

INTERNATIONAL LABOUR OFFICE

INDIAN BRANCH

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Industrial and Labour Developments in February, 1948.

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

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CHAPTER 1. INTERNATIONAL LABOUR ORGANISATION - INDIA -  
FEBRUARY 1948.

11. Political Situation and Administrative Action.

New Ministry takes Office in West Bengal:  
Mr. K.P. Mookerji in Charge of Labour.

The West Bengal Ministry led by Dr. P.C. Ghosh resigned on 23 January 1948 and a new Ministry with Dr. B.C. Roy as Premier took office on the same day. Mr. K.P. Mookerji is Minister of Labour in the new Ministry.

(The Calcutta Gazette Extraordinary,  
dated 23-1-1948, pages 123-124;  
dated 26-1-1948, page 125 ).

Ceylon attains Dominion Status:  
King's Message of Welcome .

Ceylon attained the status of a self-governing Dominion in the British Commonwealth on 4 February 1948 when Sir Henry Monck-Mason Moore took the oath of office as the first Governor-General of Ceylon. On 10 February 1948 the Duke of Gloucester opened the Dominion Parliament of Ceylon and conveyed to the people of Ceylon a message from the King congratulating the Island on its attainment of freedom after being a colony for a period of nearly a century and welcoming its decision to stay in the British Commonwealth as an equal partner.

The Premier of Ceylon and the Leader of the House of Representatives in their speeches assured that the people would enjoy full citizenship rights and that the Island would try to play a worthy part in international relations.

5 and  
(The Hindu, dated/11-2-1948 ).

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13. Conventions and Recommendations - India - February 1948.

Indian Dock Labour<sup>er</sup>s Act, 1934, comes into force in India. R

In accordance with a notification issued by the Ministry of Labour, Government of India, on 10 January 1948, the Indian Dock Labourers Act 1934 came into force in India on 10 February 1948.

It is understood that special inspectors will be appointed soon, one in Bombay, another in Calcutta and a third for the ports of Madras, Visagapatam and Cochin to see that the regulations are fully observed.

(No. Pac. 38(1)A, dated 10-1-1948, The Gazette of India Part I-Section 1, dated 17-1-1948, page 88 ).

Indian Dock Labourers Act, 1934: to be enforced in Pakistan from 10 February 1948. R

A notification dated 13 January 1948 issued by the Ministry of Law and Labour, Pakistan, announced that the Government of Pakistan had fixed 10 February 1948 as the date from which the Indian Dock Labourers Act, 1934, would come into force in Pakistan. The Act, which extends to the major ports of Karachi and Chittagong in the Dominion of Pakistan, was passed specifically to give effect to the Protection against Accidents (Dockers) Convention (Revised), 1932.

(The Gazette of Pakistan, Part I-section 1, dated 16-1-1948, page 14).

FEBRUARY 1948.

31. Workers' Trade Union Movements.

Most Representative Workers' Organisation in India - Government of India institutes Inquiry.

By a letter dated 21 January 1948 the Government of India informed the All-India Trade Union Congress (A.I.T.U.C.) that it had decided to hold an enquiry for ascertaining which of the many central organisations of workers in India is the most representative of workers, and requested all the unions affiliated to the A.I.T.U.C. to submit before 15 February 1948, answers to a questionnaire which had been framed by the Government with a view to collecting the necessary information.

While welcoming the proposal of the Government to hold such an enquiry, Mr. H.M. Joshi, the General Secretary of the A.I.T.U.C., suggested that (i) the enquiry should be held by a strictly impartial tribunal and in an open manner; and (ii) the time limit fixed, viz., 15 February 1948, should be extended. ~~Further suggestions were made by the Government.~~ Several prominent Ministers of the Government of India and the provincial Governments had already declared their support and preference to one of the trade union organisations in India, namely, the Indian National Trade Union Congress, and Mr. Joshi urged that it would be unfair to the AITUC if the Government were to undertake an enquiry which was not through an impartial tribunal, such as a Committee of High Court Judges or a High Court Judge. Also the information asked for by some of the questions circulated by the Government of India was not in the possession of the Unions as even the Trade Union Act under which returns are submitted to the Government by the registered unions did not require such information to be recorded. An extension of the time limit was, therefore, necessary to enable the unions to collect and tabulate the information.

Both these suggestions, however, are reported to have been turned down by the Government of India on the following grounds: (i) it is very difficult to find the necessary complement of judges to do the work; (ii) the time factor is all-important; the enquiry has to be completed in time to enable nominations being made to the forth-coming International Labour Conference about to be held early in June 1949; (iii) the position in regard to the labour movement in India is fluid and may change from time to time; and (iv) the responsibility for nomination is that of Government and the decision of the Government can be challenged in the Credentials Committee.

(The Trade Union Record, January 1948 and  
February 1948 ).



41. Industrial and Mining Production - India - February 1948.

National Bureau of Mines to be set up in India:  
Standing Finance Committee approves Proposal.

A National Bureau of Mines in charge of an expert geologist is to be set up by the Government of India in the near future for the formulation of a mineral policy. A scheme for this purpose was approved by the Standing Finance Committee which met in New Delhi on 29 January 1948, with Mr. R.K. Sharmukham Chetty, the Finance Minister, in the chair.

A sum of 300,000 rupees has been sanctioned for the National Bureau of Mines. Its chief task will be the collection of accurate information and statistics, organisation of training and research and formulation of policy and co-ordination of measures for the conservation of the mineral wealth of ~~the country~~ the country. The Bureau will for sometime function primarily, in an advisory capacity without executive or statutory powers; it will not undertake any actual mining or marketing of minerals. It will have two separate sections one dealing with coal and petroleum and the other with ore treatment and metallurgy.

