".

The Statement of Objects and Reasons, appended to the Bill, says that in the interest of State the proposed amendment is considered necessary.

(The Gazette of Pakistan, dated
17 December, 1948, Part IV, pages
125-126;
The Civil and Military Gazette,
dated 17-12-1948).

Bombay: Bombay Industrial Relations Act, 1946
extended to Silk Textile Industry in the
Province and Electrical Industry in
Ahmedabad.

In exercise of the powers conferred by sub-section (4) of ~~the~~ section ~~of~~ 2 of the Bombay Industrial Relations Act, 1946 (vide page 4 of the report of this Office for April 1947), the Government of Bombay has extended the provisions of the Act, with effect from 15 November 1948, to the silk ~~industry~~ textile industry in the province excluding the City of Bombay. The provisions of the Act will apply to (a) all concerns, using power and employing 20 or more workers, which are engaged in waste silk spinning; (b) all concerns, using power and employing 20 or more workers, which are engaged in silk, artificial silk or rayon weaving with or without an admixture of cotton or staple fibre and in all processes incidental or supplemental thereto; and (c) all mechanics' shops attached to, and all dyeing, bleaching and printing departments in any of the concerns falling under the above clause (a) or clause (b).

By another notification dated 16 November 1948 the Government has extended all the provisions of the Act, with effect from 1 December 1948, to the generation and supply of electrical energy within the local area of the ~~Ahmed~~ Ahmedabad City Municipal Borough, Ahmedabad Cantonment and the village of Sabarmati, by concerns or undertakings situated within the above area. For the purposes of this notification all business, trade, manufacture, service and employment connected with the conduct of the industry is deemed to be part of the industry ~~is~~ concerned when engaged in by an employer engaged in such industry.

(No.150/48, dated 13 November 1948;
The Bombay Government Gazette Extraordinary,
Part I, dated 13 November 1948, page 4860;
No.2342/46, dated 16 November 1948;
The Bombay Government Gazette, Part I, dated
25 November 1948, page 5101).

India: Bombay Dock Workers' Dispute:
Reports of the Conciliation Boards
published.

Reference was made in paragraph 67 page 45 of the report of this Office for October 1948 to the appointment of two Boards of Conciliation to promote a settlement in the industrial disputes between the Bombay Dock Workers' Union on the one hand and the Bombay Port Trust and the Bombay Stevedores' Association on the other. The Government of India published on 4 December 1948 the reports of the Boards, a brief summary of which is given below.

The memorandum of settlement arrived at between the trustees of the port of Bombay and their employees provides inter alia for the payment of daily wages at prescribed rates to all shore workers on 'A' register with effect from 1 November/1948. The scale of daily wages of workers varies from 2 rupees 2 annas to 3 rupees 8 annas, according to the workers' period of service in respective categories. The trustees of the port of Bombay have agreed to the introduction of two shift system not later than 1 January 1949 and to modify the incentive bonus scheme.

The memorandum of settlement arrived at between the Bombay Stevedores' Association and its workers provides inter alia that the Member Stevedores will abolish the existing system of employing workers through "Serangs", bring all the workers employed by the Member Stevedores on a "Common Pool Register", and introduce the double shift system; provided that sufficient number of workers are available by that date for working the two independent shifts. The Association has also agreed to introduce the double shift system on the same basis and from the same date as the Bombay Port Trust enforces the double shift system in respect of its employees, and to pay to workers with effect from 1 December 1948 the following basic daily wages:

(1) Chageman	Rs. 3 10 0
(2) Stevedore Tindal.....	Rs. 3 8 0
(3) Winchman	Rs. 2 8 0
(4) Hatch Foreman	Rs. 2 8 0
(5) Khalasi.....	Rs. 2 8 0
(6) Stevedore Worker Senior.....	Rs. 2 8 0
(7) Stevedore Worker Junior.....	Rs. 2 2 0
(8) Cleaning Tindal.....	Rs. 2 10 0
(9) Cleaning Worker.....	Rs. 1 8 0

Wages for overtime will be at 1 1/2 times the basic daily wages for all work that the employees may be required to do in Sundays and such holidays as may be sanctioned as closed holidays by the Bombay Port Trust. Provisions is made for the payment of revised rates of 'Bhatta' allowance for each shift for work carried on ships in 'stream' and an incentive bonus in accordance with the provisions of the Incentive Bonus Scheme agreed to by the Bombay Port Trust for its employees.

(No. LR-3(82) dated 24 November, 1948; The Gazette of India, Part I, Section 1, dated 4 December 1948, 1618-1623)

68. Labour Courts.

India - December 1948.

Bombay: Bombay Industrial Relations Act, 1946:
Notifications regarding Labour Courts, Labour
Officers and Conciliators.

In pursuance of section 3 clause 23 of the Bombay Industrial Relations Act, 1946 and in supersession of the notification dated 30 May 1939 (vide page 3 of the report of this Office for June 1939) the Government of Bombay by a notification dated 19 November 1948 has declared 223 specified areas to be "local areas" for the purposes of the Act.

By another notification of the same date the Government has amended its previous notification regarding the constitution of labour courts. Under the amended notification there will be 4 Labour Courts at the places Bombay, Ahmedabad, Jalgaon and Sholapur, having jurisdiction over specified local areas.

In supersession of earlier notifications the Government has appointed 4 Labour Officers and 4 Conciliators in the province for certain specified local areas.

(Notification Nos. 1237/46, 1237/46-I, 1237/46-II, and 1237/46-III, dated 19 November 1948;
The Bombay Government Gazette Extraordinary Part I, dated 19 November 1948, pages 5075-5080).

India: Government of India (Amendment)
Bill 1948: Appellate Tribunals to be
established.

The Government of India (Amendment) Bill 1948, (vide paragraph 11, page 3 of this report), inter alia, proposes to insert the following sub-section to sub-section (1) of ~~the~~ Section 8 of the Government of India Act: "(1A) Any power of the Dominion Legislature to make laws for a Province (with respect to any matter) shall include power to make laws (as respects a Province) conferring powers and imposing duties, or authorising the conferring of powers and the imposition of duties upon the Dominion or officers and authorities of the Dominion as respects that matter, notwithstanding that it is one with respect to which the Provincial Legislature also has power to make laws".

The Statement of Objects and Reasons appended to the Bill points out that in order that uniform principles, in the view of awards made by Central and Provincial Industrial Tribunals, may be adopted under the overall control of the Central Government, it is proposed to set up appellate tribunals to hear appeals against their decisions. For want of such tribunals, it is not possible to ensure uniformity in the decisions of the Central and Provincial Industrial Tribunals. Although this would be possible under the draft Constitution, the setting up of appellate tribunals is not possible under the existing Constitution. Provision (i) of sub-section (1) of section 8 of the Government of India Act, 1935, specifically states that the executive authority of the Dominion does not extend in any province to matters with respect to which the provincial Legislature has power to make laws. Clause 2 of the Bill seeks to effect the necessary amendment, so that the appellate tribunals may be established in accordance with the policy of the Government of India (vide pages 15-18 of the report of this Office for October 1948). A consequential amendment is made in clause 5.

(The Gazette of India Extraordinary,
dated 24 November 1948, pages 1847-1850).

Orissa: Labour Courts set up under
Indian Trade Unions Act, 1926.

By a notification dated 29 November 1948, the Government of Orissa has appointed five labour courts for the Orissa States for the purposes of recognition of trade unions under the Indian Trade Unions Act, 1926, to be in the charge respectively of the District Judges of Cuttack-Dhenkanal, Ganjam-Nayagarh; Keonjhar-Balasore, Sundargarh-Sambalpur, and Bolangir-Patna.

By another notification dated 30 November 1948, the Government of Orissa has appointed four labour courts for the province for the purposes of recognition of trade unions under the Indian Trade Unions Act, 1926, to be in the charge respectively of the District Judges of Cuttack-Dhenkanal, Ganjam-Nayagarh, Keonjhar-Balasore, and Sundargarh-Sambalpur.

(Notification Nos. 4940 and 4959-Com.,
dated 29 and 30 November 1948;
The Orissa Gazette, Part I, dated 3 December,
1948, pages 305-306).

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69. Workers' Participation in the Management
or Profits of Undertakings.

India - December 1948.

Bihar: Draft Amendment to Industrial Disputes
(Bihar) Rules, 1947; published: Procedure for
setting up Works Committees.

The Government of Bihar published on 14 November 1948 the draft of certain amendments to the Industrial Disputes (Bihar) Rules 1947 (vide page 5 of the report of ~~the~~ this Office for December 1947), which it proposes to make in exercise of the powers conferred by section 38 of the Industrial Disputes Act, 1947. The draft amendments seek to replace the existing rules relating to Works Committees by detailed provisions regarding the constitution, number of members, procedure of election, quorum and procedure for the meetings of Works Committees. The amendments provide inter alia that the total number of members of the Works Committees should not exceed 20 and the number of members fixed should afford representation to various categories, groups and classes of workmen engaged in departments of the establishment. Provision is also made for settling any dispute regarding election to Works Committee by the Commissioner of Labour. The draft amendments will be taken into consideration after 19 December 1948.

(The Bihar Gazette, Part II, dated 24/November
1948, pages 2606-2608).

CHAPTER 7. EMPLOYMENT AND UNEMPLOYMENT.

INDIA - DECEMBER 1948.

71. Organisation of the Labour Market.

India: Employment Exchanges: Working during
October, 1948.

Employment situation.- During October 1948, the employment situation showed a sharp deterioration almost all over India. The various measures of retrenchment proposed by Government resulted in a sharp fall in the number of vacancies notified by Government Departments, while private employers also were in a hesitant mood. The reports points out that if the present state of affairs continues for any considerable length of time the general discontent among employment-seekers may take a serious turn.

During the month shortage of technical personnel continued to dominate the employment situation. Bombay reported a shortage of aircraft technicians and technicians required for refrigerators and air-conditioning units. In ~~Madras~~ Madura, there was a shortage of manpower in the building trades. Madras reported a considerable shortage in all types of skilled trades. Demands for tractor drivers could not be met in Anantapur, Jalgaon and Muzaffarpur. There was a dearth of spinners required for the Jute Mill Industry in Barrackpore. Agra, Ajmer, Darjeeling, Dharmasala, Ferozepore, Kanpur and Tiruchirapalli reported that demands for qualified teachers could not be met. In Madras it was found that there was a tendency on the part of qualified teachers to prefer clerical jobs to employment in their own profession owing to low salaries generally offered to teachers. On the other hand, a surplus of employment-seekers for clerical jobs was reported from ~~an~~ many exchanges. In Calicut, Darjeeling and Tiruchirapalli there was a large surplus of unskilled labour who desired to be considered only for employment with the Railways. Motor transport drivers, fitters, electricians and peons were also reported by many exchanges to be in surplus.

Registrations and placings.- The total number of registrations for employment assistance including re-registrations effected at employment exchanges and district employment offices and placings during October 1948 are given below:-

	<u>October 1948</u>	<u>September 1948</u>	<u>October 1947</u>
Total number of registrations (including re-registrations).....	66,303	80,253	45,959
Total number of persons placed in employment.....	18,535	26,816	14,395

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There was a general decline in placings in all the regions except Bombay. The most significant decline took place in East Punjab, Madras and West Bengal. The rather sharp fall in ~~pa~~ placings was primarily due to a very heavy reduction in the demands placed by employers, the vacancies notified having been 8,000 less than in the month of September. In addition, there was a considerable reduction in working days on account of the large number of holidays which occurred during the month.

Of these placed in employment 4,159 were ex-Services personnel and 4,341 were displaced persons from Pakistan. Of the total number of placings effected, 341 were in posts carrying a pay of 101 rupees or more. The opportunity of being considered for employment was offered to 13,211 applicants who declined to take advantage of the opportunity offered, either because the pay offered was felt to be inadequate, or for other reasons. A very large number of candidates failed to report for interview with employers, without offering any satisfactory ~~explanations~~ explanation.

Placings by wage groups.- Figures relating to placings during October 1948 analysed according to wage ~~groups~~ groups were as follows:-

<u>Wage groups: Basic monthly pay</u>	<u>Number of placings</u>
Above 101 rupees	341
61 to 100 rupees	1,752
36 to 60 rupees	9,089
21 to 35 rupees	6,217
20 rupees or less.....	1,136

Employment exchanges in Indian States.- Returns received from employment exchanges in Indian States showed that up to 31 October 1948, 88,768 applicants had been registered, of whom 18,691 had been ~~made~~ found employment. This information does not, however, illustrate completely the work performed by all State exchanges, as up-to-date information had not been received from many of them. These figures are in addition to the all-India figures quoted above.

Employment of displaced persons.- 15,878 displaced persons were registered during the month as against 19,999 during September 1948, and 4,341 were placed in employment. Lack of accommodation at the work sites and the unwillingness of displaced persons to accept certain types of jobs continued to hamper their resettlement. The total number of persons registered up to 31 October 1948 by the Special Employment Bureau, constituted under the control of the Ministry of Relief and Rehabilitation with a view to deal with highly qualified refugees, was 2,109; the total number of persons placed in employment being 318. The number registered during the October was 119, and those placed in employment 44. About a dozen of these were in jobs carrying salaries ranging from 400 rupees to 1,000 rupees per month.

Technical and vocational training.- During October 1948, there were 84 technical training centres and 108 vocational training centres functioning, with 4,993 and 2,733 ex-Servicemen trainees respectively under training. In the former group, 572 trainees passed the trade tests, bringing the total of passed out trainees to 7,381. In the latter group, 139 trainees passed out, bringing the total to 1,396. 6,176 male refugees were undergoing training at the training centres in Bihar, Bombay, the Central Provinces and Berar, Delhi and Ajmer-Merwara, East Punjab, the United Provinces and West Bengal. 310 refugee girls and women were undergoing training at the New Delhi centre run by the Ministry of Labour. By the end of the month 12 trainees passed the prescribed trade tests, bringing the total of passed out trainees to 22. 455 disabled ex-Servicemen were undergoing training in three special training centres. By the end of the month 80 trainees passed the prescribed trade tests, bringing the total passed out to 824. By the end of October 1948, 646 ex-Servicemen and 1,640 refugees were under training in 227 centres under the apprenticeship training scheme. During the month 30 more firms (3 in Bombay, 4 in Delhi and Ajmer-Merwara, 13 in East Punjab, 7 in United Provinces and 3 in West Bengal) agreed to participate in the scheme while training was withdrawn from ~~xxxx~~ one firm in Bihar and Orissa, one in the Central Provinces and Berar and 4 in Madras.

The number of ex-Servicemen selected and posted for technical and vocational training during October 1948 and to date is shown in table below:-

Administrative Region.	Selected and posted			
	Technical Training		Vocational Training.	
	During October 1948.	Cumulative to date.	During October 1948.	Cumulative to date.
Assam.....	8	312	7	217
Bihar)*				
Orissa)	15	3,340	21	1,183
Bombay	100	4,084	4	2,240
Central Provinces and Berar.....	17	1,815	19	833
Delhi and Ajmer-Merwara.....	12	1,549	6	651
East Punjab.....	2	276	3	103
Madras.....	1,280	22,727	900	4,938
United Provinces.	-	6,631	46	8,149
West Bengal.....	7	2,879	12	1,089
Total.....	1,441	43,613	1,018	19,403

* Separate figures for Bihar and Orissa are not available.