(The Hindustan Times, 1-2-1948).

5

Meeting of Governing Body of Council of Scientific  
and Industrial Research: Synthetic Petrol Industry  
to be set up in India.

The establishment of an Electro-Chemical Research Institute in South India, plans for setting up a central institute for drug research, and preparations for founding a synthetic petrol industry in India were among a number of proposals adopted by the Governing Body of the Council of Scientific and Industrial Research when it met in New Delhi in the first week of February with Pandit Jawaharlal Nehru in the Chair.

Manufacture of synthetic petrol.- Recommending the early establishment of an industry for the manufacture of synthetic petrol from Indian coal, the Governing Body set up a committee to work out the details of the scheme for the consideration of the Government of India. It is proposed that second and third grade qualities of coal should be utilised for the production of synthetic petrol and this, in itself, is considered an additional advantage, because India's resources of first grade coals are limited. The Ministry of Industry and Supply has already taken initial steps in the matter and has arranged for the testing in America of Indian coals for their suitability for the manufacture of synthetic petrol.

Simultaneous with the manufacture of synthetic petrol, the Council decided that intensified geological and geophysical exploration of possible areas of occurrence of petroleum in India should be carried out by the Government. It was also recommended to the Government that the possibility of buying crude petroleum from the Iranian and Burma oil fields and refining it at two or three refineries at Indian ports should be explored.

Central Institute for Drug Research.- Revised plans of the Central Institute of Drug Research, the establishment of which was approved last year, were accepted by the Council at its meeting. The Institute will be established at a capital cost of 2 million rupees and will cover a very wide scope of activity. The Government of India has approved in principle the establishment of the Institute and has provided the necessary funds for the planning work connected with this establishment. The Indian Chemical Manufacturers' Association has also agreed to finance the Institute to a considerable extent. A special committee has been set up to select a suitable place for the location of the Institute.

Electro-Chemical Research Institute.- The Governing Body decided to establish under the auspices of the Council an electro-chemicals research institute in South India. This institute will be one in the chain of India's national laboratories, which are in the ~~work~~ course of establishment through the efforts of the Council. Five of these national laboratories are fast coming up and concrete proposals are under way for the establishment of a few more such as a leather research ~~station~~ institute in Madras, a road research institute in Delhi, and a building research station at Roorkee.

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The Governing Body sanctioned a sum of 650,000 rupees for the renewal of 100 research schemes which are in operation in various universities and research institutions all over India under the auspices of the Council and another 87,000 rupees for new schemes of research.

(The Hindu, dated 9-2-1948 ).

Industrial Finance Corporation Bill, 1946:  
Constituent Assembly passes Measure .

The Industrial Finance Corporation Bill, 1946, was passed by the Constituent Assembly of India (Legislative) on 13 February 1948.

4. Moving that the Bill as amended by the Select Committee be taken into consideration, on 9 February 1948, Mr. R.K. Shanmukham Chetty, the Finance Minister, reviewed the main changes that had been introduced by the Select Committee. These included inter alia (i) extension of the scope of the Bill to such Indian States as acceded to the Indian Union and by their Instruments of Accession accepted the subject matter of the Bill as a matter with respect to which the Dominion Legislature might make laws for them; (ii) ~~removal of~~ restriction of the financial aid of the Corporation to public limited companies and to co-operative societies only; (iii) increase of the authorised capital of the Corporation to 100 million rupees of which 50 million rupees would be immediately issued for subscription and the balance might be issued by the Corporation as and when found necessary with the previous consent of the Central Government; (iv) enhancement of the maximum limit of the borrowing powers of the Corporation to five times the paid-up capital and the reserve funds of the Corporation; ~~for~~ (v) reduction in the minimum period for which the Corporation can accept term deposits from the public from ten to five; and (vi) subjection of the Corporation to the incometax and super-tax levied by the Central Government on the same lines as a privately managed concern.

The House granted leave for the consideration of the Bill on 10 February 1948 and passed it on 13 February 1948. One of the amendments accepted by the Finance Minister fixed a ceiling for loans advanced to any individual concern at 5 million rupees.

(The Hindustan Times, 10, 11 and 14-2-1948).

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42. Production and Export of Agricultural Products - India -  
February, 1948.

East Punjab: Proposal to set up Cooperative  
Colonies for Fruit-Growing.

The East Punjab Government has sanctioned a scheme for the establishment of cooperative garden colonies to develop the fruit industry in the province.

A total area of 500 to 1,500 acres of land in each district will be selected for the scheme out of the land vacated by the Muslims. Normally 20 acres will be allotted to each settler and if the number of applicants is more than can be accommodated on a 20 acre basis in any district, preference will be given to those who have left gardens in West Punjab.

In order to achieve for the province, maximum results from this industry, the Government has decided to afford such financial or other assistance as it consider necessary, in ~~matters~~ matters like water supply, production of nursery plants of most reliable varieties, fruit preservation factories, etc. Refugees in the garden colonies will be entitled to receive the same assistance from the Government in regard to taccavi loans for bullocks, seeds, implements, wells, etc., as the other refugees engaged in general agricultural pursuits. The scheme lays down that the allottees will be bound to plant fruit gardens and maintain the same in accordance with the directions of the Department of Agriculture and will have to form themselves in a cooperative society.

(The Hindustan Times, 7-2-1948 ).

Demand for Permanent Famine Commission at the  
Centre: Resolution in Constituent  
Assembly.

In the Constituent Assembly of India (Legislative) on 4 February, 1948, Mr. Anantasayanam Ayyanger moved a resolution seeking the establishment of a permanent famine commission at the Centre charged with the duty of affording relief during actual distress and developing the areas industrially, economically and agriculturally so as to avoid famine conditions.

Mr. Ayyanger's speech.- Moving his resolution Mr. Ayyanger said that India had experienced a number of severe famines resulting in the death of millions of people. During the British regime ~~since~~ alone there had been nearly 15 major famines and a study of these would reveal that every part of the country had been affected at one time or other. ✓

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Agriculture in India depended largely on the monsoon which failed occasionally. It was due only to foreign imports that India had escaped large scale deaths from famine. Even when the rains did not fail, India produced food enough to feed only 70 per cent of her people. The need, therefore, for the prevention of famines and increasing food products was great. The Central Government had hitherto merely helped the provincial Governments in giving relief to famine-stricken areas and had not taken any steps for the prevention of famines. A permanent commission, therefore, must be set up for the primary purpose of developing the areas agriculturally and thus minimising the ~~chance~~ chances of famine. The commission must devise ways and means of tapping all the water sources and making them available to the agriculturist. Mr. Ayyangar suggested that the Government should build a grain bank with a reserve stock of two to three million tons.

Supporting the resolution, Seth Govind Dass urged that the development of the country's agriculture should be given top priority, as plans for economic and industrial development could not be put through if the majority of India's people were in constant fear of famine. The commission should not only take up the question of reclaiming waste lands but also of improving the productive capacity of lands already under cultivation. This commission should act as the link between the Centre and the provinces.

Food Minister's reply.- Replying to the debate Mr. Jairamdas Daulatram, the Minister for Food and Agriculture, stated that while he agreed with the views that had been expressed, he could not accept the resolution as it stood. The resolution meant that the Central Government should assume complete responsibility for dealing with the question of famines and its acceptance would result for all practical purposes in the replacement of the Central as well as provincial Ministries of Agriculture by the Development Board. He was doubtful of the wisdom of this step and was in favour of evolving a middle course. He announced that he proposed setting up at the Centre, with the co-operation of the provinces, some kind of machinery for putting into practical shape the suggestions made by members. He intended discussing the schemes of development with the members who had taken part in the debate, the Standing Committee of the Ministry and representatives of the provincial Governments.

Following the Food Minister's reply Mr. Anantasayanam Ayyangar withdrew his resolution.

(The Statesman, 5-2-1948 ).

10

Provincial Board of Agriculture set up to coordinate  
Agricultural Research in United Provinces.

The Government of the United Provinces has constituted, by a notification dated 22 January 1948, a Provincial Board of Agriculture to regulate on suitable lines research and development work on agriculture and to secure continuity of research, giving priority to problems in accordance with their relative importance and usefulness to the Province. This Board will replace the existing Provincial Agricultural Research Committee, the Departmental Research Committee and the Board of Agriculture and Animal Husbandry.

Functions of Board.<sup>tu</sup> - The main functions of the Board will be (i) to plan and guide agricultural research in the Province; (ii) to invite suggestions from practical farmers regarding special problems confronting them in various parts of the Province, to select such important problems as could be tackled by the staff available and pass them on to the research workers; (iii) to arrange for the co-ordination of effort on various problems; (iv) to serve as a link between the provincial Government and Central research institutions like the Imperial Council of Agricultural Research; (v) to utilise the services of University scientists in helping and solving agricultural problems; (vi) to scrutinise the progress of agricultural development in the Province and to evaluate the results of research; (vii) to mobilise the departmental experts whenever any sudden emergency arises to deal with a disease or a pest appearing in epidemic form in any part of the Province; (viii) to keep in touch with the work in the different agricultural circles, the Bureaus of Information, if and when it is established, Marketing Officers, trade and the public and to co-ordinate their activities whenever possible; (ix) to get information collected, sifted and tabulated by the Bureau of Information if and when established; and (x) to maintain contact with non-official bodies in the Province who are likely to help in agricultural development.

The Board will also advise Government on all such other matters as may be referred to it from time to time.

The Director of Agriculture, the Joint Director of Agriculture and the Deputy Director of Agriculture in the United Provinces are among the members of the Board and the notification stipulates that the Board should meet at least once in every quarter year.

(The Government Gazette of the United  
Provinces, Part I, dated 31-1-1948,  
page 91 ).

11

Constituent Assembly passes Damodar Valley  
Corporation Bill.

The Constituent Assembly of India (Legislative) passed on 18 February 1948 the Damodar Valley Corporation Bill. The main provisions of the Bill were summarised at page 39 of the report of this Office for December 1947. When the Bill was being considered clause by clause, the House accepted an amendment moved by Mr. N.V. Gadgil, the Minister for Works, Mines and Power, making the Corporation liable to pay any taxes on income levied by the Central Government in the same manner and to the same extent as a company.

(The Statesman, 19-2-1948 ).

Bihar: Government sets up Advisory Board for  
Agricultural Development.

By a Resolution dated 30 January 1948 the Government of Bihar has set up a Board to advise it in respect of the policy and administration of the Agriculture, Co-operative and Veterinary, including Animal Husbandry, Departments. The Board, of which the provincial Minister for Development will be the Chairman, has 49 official and non-official members and its main functions will be: (i) to advise on the important schemes and projects of the Departments and to suggest the future lines of development of the Departments; (ii) to advise on the general policy of the Departments; (iii) to suggest methods of popularising the schemes of the Departments already in operation; and (iv) to study the working of the Departments and to take practical steps to improve them.