(Review of the work done by the Directorate-General of Resettlement and Employment during the month of October 1948, issued by the Government of India).

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Pakistan: Working of Employment Exchanges
in West Punjab and North-West Frontier
Province during October 1948.

According to a press note issued by the West Punjab Government, during October 1948, out of 9,394 persons who registered themselves with the employment exchanges in the West Punjab and North-West Frontier Province, 4,031 were found employment. The total number of those who registered themselves up to 31 October 1948 was 265,827 of whom 89,546 ~~more~~ were placed in employment.

(The Civil and Military Gazette,
dated 30-11-1948).

Rehabilitation of Ex-Servicemen:
New Relief Body set up.

A separate organisation, under the charge of a Brigadier, has been set up by the Army authorities to undertake the rehabilitation of ex-servicemen.

The organisation, which is entirely a service organisation, will represent the Defence Services in the Ministry of Relief and Rehabilitation, where its main functions will be to co-ordinate the work of relief and rehabilitation of displaced service and ex-service personnel and to represent the personnel of Defence Services when schemes are formulated by the Ministry of Relief and Rehabilitation and other relief and rehabilitation organisations, and further to watch the interests of Defence personnel when such schemes are implemented.

The organisation also undertakes to visit units, families of servicemen and civil relief and rehabilitation officials and organisations with a view to ensuring that the interests of displaced service personnel and their families are being fully served, and to contact the Ministry of Labour and Employment Exchanges to ensure that displaced ex-servicemen are quickly re-employed.

(The Times of India, 30-11-1948).

Fundamental Rights in Future Indian Union:
Traffic in Human Beings and Forced Labour
prohibited.

On 3 December 1948 the Indian Constituent Assembly ~~of India (Legislative)~~ adopted Article 17 of the Draft Constitution of India which provides that " traffic in human beings and begar (work without payment and at command) and other similar forms of forced labour are prohibited and any contravention of this provision shall be an offence punishable in accordance with law" (vide page 15 of the report of this Office for June 1947). The Article, however, does "not prevent the State from imposing compulsory service for public purposes. In imposing such service, the State shall ~~not~~ not make any discrimination on the ground only of race, religion, caste or class".

During the debate Mr. Nazi Karimuddin sought through an amendment to substitute the Article with another to the effect that neither slavery nor involuntary servitude such as begar, except as a punishment for crime, should exist within the State. He said that this provision was simpler and was based on the Article in the American Constitution. He said that begar should be permissible only as a punishment for crimes in the jails. The amendment was not accepted.

Mr. Bhupender Singh moved another amendment seeking that while the State could impose compulsory service for public purposes, it must pay adequate compensation for such service. He said that it was the normal ethics that the State should pay for any property which they wanted to appropriate from the people. The labourer had only labour as his asset and, when it was utilised by the State, it was but right that the State should pay for it.

Mr. H.V. Kamath suggested an amendment that the power of the State to impose compulsory service for public purposes should also cover national and social services. He said that the phrase "public purposes" did not bring out the full significance of the Article. The service of the State was referred to as public service, but the phrase, "national or social service", had a wider connotation. He suggested that all citizens should be conscripted, if necessary, for social services too.

Replying to the debate, Dr. B.R. Ambedkar, Chairman of the Drafting Committee said that Mr. Bhupender Singh's amendment making the State liable to pay for compulsory service, was not desirable. No such limitation should be put on the authority of the State. It might be possible that compulsory service demanded by the State might be restricted to such hours that it would not debar the citizen from earning his livelihood. It might be restricted to leisure hours. Further, when compulsory service was demanded, it would be demanded from all. If the State did so from everyone, and did not pay for any, he did not think the State was committing any inequity.

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The Article was adopted by the House ~~with any~~ without any amendments.

(The Hindu, dated 4-12-1948).

Burma: Progress of Employment Exchange Service.

The following information about the progress of the Burmese Employment Exchange Service is taken from a note on the ~~subject~~ subject published in the June 1948 issue of the Burma Labour Gazette. The note points out that previous to the opening of the Employment Exchange ^{Service} in September 1946, the provisions of the International Labour Convention relating to the establishment of such exchanges ~~texts~~ had not been fully observed in the absence of a well-established Labour Directorate and the requisite trained staff. With the end of World War II, the need was greatly felt for a well-organised employment service, particularly for finding and supplying labour of all kinds for the innumerable tasks of rehabilitation and reconstruction and re-settlement of ex-service personnel into civil life.

Detailed proposals for the setting up of employment exchange service in Burma were formulated in March 1946, but owing to various reasons only one exchange could be started and the Employment Exchange at Rangoon was opened on 10 September 1946. ~~the~~ The Rangoon Exchange covers the whole Municipal area of Rangoon including the docks and the industrial establishments at Syriam and Dallah. The work of the Exchange was initially restricted to registration and placing of ~~workpeople~~ workpeople, solicitation, recording and filling of vacancies, the maintenance of regular statistics and the submission of regular reports on the labour statistics in its area. Its present scope is also limited to Burma demobilized men and women in the Armed Forces, skilled civilians. It is hoped to widen its sphere to cover all categories of employment seekers as employment opportunities develop. The Exchange also renders assistance to unskilled workers whenever such an assistance can be usefully given.

Registrations and placings.- According to the note for the period from the 10 September 1946 and up to the end of March 1948, 14,449 sought the assistance of the Rangoon Exchange and out of this 2,480 persons were placed in employment. The following table shows the work of the employment exchange from June 1947 to September 1948.

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Month	Number of applicants on pending and live registers at beginning of month	Registrations during the month	Placings during the month.
<u>1947</u>			
June	3438	1603	152
July	3699	705	145
August	3155	625	128
September	2942	651	167
October	2793	733	164
November	2736	950	174
December	3049	674	180
<u>1948</u>			
January	3303	691	221
February	3163	718	271
March	3206	611	277
April	3094	482	181
May	3112	948	281
June	2342	651	287
July	2004	700	291
August	2377	832	271
September	2492	544	218

(Burma Labour Gazette, dated June, July and November 1948. (Received in this Office during December 1948).

72. Vocational Guidance and Training.

India - December 1948.

Madras: Technical Education Board to be
set up.

The Technical Education Advisory Board, Madras (vide page 33 of the report of this Office for August 1947) at a meeting held at Madras on 1 December 1948 decided to constitute a Technical Education Board with a Director of Technical Education to be in charge of technical education imparted in colleges, polytechnics and industrial institutes run by the provincial Government.

(The Hindu, dated 2-12-1948).

73. Migration and Colonisation.

India - December 1948.

Ceylon: The Indian Residents (Citizenship)
Bill introduced in House of Representatives.

On 25 November 1948, Mr. D.S. Senanayake, Prime Minister of Ceylon introduced in the Ceylon House of Representatives the Indian Residents (Citizenship) Bill. The provisions of the Bill were summarised at paragraph 73 pages 96-97 of the report of this Office for September 1948.

The second reading of the Bill was passed on 10 December 1948 and ~~wa~~ the Bill was then referred to Committee of the ~~W~~hole House.

(The Hindu, dated 11-12-1948).

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Chapter 8. Social Security.

82. Social Assistance.

India - December 1948.

Bihar: Bihar Maternity Benefit
Rules, 1948 gazetted.