(Resolution dated 30 January 1948,  
Supplement to the Bihar Gazette,  
dated 11-2-1948, pages 62-63 ).

12

Government empowered to bring waste-land under  
Cultivation: United Provinces Land Utilisation  
Act, 1947.

The United Provinces Land Utilisation Act, 1947, which received the assent of the Governor of the United Provinces on 28 January 1948 grants the Government powers to utilise uncultivated land in the Province with a view to increasing the production of food-stuffs. Under the provisions of the Act, the Collector may, by notice in ~~existing~~ writing, call upon the landlord of any land situated within his jurisdiction, which is not grove land or land let to or held by a tenant, and which has not been cultivated, to let out such land or pre-arrange for the cultivation thereof within 15 days from the date of the service of such notice or within such further period as the Collector may extend. If the landlord within one week from the date of the service of the notice shows to the satisfaction of the Collector that the land is not capable of being cultivated or that it is already being cultivated or has been let out for cultivation, the notice shall be cancelled. If the notice is not complied with within the prescribed time limit, ~~not cancelled~~, the ~~Collector~~ Collector may get the land cultivated on behalf of the provincial Government for such period as he thinks necessary or may let out such land to a tenant for cultivation. The Act further provides for the payment of rent on the land to the landlord and for the sale to the provincial Government of one-half of the grain produced on the land brought under cultivation in accordance with its provisions.

(Government Gazette of the United Provinces,  
Part VII-A, dated 2-2-1948, pages 9-10 ).



Decontrol of Cloth in Provinces.

Following the Government of India's decision to relax the control over cotton textiles a number of provincial Governments have issued orders removing, with immediate effect, most of the restrictions imposed by them on cotton textiles.

Madras.- The Government of Madras in a Press Note dated 23 January 1948 announced that it had decided to remove, most of the restrictions imposed by it within the Province. The licensing of dealers and brokers in mill cloth and control over the distribution of mill cloth including the rationing scheme were to be abolished forthwith and control over hand processing of cloth and fixation of prices and distribution of power loom cloth were also to be abandoned. The Press note listed a number of orders relating to the control of cloth which were to be repeated forthwith in pursuance of this decision.

Bombay.- The Government of Bombay announced on 31 January 1948 its decision to remove the various restrictions imposed by it on the distribution and sale of cotton cloth in the province. In pursuance of this decision the rationing of cloth has been abolished, a number of control orders have been withdrawn in so far as they relate to cotton cloth, and the purchase, distribution and movement of cotton cloth in the province have been freed from restrictions.

Bihar and West Bengal.- A press note issued in the first week of February announced that from 5-2-1948 all control over prices, procurement and distribution of cotton cloth would be withdrawn in the province of Bihar and the Government of West Bengal announced on 7-2-1948 that with immediate effect cloth would be de-rationed in the Province and the system of licensing dealers in cloth would be abolished.

Central Provinces & East Punjab.- In the Central Provinces and Berar, the Provincial Government withdrew all cloth rationing orders with effect from 7-2-1948, and the East Punjab Government has similarly abolished the rationing of cloth and the licensing of dealers.

(The Hindu, 23-1-1948.  
The Hindustan Times 2-2-1948.  
Amrita Bazar Patrika 6 and 8-2-1948.  
The Times of India, 10-2-1948. ✓  
The Statesman 9-2-1948.)

14

Family Budgets of Colliery Workers in Jharia:  
Government of India Report(1).

The Government of India has published recently a Report on Enquiry into Family Budgets of Colliery Workers in Jharia. The enquiry was undertaken in connection with the new All-India Cost of Living Index scheme initiated by the Government of India in 1943 (vide pages 13-15 of the report of this Office for August 1943). The following details regarding the budgets of industrial workers in Jharia are taken from the report.

Importance of Jharia coalfields.- The Jharia coal-field in Bihar, is one of the most important coal-mining areas in India and the coal-fields at Jharia and Giridih, along with those in Raniganj in Bengal, produce 90 to 95 per cent of the coal produced in the whole of British India. In view of its industrial importance and in order to obtain an idea of the standard and cost of living of the coal-miners, Jharia was selected as one of the centres in Bihar, for purposes of ~~living index~~<sup>the</sup> scheme.

The total population of Jharia at the time of the enquiry (July to November 1945) was, approximately, 600,000, while the number of workers employed in the coal-fields in February 1945 was about 121,000.

Scope of enquiry.- In all 1,535 budgets were collected but only 1,381 of these could be accepted for tabulation. Of these, 1,057 related to workers living with their families, while 524 related to those living singly. Of the 1,057 family budgets, 999 were for workers in receipt of weekly wages while 58 were for monthly paid workers. Of the 524 single men's budgets, 314 were for workers in receipt of weekly wages while 10 were for monthly paid workers. The enquiry revealed that most of the miners in Jharia have a weekly economy, very few workers being paid on a monthly basis. Supervisory and clerical staff were excluded from the scope of the enquiry.

Family budgets (families having a weekly economy).- As stated above the great majority of the budgets tabulated, viz., 999 out of 1381, relate to this group.

Earners and dependents.- The average family, as revealed by the enquiry, consists of only 3.62 persons; 1.18 men, 1.11 women, 0.75 male children and 0.60 female children.

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(1) Government of India: Report on an Enquiry into Family Budgets of Colliery Workers in Jharia, S.R. Deshpande; Director, Cost of Living Index Scheme: Price As.-/14/- or 1 sh. 3d.: Pages viii + 61.

It would appear that so far as immigrant labour is concerned, the tendency is for the head of the family to leave his dependants behind owing to the unattractive conditions of housing accommodation in the coal-fields. This is clear from the fact that although there are only 3.62 persons living with the family, there are, on an average, as many as 1.75 dependants living away from the family, thus, making a total of 5.37 persons.

The average number of earners in a coal-miner's family as revealed by these budgets in 2.02. Of these 1.15 are men, 0.73 women and 0.14 children. In 525 out of the total of 999 families, there were two earners while in 212 or 21.22 per cent of the total there were three and more earners. The average number of wage earners per family increases with the increase in the family income. Thus, while in the lowest income group the average is 1.17, it is as high as 3.78 in the highest income group. Among the 260 men earners (other than the head of the family), in the families studied, in 135 cases or 51.92 per cent of the total a son was helping the father and in 72 or 27.69 per cent of the cases a brother. So far as women earners (other than the heads of the families as in some cases the heads of the families were women) are concerned, there were as many as 762 in the 999 families studied and of these no fewer than 565 or 74.15 per cent of the total were wives.

The contribution of the head of the family comes to more than half, being 56.24 per cent of the total family income. The contribution of women adult earners is very substantial being more than a quarter of the weekly family income.

The bulk of the earners (men and women) or about 84 per cent of the total, fall in the age groups 20 to below 50 years. As regards dependants, the majority or about 73 per cent of the total is below 15 years.

Income and expenditure.- The average weekly family income comes to 12 rupees 1 anna 6 ptes, for 2.02 earners or 5 rupees 15 annas 9 pies per earner per week. The largest concentration of families is in the weekly income group, 6 rupees 15 annas 8 pies and below 16 rupees 4 annas 6 pies. The number of budgets in this groups is 744 or 74.47 per cent of the total. The composition of the family income and the distribution of the family expenditure are given below.

Composition of Family Income (999 budgets).

	Rs.	As.	Pes.
Weekly wages including overtime pay	6	10	2
Dearness allowance	1	7	4
Money value of concessions	0	6	2
Food concessions	1	11	7
Bonus	1	7	6
Child, family and dependant allowance	0	3	11
Others	0	2	1
Income from sources other than regular employment	0	0	9
<b>Total average weekly income</b>	<b>12</b>	<b>1</b>	<b>6</b>

Average weekly expenditure (999 Budgets).

	Rs.	As.	Ps.	Percentage on total expenditure.
Food	7	11	5	77.70
Lighting	0	0	9	0.47
Clothing and Footwear	0	10	5	6.55
Bedding and Household Requisites	0	1	0	0.63
Miscellaneous items	1	7	3	14.64
	<u>9</u>	<u>14</u>	<u>10</u>	<u>100.00</u>

Singlemen's budgets.- 314 of the budgets collected related to persons living singly and having a weekly economy. The average weekly income and expenditure as revealed by these budgets are given below.

Average weekly income 6 rupees 15 annas 11 pies.

Average weekly expenditure

	Rs.	As.	Ps.	Percentage on weekly expenditure.
Food	5	6	8	74.29
Lighting	0	0	5	0.57
Clothing and Footwear	0	4	4	5.89
Bedding and Household requisites	0	0	4	0.45
Miscellaneous items	0	13	10	18.80
	<u>4</u>	<u>9</u>	<u>7</u>	<u>100.00</u>

Budgets of persons with a monthly economy.- Of the budgets accepted for tabulation there 58 budgets related to monthly paid workers living with their families and 10 to those living singly. The data revealed by these budgets are tabulated below.

Average monthly expenditure per family (5.93 persons)

	Average monthly expenditure			Percentage to total monthly expenditure
	Rs.	As.	P.	
Food	37	11	10	75.92
Lighting	0	5	9	0.72
Clothing and Footwear	4	6	10	8.91
Bedding and Household requisites	0	6	9	0.85
Miscellaneous items	6	12	3	13.60
<b>Total</b>	<u>49</u>	<u>11</u>	<u>5</u>	<u>100.00</u>

The average monthly income for family was 60 rupees 10 pies.

Average monthly expenditure of single men

	Rs.	As.	P.	Percentage on total expenditure
Food	17	7	7	74.40
Lighting	0	5	5	1.45
Clothing and Footwear	1	11	11	7.41
Household requisites	0	0	4	0.09
Miscellaneous items	3	14	5	16.65
Total	23	7	8	100.00

The average monthly income per single worker was 38 rupees 5 annas.

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18th Annual Meeting of Central Board of Irrigation,  
Early Survey of India's Power Resources urged.

Several recommendations to hasten the development of irrigation and hydro-electric projects in India were put forward by the 18th annual meeting of the Central Board of Irrigation which was held recently in Delhi under the chairmanship of Mr. A.N. Khosla, the President of the Board. Chief engineers for irrigation and electricity from all parts of India attended the meeting.

The Board unanimously recommended that persons whose land would be submerged under the storage reservoirs now proposed to be constructed or whose land would be otherwise acquired ~~or~~ for works in that connection should be compensated as far as possible by the grant of land for land. Where Government land in sufficient quantities did not exist a proportion of private land benefited by the project should be acquired for the resettlement of dispossessed people. It, therefore, recommended that legislation should be ~~enacted~~ enacted early to permit acquisition of land for settling dispossessed ~~land-~~ ~~holding~~ holders as acquisition for a public purpose. By another resolution the Board reiterated the necessity of undertaking early surveys of the potential water resources of all catchments and commended the action recently taken in this respect by the Government of Bombay. The Board put forward suggestions for co-ordinating such activities of all provincial and State administrations in India.