The draft Bihar Maternity Benefit Rules, 1948 (vide paragraph 82, page 73 of the report of this Office for June 1948) has now been approved and the ~~the~~ Rules gazetted on 1 December 1948.

(The Bihar Gazette, Part II,
dated 1 December 1948, pages
2685-2694).

85. Benefits Organised or Paid by Employers.

India - December 1948.

India: Coal Mines Provident Fund Scheme for
Colliery Workers.

On 11 December 1948 the Government of India published the Coal Mines Provident Fund scheme framed under section 3 of the Coal Mines Provident Fund and Bonus Schemes Act, 1948 (vide paragraph 85 page 64 of the report of this Office for October 1948).

The provident fund scheme applies to all coal mines in West Bengal, Bihar, the Central Provinces and Berar and Orissa and will have retrospective effect from 12 May 1947 in respect of coal mines in West Bengal and Bihar and from 10 October 1947 in respect of coal mines in the Central Provinces and Berar and Orissa. The fund will be administered by a Board of Trustees to be constituted by the Central Government consisting of representatives of the Government, employers and the employees. Of the employees' representatives at least 1 shall be an employee. An Executive Committee of the Board which will be constituted from among the Trustees, will exercise such powers and perform such functions as may be delegated to it by the Board, and the Central Government may appoint a Coal Mines Provident Fund Commissioner who will be the Chief Executive Officer of the ~~Board~~ Fund.

Every employee in a coal mine to which the scheme applies shall be required to join the fund and an employee whose basic wages exceed 300 rupees is not qualified for membership of the fund so long as his basic wages continue to exceed 300 rupees. ('Basic wages' mean the total cash emoluments excluding all payments for food concession, dearness, house rent and other similar allowances, overtime, bonus, commission, presents or donations). Contributions to the fund comprise of contribution by the member and contribution by the employer at specified rates. In the case of monthly rated employees the member's contribution ranges from 10 annas a month for employees whose monthly basic wages are up to 10 rupees to 15 rupees a month for employees having basic wages of over 200 rupees. The employer is required to contribute an amount equal to the members' contribution. For other employees the members' and employers' contribution vary from 2 annas a week for employees having a weekly basic wages of over 1 rupee and upto 2 rupees, to 12 annas a week for employees whose weekly basic wages are over 11 rupees.

The employer is required in the first instance to pay both the contributions (employers' and members' contributions) and later recover the members' contribution by means of deduction from the wages of the member and not otherwise. The Coal Mines Provident Fund Commissioner shall credit to the account of each member interest at such rate as may be determined by the Central Government in consultation with the Board. The accumulations in the Fund standing to the credit of a member are payable to him on permanent retirement

from service at any time after the attainment of the age of 50 years and on retirement on account of permanent and total incapacity for work. Under certain specified conditions the Board may permit a member who has not attained the age of 50 years, to withdraw the amount standing to his credit. Failure to pay contributions is made punishable with imprisonment which may extend to 6 months or with fine up to 1000 rupees or with both.

(The Gazette of India Extraordinary,
dated 11 December 1948, pages
1917-1949).

West Bengal: West Bengal Maternity Benefit
(Tea Estates) Act 1948 applied to
Darjeeling.

By a notification dated 27 November 1948 the Government of West Bengal has directed that the West Bengal Maternity Benefit (Tea Estates) Act 1948 shall apply to the district of Darjeeling in the province.

(Notification No.4302 Lab., dated
27 November 1948;
The Calcutta Gazette, Part I,
dated 2 December 1948, page 1588).

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Chapter 9. Living Standards.

92. Housing.

India - December 1948.

Bombay: Government's Five-Year Scheme for
Construction of Houses for Backward Classes.

The Government of Bombay have sanctioned a scheme for the construction of houses for the backward classes in the province through the agency of co-operative *building* societies. The scheme, which will cost the Government 500,000 rupees in the course of five years, will be planned and administered by the Registrar of Co-operative Societies, in consultation with the Backward Class Officer.

Under the scheme normally, three gunthas of land (1 guntha = 121 square yards) will be provided for a backward class family engaged in agriculture, ~~and~~ and 1 1/2 gunthas (whereof half guntha will be available for pooling for common purposes) for a family engaged in non-agricultural pursuits. In case the site is Government land, it will be given free, and in case it is non-Government, it will be acquired and the cost of acquisition, including the price of the land, will be borne by the Government. The site will be owned by the society and each member will hold the plot on a long lease of 99 years on a nominal yearly rent of four annas.

Normally, a family unit will be provided with an area of 400 square feet. Where, however, the family is engaged in agricultural pursuits, an additional 180 square feet will be provided for a shed and a barn.

The estimated cost of a house will not exceed 700 ~~and~~ rupees and 100 rupees for shed and barn for an agriculturist's family. Out of this 40 per cent will be in the form of labour, etc., which should be supplied by the members and their families. The remaining 60 per cent will be given as a loan free of interest to be payable in 15 years in equal instalments. The actual construction of the house will be the responsibility of the individual members, but it should conform to the type and design prescribed by the Registrar.

The Government will contribute to the management expenses of the societies every year at the rate of 10 rupees per tenement for the first two years and thereafter at the rate of 5 rupees per tenement till the Government loan is repaid.

(People's Raj, issued by the Directorate of Publicity, Government of Bombay, dated 9-12-1948; The Times of India, dated 1-12-1948).

Madras: Importance of Co-operative Housing:
Government accepts Registrars' Conference
Recommendations.

The Government of Madras has accepted generally the recommendation made at the 15th Conference of Registrars of Co-operative Societies that in all schemes of town-planning, a definite place should be given to co-operative house building and that specific areas should be reserved for people belonging to low or middle income groups, who come together in co-operative housing societies, (vide page 57 of the report of this Office for May 1947). ~~Accordingly~~ Accordingly the Government has requested the executive authorities of all panchayats and municipalities and the Commissioner, Corporation of Madras, to consider the question of providing for such reservation of sites when they draw up town-planning schemes in the future.

(The Hindu, dated 19-12-1948).

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95. Social Conditions.

India - December 1948.

Annual General Meeting of Indian Conference
of Social Work, Madras, 17-21-12-1948:
National Working Party to be formed.

The annual general meeting of the Indian Conference of Social Work was held at Madras from 17 to 21 December 1948. The Conference was attended by about 500 delegates and observers from all over India. Rajkumari Amrit Kaur, Health Minister to the Government of India, presided over the Conference. After the opening addresses by the Chairman of different sections, the sections met separately to discuss various subjects and to formulate their recommendations.

General Secretary's report: National Working Party to be formed.- Presenting the first annual report of the Conference, Dr. Bulsara, General Secretary, stated that the progress made during the year towards the achievement of ideals for which the Conference stood was satisfactory. One of the outstanding features of the year under review was the sending of a delegation to the Fourth International Conference of Social Work held in Atlantic City. The Indian Conference of Social Work had now been affiliated to the International Conference of Social Work and had been asked by the Director, Division of Social Activities, United Nations, to form a National Working Party as a liaison between the Division and Indian social activities. The Division ~~and Indian~~ also proposed to hold a United Nations Seminar on Social Welfare for Far Eastern countries, some time in 1949 and the Indian Conference of Social Work had extended its fullest support to the project.

The report added that the Conference desired to bring out a quarterly journal of Social Work to serve as a clearing house of information and exchange of experience in experimental social work and also as a medium of co-ordination of social work. It was also the ambition of the Conference to establish a good Research and Information Library.