The Board also recommended the undertaking of electrical research in <sup>the</sup> main hydraulic research laboratories in India and decided to establish close liaison with various institutions already engaged in this work. Among the other matters discussed by the Board, were measures to meet the difficulties created by demands for realignment of power transmission lines after erection, and a number of technical subjects of importance to the new irrigation and hydro-electric projects now under consideration.

(The Hindustan Times, 23-1-1948). ✓

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First Meeting of Bihar Provincial Development  
Board, Patna, 20 to 22-1-1948.

The Bihar Provincial Development Board (reference was made to the appointment of the Board at page 81 of the report of this Office for December, 1947) met in Patna from 20 to 22 January 1948 with Dr. Syed Mahmud, Development Minister of Bihar, in the chair.

Addressing the meeting on 20-1-1948 Dr. Syed Mahmud said that he was greatly worried at the "very slow, almost negligible pace of development of industries in the country", which he attributed to the combined ~~fxe~~ effects of governmental taxation policy, shortages of machinery, raw material, and technical personnel and uncertainty among the business community. Referring to the Government's industrial policy Dr. Mahmud disclosed that with regard to two new industries, viz., superphosphates and spun silk, requiring an approximate outlay of 500,000 rupees, the Government had decided that the first would be fully state-owned and in the second the Government would hold a controlling interest of 55 per cent of the total capital.

Decisions: Provincial Development Corporation to be set up.- The Board decided that an industrial development and financial corporation should be set up in Bihar to guide and finance industrial development in the province. The Corporation will start with a capital of at least 50 million rupees and the Government will have a controlling interest of at least 51 per cent of the shares. The Corporation will examine any industrial schemes which may be put forward either by the Government or by private capitalists or jointly by both, and will decide upon its feasibility in the light of expert opinion, after which it may undertake either to finance such schemes wholly or to advise the ~~Government~~ Government to float loans, if its own resources are insufficient for the purpose. The Board appointed a Committee to draft a constitution for the proposed Corporation in consultation with the Bihar Government and leading businessmen and to submit the same to the Board within three months.

The Board also decided that the lac, mica, superphosphate, urea, formalin, aluminium and machine tool industries should be owned and managed by the Bihar Government, while iron and steel should be a Government of India enterprise. Labour also is to be associated with the management of industry and the Board recommended that there should be one labour representative on each industrial board.

(National Herald, 22-1-1948;  
The Indian News Chronicle, 24-1-1948).

Reserve Bank of India to be Nationalised:  
Announcement by Finance Minister.

Answering a short-notice question on the subject, Mr. R.K. Shanmukham Chetty, Finance Minister in the Government of India, announced in the Constituent Assembly of India (Legislative) on 4 February 1948, that the Government proposed to take steps to nationalise the Reserve Bank of India soon after 30 September 1948, when the bank ceases to be a common banker to India and Pakistan under the terms of the Pakistan (Monetary and Reserve Bank, etc.) Order, 1947. He also said that later the Government proposed to nationalise the Imperial Bank of India. Regarding compensation to the shareholders of the Reserve Bank, the Finance Minister said the Government's intention was to acquire its shares at the average of their monthly market value during the period March 1947, to February 1948, taking the opening quotations for each month.

(The Hindustan Times, 5-2-1948).

Banking Companies Bill, 1946: Government withdraws Measure.

In the Constituent Assembly of India (Legislative) on 30 January 1948, Mr. R.K. Shanmukham Chetty the Finance Minister, announced that the Government had decided to withdraw the Bill to consolidate and amend the law relating to banking companies. Reference was made to this Bill at page 16 of the report of this Office for March 1946.

Explaining the reasons for this decision the Finance Minister stated that it had been his intention that the Bill, as amended by the Select Committee of the old Legislative Assembly, should be taken up for consideration during the current session of the Constituent Assembly (Legislative). But on scrutiny of the Select Committee's report, he found that it had become necessary to move a number of amendments, including a large number of drafting amendments. He, therefore, thought that if the Bill in its present form was taken up for consideration, it would cause a great deal of confusion and take up the time of the House. From the point of view of convenience, he had decided to withdraw the old Bill and introduce a new Bill shortly.

(The Hindustan Times, 31-1-1948).



Joint Machinery to implement Pay Commission's Recommendations with regard to Railwaymen.

A number of problems relating to the pay scales of railwaymen in India were straightened out as a result of talks on 22 and 23 January 1948 between the Railway Board and a delegation of the All-India Railwaymen's Federation led by Mr. Jai Prakash Narain, the President of the Federation. The number of adjustments which become necessary in fixing, on the Central Pay Commission's scales, staff on various existing scales and grades of pay on different railways, brought out the need for some machinery to be set up by means of which the Federation could refer points which in its opinion required immediate investigation and consideration. The Railway Board on its side agreed that a small committee of the Federation so appointed could keep in constant touch with the Board for this purpose and hoped thereby, that many of the questions will be more expeditiously investigated and settled.

Also on a representation made by the Federation that many of the more senior staff on pre-1951 scales would, if opting for Pay Commission's scales, find their pay fixed at a figure lower than their existing pay, the Board agreed that in such cases the pay of pre-1951 staff should be fixed at the next stage in the Pay Commission's scale above their present pay plus interim relief and that future increments should be drawn in the normal way.