State and Social Services Section.- Dr. Lakshmanaswami Mudaliar, Chairman of the State and Social Services Section, in his opening address said that modern States had taken ~~wanta~~ upon themselves the responsibility for the mental and moral well-being of the citizens. The State responsibility for the care of the child included the responsibility for the care of the mother as well. He suggested that there should be a kind of tripartite agreement between the teachers, the parents and the community in all areas to look after the needs of the growing population. Referring to work in hospitals, Dr. Lakshmanaswami Mudaliar welcomed voluntary associations sending visitors to hospitals for the comfort of the patients. He pointed out that it was not the medical men or the health authorities alone that could help in solving the problem of health, but it was the duty of the citizens to assist the State in maintaining the conditions of healthy life and sanitation. Dr. Lakshmanaswami Mudaliar also referred to the need for the care of the aged.

The following were among the subjects discussed by the Section: (a) Prohibition and Social Welfare; (b) Treatment and Prevention of Social vice; (c) Hospital Social Service; and (d) Health Services.

The Section urged the Central and provincial Governments to start immediately a Department of Social Service for the co-ordination of the social service activities of various Departments and for the promotion of social work. It was also suggested that Government should arrange for refresher courses to the civil services which were dealing with social welfare projects, so that in the absence of trained social workers, the members of civil services might be of help. The need for liaison between the Governments and the Conference, both on Central and provincial levels, was ~~strongly~~ advocated and it was suggested that the Central Executive Committee should make a report to the Conference about the result of the measures taken by it for the implementation of its recommendations by the various Governments.

Rural Social Work and Reconstruction Section.- Mr. J. C. Kumarappa, Chairman of the Rural Social Work and Reconstruction Section, in his opening address, stated that it was customary to look at all social work, specially for rural people, as a charity. The real approach, however, should be from a spiritual, moral and humane plane. Social Welfare in rural areas did not merely consist of doing philanthropic work. It should deal with the laying down of the blueprint for the society of ~~tomorrow~~ tomorrow. Dealing with ^{the} economic aspect of rural reconstruction Mr. Kumarappa said that the question of fixing the prices of agricultural products on the basis of costs had not yet been tackled ~~properly~~ properly in India. The land tenures prevailing all over the country formed a kaleidoscopic design and urgent reforms were necessary. He emphasised that part of the Conference's rural reconstruction work was to solve the problems of flood and famine relief. But no amount of legislative action and administrative devices would solve the problem of famine without an adequate realisation by the people of their social responsibilities.

Among the topics discussed by the Section were:
(a) Economic Aspects of Rural Reconstruction; (b) Government of Assam's Rural Reconstruction Plans; (c) Panchayat Organisation in Rural Areas; and (d) Flood and Famine Relief and Rural Social Welfare.

Among the Section's recommendations was one suggesting that "the food controls may be removed immediately or, alternatively, controls may be extended all along the line to cover the prices of all the goods essential to the pursuit of efficient agriculture", and that early steps should be taken by the Government to fix guaranteed minimum prices for agricultural produce through the mechanism of commodity corporations and bonded warehouses, utilising, as far as possible, co-operative institutions. A recommendation on village industries stated that social workers should consider the encouragement of village industries as one of their prime duties. They should not only teach and encourage village handicrafts but also personally use and advocate to others to utilise for their daily consumption village-made articles in preference to mill-made and imported goods. It was also suggested that Government Development Departments should co-operate and help financially and functionally private institutional efforts in this direction. Regarding village panchayats, a recommendation was made that it was of paramount importance that villages should be so grouped as to form autonomous bodies which would function as effective administrative, economic and cultural units under suitable panchayat organisation.

With regard to flood and famine relief, it was recommended that Government should provide a comprehensive river-management, minor irrigation works and cattle insurance. The Section also recommended that a comprehensive scheme of universal adult education should form a major plank in a programme of rural reconstruction. To achieve this objective as early as possible, a nationwide enlistment of services of the University graduates was necessary. The Graduates in Arts and Sciences should be given, after passing the examination, the Diplomas only after they had taught for two years in adult schools; and the Medical Graduates should be given the Diplomas after they had performed two years' public health service in rural areas. In the sphere of adult education special attention must be paid to women's education. During this period adequate subsistence allowance might be given to the social workers.

Finally, it was urged that while the country should welcome honorary workers, social workers, in general, must be well trained and adequately paid. The training of such workers should be given a high priority and the training centres should be located in rural areas only.

Welfare and Industry Section.- Mr. V.V. Giri, Chairman of the Welfare and Industry Section, in his opening address, urged the establishment of tripartite industrial councils in every industry to ensure better co-ordination between Government, employers and workers' organisations. Mr. Giri said that trade unions and workers' leadership should believe that a strike was the last weapon in their armoury and that it should be resorted to only when all other methods of settlement had failed. Labour leadership would have discharged its duty if only trade union organisations of the democratic type came into existence and different industries and trades built sanctions behind their demands. Minimum wage legislation was not only an urgent need for the well-being of the working classes but was also one of the most important measures calculated to mitigate the rigours of industrial ~~xxxxxx~~ strife. This could be accomplished by bringing into existence Wage Boards. ~~Emphasi~~

Emphasising the need for taking all steps for the improvement in the conditions of health and hygiene and for housing of Labour including those working in plantations, Mr. Giri urged the starting of literacy centres, the provision of schools for imparting technical education to workers ~~for~~ and the establishment of a proper social insurance system. Accurate, complete and up-to-date labour statistics were needed for the framing and administration of a progressive social policy. It was impossible to promote social security measures without a comprehensive data on the employment structure. The general policy of the Government should be the progressive nationalisation of all key and major industries and to assure workers adequate food, clothing, good environment, housing, education and means for cultural pursuit.

The Section discussed various subjects relating to housing, labour community development and industrial health and hygiene.

On the subject of "Trade Unions and Social Welfare", Mr. Jaleswar Prasad, Chief Labour Commissioner, Government of India, said that trade unions could help in ensuring the workers' welfare by exercising vigilance in the enforcement of labour laws and in cultivating hygienic habits among workers. The Unions could also help in co-operating with the Works and Production Committees.

Mr. Lee pointed out that trade unions in India had so far done nothing for social welfare. Mr. Chakkara Chetti said that trade unions had to fight for their existence till now and that they would soon take up social welfare work, in ~~xxxxxx~~ view of the changed conditions in the country. He added that the assistance of educated outsiders was ~~the~~ necessary in organising trade unions. Mr. Giri expressed the view that Works Committees should not be allowed to be independent of trade unions. He appealed to trade unions to take an interest in social welfare.

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Recommendations.- The following recommendations were adopted by the Section on Welfare and Industry:

(a) Housing.- As regards housing the Section recommended that the housing standards as laid down in the report of the Industrial Housing Sub-Committee of the Standing Labour Committee (vide pages 42-44 of the report of this Office for March 1946) and endorsed by the Standing Labour Committee (vide pages 7-8 of the report of this Office for July 1946) should be accepted in all housing ~~for~~ schemes as the irreducible standard of housing for workers. Industrial housing should cover not only houses themselves, but all necessary provisions to provide for proper and adequate community life such as recreation, entertainment, ~~shopping facilities~~ shopping facilities, public health, education and good location in relation to the place of work or the rest of the city. It suggested the establishment of a separate housing authority so that speedier and comprehensive attention may be paid to the problem of industrial housing. The functions of such an authority should be: to survey the housing condition of industrial workers, to protect and maintain a proper standard of housing, to encourage co-operative housing societies and also persuade Insurance Companies and Banks to invest money in house-building, and to subsidise and contribute to the housing schemes of Improvement Trusts and local authority. Finally, it recommended, the formation of neighbouring units providing housing for various classes of people together, so that the residents may develop a proper consciousness and full civic life, and urged social workers and organisations to undertake social surveys or studies into the living conditions of workers and on the social aspects of segregation of workers' colonies from the rest of the community as was the practice in most industrial areas.