Meeting at New Delhi on 24 January 1948, the General Council of the All-India Railwaymen's Federation appointed a Committee of seven to represent the Federation on the joint machinery accepted by the Railway Board.

(The Statesman, 25 and 26-1-1948).

Provincial Handloom Wages Board abolished in Madras.

Consequent on the decontrol of handloom cloth the Government of Madras has ordered the abolition of the ~~Provincial~~ Provincial Handloom Wages Board which had been constituted to advise the Government in regard to the maximum weaving wages per yard that might be paid in any specified area in the province for each variety of handloom cloth. Reference was made to the fixation of maximum of handloom weavers' wages in Madras at page 10 in the report of this Office for ~~October~~ October 1947.

(The Hindu, dated 24-1-1948).

Minimum Wages Bill (Bill No. 39 of 1946):  
Changes introduced by Select Committee.

The Select Committee on the Bill to provide for fixing minimum wages in certain employments (vide pages 6-7 of the report of this Office for April 1946) presented its report to the Constituent Assembly of India (Legislative) on 28 January 1948. The main changes in the Bill introduced by the Select Committee are summarised below:

Object of Bill.- As the object of the Bill is to provide for fixing minimum rates of wages, throughout the Bill, the expression 'minimum rates of wages' has been substituted for the expression "minimum wages".

Changes in clause relating to Definitions.- In the clause relating to definitions, new definitions of the terms 'appropriate Government', 'competent authority' and 'cost of living index number' have been added and the definitions of the terms 'employer' wages' and 'employees' have been substantially modified. The Bill as amended by the Select Committee makes the Central Government the appropriate Government for carrying out the provisions of the Bill in relation to any scheduled employment carried on by or under the authority of the Central Government, by the Federal railway ~~authority~~ authority, or in relation to a mine, oilfield or major port; and the provincial Government, the appropriate Government in relation to any other scheduled employment. It also makes provision for the appointment by the appropriate Government of a "competent authority" to ascertain from time to time the cost of living index number applicable to the employees employed in the scheduled employments and in virtue of the amended definitions of the terms 'employer' and 'workmen' applies also to a contractor through whom labour is employed and to outworkers who take work home.

Fixing of minimum wages.- In the ~~same~~ clause relating to the fixing of minimum wages a new sub-clause has been introduced empowering the appropriate Government to fix a minimum time-rate, a minimum piece-rate, a guaranteed time-rate and an overtime rate in respect of wages payable to employees in scheduled employments. Provision has been made for fixing minimum rates of wages for apprentices and the provision in the original Bill that different minimum wages may be fixed for men and women has been dropped.

A new clause has been added to the Bill stating that any minimum rate of wages fixed by the appropriate Government may consist of (i) a basic rate of wages and a special allowance at a rate to be adjusted to accord as nearly as practicable with the variation in the cost of living index number; (ii) a basic rate of wages with or without the cost of living allowance, and the cash value of the concessions in respect of supplies of essential commodities at concession rates, where such concessions are authorised; or (iii) an all-inclusive rate allowing for the basic rate, the cost of living allowances and the cash value of the concessions, if any.

Machinery for fixing minimum wages.- Under this head the Bill as amended by the Select Committee provides that, in fixing minimum rates of wages in respect of any scheduled employment for the first time, the appropriate government may appoint not only a Committee to advise it in this behalf but also Sub-Committees for different localities to assist the Committee. Similarly provision has been made for the appointment of Sub-Committees in addition to Advisory Committees to hold enquiries and advise the appropriate Government in revising the minimum rates of wages. The appointment, by the appropriate Government, of an Advisory Board to advise it generally in the matter of fixing and revising minimum rates of wages has been made obligatory. In addition a new clause introduced by the Select Committee requires the Central Government to appoint a Central Advisory Board for the purpose of advising the Central and provincial Governments in the matter of the fixation and revision of minimum rates of wages for co-ordinating the work of the Advisory Boards in the provinces.

Daily working hours, weekly rest day etc.- Other new clauses introduced by the Select Committee empower the appropriate Government to fix the number of hours for a normal working day, allow for a day of rest in every period of seven days and provide for payment of remuneration for days of rest and for working on days of rest at rates not less than the overtime rates; and to provide for payment for a full working day to a workman who works for a shorter period without any fault of his.

The other main changes introduced by the Select Committee, give wider powers to Inspectors, enable an employer charged with an offence under the Bill to prove his innocence by establishing ~~guilt~~ guilt on the part of another person whom he charges as the actual offender, and extend the provisions of the Bill to a new employment added to schedule I, viz., employment in tanneries and leather ~~manufactories~~.

(The Gazette of India, Part V, dated 7-2-1948, pages 55-69).

Bill passed on 14th February 1948  
(see p. 26)

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Minimum Wages Bill passed by Constituent Assembly  
9 February 1948: reference to I.L.  
Conventions.

On 9 February 1948 the Constituent Assembly of India (Legislative) passed the Minimum Wages Bill introduced by the Minister of Labour, Mr. Jagjivan Ram.

Debate in Legislature.— Moving consideration of the Bill as reported by the Select Committee on 6 February 1948, Mr. Jagjivan Ram stated that the Bill was the first measure which proposed to give a square deal to "sweated labour". The Bill, he said, was not "exhaustive" but merely "illustrative". It should receive the support of all sections of the House as it aimed at raising the productive capacity of the worker both in industry and agriculture.

While generally supporting the Bill, most of the speakers who took part in the debate were critical of some of its provisions.