(b) Labour community development.- The following recommendations were made by the Section in regard to the Labour Community Development: (i) adequate earnings to enable workers to maintain a fair and decent standard of life; (ii) good housing with adequate public health facilities; and arrangements for carrying out repairs in time; (iii) schools for children as well as adults (both men and women); and (iv) facilities for shopping, exercise, indoor and outdoor recreation, club-life, reading rooms and libraries, training in handicrafts, etc.

(c) Trade unions and social work.- With regard to trade unions and social work the Section recommended that the following steps among others should be taken by trade unions for the amelioration of the living conditions of labour: (i) helping sub-committees and production committees to function smoothly and efficiently and have responsibility for increased production; (ii) organising special branches to attend to and implement schemes like co-operative banking, housing, credit stores, etc.; (iii) establishing workers' schools and literacy classes both for men and women and training them in the problems of citizenship and trade unionism ~~so that~~ so that workers may

themselves shoulder more and more the responsibility of running trade unions; and (iv) attending to the needs of labour not only as workers and trade unionists but also as citizens and providing for their physical, mental, moral and cultural education and well-being. It was also suggested that the following steps should be taken by Industry: (i) starting creches for the benefit of children wherever necessary; (ii) running canteens for providing clean, cheap and nutritious food to workers; (iii) providing facilities for rest and recreation during recess hours and before and after work; and (iv) following ~~letter~~ all Factory and Labour Laws not only in letter but also in spirit. The Government was asked to arrange for the following: (i) starting welfare activities on the lines followed by the Government of Bombay; (ii) formulating and implementing suitable post-war reconstruction schemes; (iii) imposing a welfare cess on the products of industry as has been done in the case of the Coal Industry and establishing a welfare fund for financing all measures calculated to promote the welfare of the industrial workers; and (iv) introducing legislation for insuring workers against the risk of unemployment, old age and death.

(d) Industrial health and hygiene.- On this subject the Section was of the opinion that industrial hygiene was a composite subject of study and field work by the physician, the nurse, the engineer, the chemist, psychologist, etc. Industrial hygiene, therefore, was best advanced by a team work of the above and hygiene was an essential but distinct aspect of labour welfare. By mixing up the two due weightage was not being given to industrial hygiene or, broadly speaking, the health services inside the industry. It therefore, recommended: (i) great specialisation of the field of industrial hygiene services existing in the country today like the factory and mines inspectorate of the Government; and (ii) the management *should* be made more and more responsible towards the health of the workers inside the factory though it did not necessarily mean that less emphasis should be given towards the health and safety of the workers outside the factory premises.

As regards personnel management, the importance of liaison between the employer and employee was stressed and the inauguration of an institution of personnel management was urged.

Refugee Relief and Rehabilitation Section.- Dr. L.C. Jain, Chairman of the Refugee Relief and Rehabilitation Section, in his opening address referred to the great upheaval consequent to the mass transfers of populations between Pakistan and India and said that about 5.6 to 5.7 million of non-Muslims had already been evacuated from West Pakistan and 300,000 more had to be evacuated. Besides 1.5 million of non-Muslims had migrated from Eastern Pakistan to the Dominion of India. The number of Muslim emigrants from India to Pakistan was in the neighbourhood of 5.8 million. Out of 6.0 million of refugees from Western Pakistan to be rehabilitated, 2.5 million were urban and 3.5 million rural. The exact occupational distribution of refugees was not known. Roughly, about 5.0 million

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

INDIA - DECEMBER 1948.

111. Agriculture.

West Bengal: Government's Formula for
sharing of Crops between Bargadars and
Landowners: District Control Committee's
to supervise Apportionment.

Addressing a Press Conference at Calcutta on 27 November 1948, Dr. B.C. Roy, Premier of West Bengal stated that the provincial Government has evolved a formula for the apportionment of crops between bargadars (lease-holders) and landowners. According to the formula, after deducting the value of seeds supplied either by the bargadar or the owner of the land as the case may be, one-third of the produce will go to the owner, one-third to the bargadar and the rest to those who provide ploughs, bullocks and manure.

Bhag control committees constituted.- A West Bengal Government Press note published on 22 December 1948, announced that in pursuance of the Government's decision, district officers have been asked to constitute Bhag (share) Control Committees in each subdivision for settlement of all disputes between the owners of land and their bargadars during the current harvesting season.

In settling any dispute regarding division of the produce, Committees have been asked to adopt the following general principles: (1) the bargadar or the owner, as the case may be, who supplies any seed for growing the crop shall be entitled to get back the quantity of the seed supplied; (2) the bargadar for his labour and the owner for his land shall each be entitled to one-third of the balance of the produce which remain after deducting the amount of the seed; and (3) the remaining one-third of the balance may be divided either by mutual agreement between the owner and the bargadar or be divided in such proportion as is considered fair and reasonable by the Committee, having regard to their respective contributions to the cost of cultivation, for example the supply of plough, cattle and manure.

~~The Committees may, however, adopt any other mode of~~

The Committees may, however, adopt any other mode of division of the produce with which the owner and the bargadar agree.

(Amrita Bazar Patrika, dated 28 November and 22 December 1948).

Burma: The Land Nationalisation Bill, 1948.

Reference was made in paragraph 45, page 21 of the report of this Office for October 1948, to the Burmese Land Nationalisation Bill, 1948, empowering the Government to take over farm land from landlords for redistribution among farmers. The following are the main provisions of the Bill:

State to resume possession of all agricultural land: exemptions.- Clause 3 of the Bill provides that the State shall, resume possession of all agricultural lands with certain exceptions, and all rights in land shall cease except the rights of the State. Under the exceptions the maximum extent of agricultural land that can be possessed by an agriculturist family is: (a) 50 acres in the case of rice or sugar cane land, (b) 25 acres in the case of land under ya crops, ~~and (b) 25 acres in the case of land under ya crops, and (c) 10 acres in the case of land under kaing crops.~~ and (c) 10 acres in the case of land under kaing crops. Besides the whole of Dhani, orchard or garden lands and rubber lands and the whole of land belonging to a religious institution or order are also exempted from the operation of clause 3.

It is further provided that any agricultural land in respect of which an exemption has been granted shall be inheritable and that no person who is in possession of any ~~excepted~~ exempted agricultural land, ~~from the~~ shall - (a) leave any agricultural land fallow without sufficient cause, or (b) mortgage, sell or otherwise transfer such land to any other person or fragment or subdivide such land except in accordance with the rules prescribed by the President, and (c) rent or lease such land to any other person with or without consideration.

Compensation.- Compensation in respect of land resumed possession by the State shall be paid in accordance with schedule 11 of the Bill. According to the schedule the amount of compensation shall equal the land revenue for 1947-48, or the land revenue assessable when the land was last under cultivation, for certain description of agricultural land. For others, the compensation shall not exceed twelve times the land revenue assessable on the land in the year 1947-48 or where the land has been left fallow in 1947-48, the land revenue assessable when last under cultivation. Further, compensation will also be paid for constructional improvements.

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The Bill provides for the appointment of a Commission consisting of ten members to determine the basis of compensation and the manner of payment. The findings of the Commission shall be final.

Redistribution of land.- The agricultural lands resumed possession by the State and all other agricultural lands under the control of the State shall be allotted for purposes of cultivation in accordance with the provisions of the Bill. No agriculturist family shall be allotted any agricultural land, however, unless one or more members thereof join or undertake to join a co-operative organisation approved by the State.

The President ~~is~~ is empowered to prescribe by rules the procedure to be followed in forming co-operative organisations.

Statement of Objects and Reasons.- The Statement of Objects and Reasons, appended to the Bill, says that under the Constitution of the Union of Burma the State is the ultimate owner of all lands and that the State has the right to resume possession of any land and distribute the same for collective or co-operative farming or to agricultural tenants. The Constitution further enjoins that there shall be no large land holdings on any basis whatsoever. The Bill seeks to provide for the possession and distribution by the State of agricultural land.

(The Burma Gazette, Part I, dated
18-9-1948, pages 836-841.
(Received in this Office during
December 1948).

115. Working Conditions of Intellectual Workers and Liberal Professions.

India - December 1948.

Central Provinces and Berar: Rates of Dearness Allowance to Government Servants revised.

In supersession of the existing rates of compensatory cost of living allowance and dearness allowance admissible to Government servants, the Government of Central Provinces and Berar has, by a Resolution dated 22 November 1948, sanctioned revised rates of dearness allowance for Government servants under the ~~sup~~-making control of the Government. The existing grain compensation allowance, additional compensatory cost of living allowance and ~~specified~~ special war allowance have been withdrawn. The following are the revised rates:-

Pay range.	Rate of allowance	
	In Nagpur and Jubbulpore.	Elsewhere in the Province.
	Rs.	Rs.
Below Rs. 28.....	20	18
Rs.28 and above but below Rs.45	25	23
Rs.45 and above but not exceeding Rs.150.	30	28
		Rs.
More than Rs.150 but not more than Rs.200.	30	
More than Rs.200 but not more than Rs.250.	35	
More than Rs.250 but not more than Rs.300.	40	
More than Rs.300 but not more than Rs.350.	50	
More than Rs.350 but not more than Rs.400.	60	
More than Rs.400 but not more than Rs.450.	70	
More than Rs.450 but not more than Rs.500.	75	
More than Rs.500 but not more than Rs.750.	85	
More than Rs.750 but not more than Rs.1000.	100	
More than Rs.1000 but not more than Rs.1100.	Difference between between actual pay and Rs.1100.	

The new rates are to come into force with retrospective effect from 1 September 1948.

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All-India University Teachers' Convention,
Delhi, 4 and 5 December 1948: Decision to
set up National Association.

The All-India University Teachers' Convention met in Delhi on 4 and 5 December 1948 under the presidency of Mr. Narendra Deva, Vice-Chancellor of Lucknow University. The convention discussed problems relating to the status and conditions of service of university and college teachers and adopted resolutions, among others, relating to minimum pay and service conditions and the formation of a National Association of university and college teachers.

Minimum basic pay and conditions of service.- The convention recommended a minimum basic salary of 300 rupees per month with definite time-scales for teachers of colleges and universities. It also demanded that the managements should not be given the right of withholding increments without sufficient cause and that there should be the same pay for the same work. Teachers should be granted dearness and other allowances, pensions and provident fund benefits and other facilities on scales in force in Government departments. The resolution on security of tenure stated that any person who was dismissed should have the right of appeal to an impartial tribunal, and that teachers should constitute the majority of members of governing bodies of educational institutions.

National Association of university and college teachers to be formed.- The convention resolved to establish a National Association of University and College Teachers and a provisional organising committee was appointed to draft its constitution and to take further steps in the matter. The object of the proposed national association of university teachers would be to work for the betterment of the economic and social status of teachers, examine problems referred to it by the Central ~~Board~~ or provincial Governments, protect the freedom of teaching and undertake research into academic problems.

(The Hindustan Times, 5 and 6-12-1948;
The Statesman, dated 6-12-1948).

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Bombay: Further Decisions on Parulker-Ghate
Committee's Recommendations: Regional
Associations of Teachers favoured.

The Government of Bombay's decisions on the outstanding recommendations of the Parulker-Ghate Committee (vide pages 49-50 of the report of this Office for December 1947) have been recently published. The Government's decisions on the Committee's major recommendations regarding pay scales, fee scales and Government grants were summarised in paragraph 115, page 95 of the report of this Office for July 1948.

Training facilities for teachers.- The Government has agreed to ~~the~~ provide extensive training facilities to secondary teachers by aiding private training colleges on a liberal scale and encouraging educational bodies to open new training colleges in places where they are in demand. The managements of schools will also be encouraged to conduct training classes.

Regional associations of teachers.- As regards ~~of~~ associations of teachers the Government favours the idea of regional associations, the region comprising of a whole district or of cities, with a total population of more than 300,000. Such associations will, however, have to be recognised by the Government, which will lay down conditions for recognition on the lines similar to those for the associations of Government servants.

Free secondary education for children of secondary teachers.- The Government has accepted the recommendation that a full time secondary teacher should be entitled to have free secondary education for his children in a secondary school or schools conducted by the management, subject to satisfactory attendance, progress and conduct.

Hours of work.- As regards hours of work a full time teacher is expected to be on the school premises for 32 hours in a week, exclusive of the recess intervals. Of these hours, he is to ~~doing~~ actual teaching work for about 22 hours, the remainder being utilised for free periods, relief duty, extra curricular activities or such other work as the head of the school may direct.

Contribution to life insurance or gratuity:
recommendation rejected.- The Committee's recommendation that the managements and the Government should both contribute, along with teachers, substantially towards the scheme of life insurance and or gratuity has not been accepted as the Government considers that the provisions ~~of~~ for additional contribution over and above the provident fund contribution is not necessary.

(People's Raj, issued by the Directorate of Publicity,
Government of Bombay, dated 9-12-1948).

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Ceylon: Government Teachers' Congress
formed.

Nearly 20,000 Government teachers at a meeting held at Maradana, Ceylon, on 28 November 1948 formed themselves into a central organisation -- the "Government's Teachers' Congress" -- to protect their interests and that of the teaching profession.

The meeting discussed the constitution of the Congress and other matters connected with ~~the~~ its organisation. The Trade Union Adviser addressed the teachers on the question of "Whitleyism" and the congress is likely to consider whether teachers should form Whitley Councils or not.

The congress will also consider the formation of " a single association to represent the whole of the main body of teachers", of which the local associations would become some of the branches.

(The Times of Ceylon; dated
29-11-1948).

116. Handicrafts.

India - December 1948.

First Meeting of the All-India Cottage Industries Board, Cuttack, 13 and 14 December 1948: Creation of Provincial Cottage Industries Boards and Central Training Institute recommended.

The first meeting of the All-India Cottage Industries Board constituted in accordance with the resolution on industrial policy (vide page 102 of the report of this Office for August 1948) was held in Cuttack on 13 and 14 December 1948, under the chairmanship of Dr. Syama Prasad Mookherjee, Minister for Industry and Supply, Government of India.

Resolutions.- The meeting passed a number of resolutions relating to the development of cottage industries: the more important among them were the following:-

(i) Creation of Central Training Institute.- The Board recommended the early establishment of a Central Training Institute, which would undertake primary training of instructors to work in the field of cottage industries, advanced training in the technique and organisation of cottage industries, refresher courses for master craftsmen and exploration and utilisation of raw material resources, development of small machine tools and accessories suitable for cottage industry and adaptation of small machinery imported from abroad for cottage and small-scale industries. It was decided that the Chairman of the Board should appoint a small expert committee to draw up a detailed scheme for the Central Training Institute and its curriculum.

(ii) Provinces to be responsible for development of industry.- The Board decided that provincial and State Governments would primarily be responsible for the development and expansion of cottage and small-scale industries, while the Central Government, acting under the advice of the Board, would give them all possible assistance by way of co-ordination and technical advice, and by bringing about necessary integration between large-scale and cottage industries.

(iii) Setting up of Provincial Cottage Industries Board urged.- The Board recommended that every province and State should establish a Cottage Industries Board to co-ordinate all such activities in its area. The all-India Board would maintain close contact with provincial Boards.

(iv) Survey of cottage industries to be undertaken.- It was decided that all provinces and States should undertake a thorough simultaneous survey of cottage industries on uniform lines indicated by the Board. The results would be collected by the Directorate-General of Industries and Supplies.

(v) Credit facilities for persons engaged in cottage industries.- The Board emphasised the importance of providing adequate credit facilities to persons engaged in cottage industries through provincial Cottage Industries Finance Corporations, Industrial Co-operative Banks or organisations of a similar nature. It was decided that existing credit facilities and measures proposed in each province and State should be examined with a view to bringing them up to meet growing requirements.

(vi) Integration of large-scale and cottage industries stressed.- The Board stressed the importance of the integration of large-scale and cottage industries. It was decided that two possible ways of integration (a) reservation of certain fields of production for cottage industries, and (b) the manufacture of components by cottage industries for large-scale industries, and vice versa -- should be examined by the Expert Development Committees already functioning under the Director-General of Industries and Supplies. In allocating basic materials to industries, it was urged that the needs of cottage industries be kept in view both by the Central Government and provincial Governments.

(vii) Co-operative development of cottage industries: Committee appointed.- The Board recommended that the maximum possible effort should be made to organise cottage and small-scale industries in co-operative societies or through non-profit-making organisations. Such financial assistance as the Central Government provided should be canalised through these organisations. It also constituted a committee to examine the progress made in provinces and States as regards the co-operative organisation of cottage industries, and to suggest ways by which the co-operative organisation could be accelerated and made more effective.

(viii) All-India Handloom Board to be replaced by Standing Committee.- A Standing Committee for the handloom industry was formed to replace the All-India Handloom Board. It was also decided to set up a Standing Committee to deal with the metal-working and leather industries.

Other resolutions related to the promotion of export and internal trade in cottage industry manufactures, resettlement of refugees in suitable cottage and small scale industries and the development of food processing, hand spinning and handloom industries in villages.

(Amrita Bazar Patrika, dated 16-12-1948;
The Statesman, dated 17-12-1948).

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117. Shopworkers.

India - December 1948.

United Provinces: United Provinces Shops
and Commercial Establishments Act, 1947:
Exemptions.

By a notification dated 17 November 1948 the Government of the United Provinces has exempted, subject to certain conditions, all the vacuum-pan sugar factories in the province from the provisions of sections 6, 8, 10, 11 and 12 of the United Provinces Shops and Commercial Establishments Act, 1947, relating to the opening hours of shops and commercial establishments, hours of work, 'close days', holidays and weekly holidays respectively.

(No. 3422 (LL)/XVIII-902(L)-48, dated
17 November 1948;
The Government Gazette of the United Provinces,
Part I, dated 27 November 1948, page 761).

CHAPTER 12. INDUSTRIAL COMMITTEES.

INDIA - DECEMBER 1948.

121. Special Information.

First Session of Industrial Committee on
Tanneries and Leather Goods Manufactories,
Lucknow, 10 and 11 December 1948: Minimum
Monthly Wage of 40 Rupees in Big Cities.

The first session of the Industrial Committee on Tanneries and Leather Goods Manufactories was held at Lucknow on 10 and 11 December 1948 under the chairmanship of Mr. K.N. Subramaniam, Joint Secretary, Ministry of Labour, Government of India. The meeting agreed to fix the monthly basic wages for workers at 40 rupees in big cities and at 35 rupees in other centres.

Agenda.- The following subjects were included in the agenda of the meetings- (a) constitution of the Industrial Committee on Tanneries and Leather Goods manufactories, (b) wage fixation in the industry, (c) regulation of conditions of labour, and (d) means to prevent stoppages of work and consideration of means for increasing production. A copy ~~of~~ each of the memoranda on the subjects in the agenda, prepared by the Government of India as a basis for discussion, is enclosed with the annexures to this report (annexure 1211).

Mr. Subramaniam's address.- In the course of his address, Mr. K.N. Subramaniam traced the progress of industrial committees. He observed that until a few years ago, the Indian Labour Conference and the Standing Labour Committee were the only national tripartite bodies which discussed labour problems. While many problems were common to all industries, there were certain features and problems peculiar to each industry which called for timely and ~~thorough~~ detailed examination if they were to be solved in a practical and effective manner. For obvious reasons such an examination must be left to those who had an intimate knowledge of the conditions obtaining in the industry

concerned. It was for this reason that the International Labour Organisation had set up a number of industrial committees which had produced excellent results. Industrial committees in India were largely a national counterpart of the committees set up by the International Labour Organisation.

Minimum basic wage and dearness allowance.- The committee agreed on formulae for fixing minimum basic wage and dearness allowance in the organised sector of the industry, according to which 5 rupees will be appropriated from the dearness allowance to the basic wage so that the basic wage in big cities like Bombay, Calcutta, Madras and Kanpur will be 40 rupees during the first five years of ~~unorganised~~ existence of a concern and 45 rupees in subsequent years. At the other centres, the corresponding rates will be 35 rupees and 40 rupees respectively. The dearness allowance will be related to the cost of living index, taking the year 1939 (cost of living index equal to 100) as base and will be given at the following rates:

<u>Cost of Living Index Number</u>	<u>Dearness allowance</u>
101 to 150 -----	10 rupees
151 to 200 -----	15 rupees
201 to 250 -----	20 rupees
251 to 300 -----	25 rupees
301 to 350 -----	30 rupees
351 to 400 -----	35 rupees
401 to 450 -----	40 rupees
451 and above -----	45 rupees.

In the absence of sufficient data in respect of the unorganised sector of the industry, it was decided that a sub-committee should be set up to examine the question of wages in unorganised units of the industry. Mr. K.N. Subramaniam stated that the Committee on Fair Wages (vide paragraph 11, pages 1-4 of the report of this Office for November 1948), which was already busy with its task would take some time for its decisions and until the wages and dearness allowance were fixed on a statutory basis, the present agreement should be observed.

Bonus and subsistence allowance.- The meeting also arrived at a scheme for bonus and subsistence allowance to workers in the leather industry. According to the scheme a bonus equal to one and a half months' basic wages or in the case of weekly payments, six weeks' basic wages was recommended. Similarly, for temporary breakdowns or suspensions, workers would be paid 75 per cent of their basic wages in addition to their full dearness allowance for the first week, after which it was optional on the part of the employer to serve the prescribed two weeks' notice or, in anticipation of early resumption, to continue to keep the workers on the same basis as for the first week. These recommendations would be placed before the various constituent units of industry. Summing up the discussion on bonus, the chairman, Mr. Subramaniam, said that an

agreement had been reached between the parties. The employers, however, felt that that agreement should be ratified by their constituent members. The employers had stated that, for the time being, any payment of bonus should be treated as an ex gratia payment and not one as a matter of right. But the committee, the chairman said, need not necessarily go into the question of principles, which would be decided by the Central Advisory Council.

Draft constitution of the committee.- The meeting also considered the committee's provisional draft constitution, which provides for seven representatives each of the Government (Central) and provincial) workers and employers respectively.

(Memoranda prepared by the Ministry of Labour in connection with the first Session of the Industrial Committee on Tanneries and Leather Goods Manufactories (annexure 1211 sent with this report);
The National Herald, dated 11 and 12 December 1948).