Diwan Chamanlal pointed out that the Geneva International Labour Convention, adopted nearly 20 years ago, had suggested such a measure and expressed gratification that the Free India Government should have come forward to implement it. He urged that the cost of living index number on which minimum wage rates would be based should be scientifically computed.

Kazi Karimuddin, while supporting the Bill, felt that the procedure ~~is~~ laid down for prosecuting offenders was, inconsistent with the established procedure in all law courts and should be amended.

Mr. R.K. Sidhwa was afraid that the procedure laid down for fixing minimum wages was rather cumbersome. He was also of the opinion that the provision in regard to agricultural workers contained in the Bill should come into operation as soon as possible and that the longer time limit allowed was not necessary.

Mr. K. Santhanam extended his general support to the Bill but was rather critical of the Bill on the ground that there was confusion of ~~the~~ ideas throughout. Fixation of minimum ~~of~~ wages was a complicated affair requiring a complicated machinery. He would have preferred such fixation based on a broad classification of labour, such as skilled, unskilled, agriculture. It might be that employers might take the advantage of the provisions of the minimum wages and the workers might not get the benefit of it. He would have liked the workers to negotiate or bargain with the employers on the basis of the fixed minimum wages. Again there was bound to be difficulty in determining the value of the wages paid in kind. What was required was not a complicated machinery but a really stable machinery which would be able to adjust the value in kind and cash according to variation of prices and localities.

Mr. Bishwanath Das, while welcoming the Bill, expressed the fear that without providing for a programme of industrial expansion of cottage and other industries, it might not be possible to enforce the minimum wages provided in the Bill. Instead of being minimum wages they might prove to be maximum wages.

Striking a dissenting note, Mr. E. Dass maintained that the utopia which the Bill proposed to create for workers was impracticable and would result in a rise in prices all over the country and industry might not be able to survive these measures. The Bill put the entire responsibility on provincial Governments for the execution of the law. He was afraid they would not be able to shoulder the burden. Also the ideas propounded in the Bill were foreign to the ~~soil~~ soil of India and would thus not solve the problem satisfactorily. The steps taken, he felt, should have been in harmony with the peculiar conditions prevailing in India. The Bill was drafted in such a manner that even the Indian States could be brought within the scope of the Bill and, this, he said, was beyond the authority of the Central Government. He suggested that the Bill should not operate in the case of clerical staff, otherwise the Government was liable to have a number of "fifth-columnists" in its offices. He would not, however, oppose the Bill because the House seemed bent upon passing it and his opposition would be of no use.

Another speaker, Mr. Naziruddin Ahmad ~~asked~~ asked whether the provisions of the Bill might not conflict with the agricultural laws which were developing in provinces. Most of India's agriculturists were middle class people. The cost of labour had already risen so high that agriculture had ceased for the middle classes to be a paying proposition. The Bill, he was afraid, might thrust upon the middle classes a system which they could not bear and possibly would make them go out of existence altogether. The high-sounding theory of minimum wages for the agricultural labourer, therefore, should be, carefully watched in its application.

Replying to the debate, Mr. Jagjivan Ram, the Labour Minister claimed that the measure was not merely in the interest of agricultural labour but also of the entire nation. Agricultural production should increase in India today if the country was to survive and this objective could not be attained if the wages paid to agricultural workers were inconceivably low and the labourer was not interested in production. Other speakers had characterised the Bill as revolutionary because it contained something concrete for the welfare of agricultural labour, but he would call it so because it conceived of a situation in which India might be made self-sufficient in the matter of foodgrains. Dealing with the argument that the minimum wage for a labourer should depend upon the capacity of an employer to pay, Mr. Jagjivan Ram emphasised that if that principle were accepted it would be putting a premium on the exploitation of helpless men by resourceful and more influential persons. If an industry or agriculture was not in a position to bear the cost, he would rather let it close down. If it was found, he added, that such industries were necessary in the interest of the State and the country, it was open to the State and the country to subsidise them. He,

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maintained that in no case should any industry or agriculture be allowed to exist and subsist on the exploitation of the workers.

During the course of the detailed consideration of the Bill, the House agreed to six amendments moved by Mr. K. Santhanam and Mr. T.T. Krishnamachari to various clauses of the Bill, designed to improve the draft of the Bill and eliminate ambiguities.

Bill passed, 9 February 1948. - The Bill was finally passed by the Constituent Assembly of India (Legislative) on 9 February 1948.

(Unofficial Note dated 6-2-1948 issued by the Press Information Bureau, Government of India;

The Times of India, 7-2-1948;

The Hindustan Times, 7, 8 and 10-2-1948).

47. Reconstruction Plans - India - February 1948.

Report of the Economic Programme Committee of the  
A.I.C.C.: Ceiling on Profits and Profit-Sharing  
recommended.

The Economic Programme Committee appointed by the All-India Congress Committee met in New Delhi on 22 and 25 January 1948 and accepted the recommendations made by its Sub-Committees on Agriculture, Small-scale and Village Industries and Co-operative Distribution (reference was made to the appointment of these Sub-Committees at pages 34-35 of the report of this Office for December 1947). These recommendations have been incorporated in a single report which has been submitted to the Congress President, Dr. Rajendra Prasad, and will come up for discussion at the next meeting of the All-India Congress Committee. The report outlines first the objectives to be aimed at and then proceeds to suggest the programmes which should be pursued in the spheres of agriculture, village and cottage industry, industry, industrial relations and distribution to achieve these objectives. The economic programme outlined in the report is briefly summarised below:

Aims and objectives.- The primary consideration governing all economic activities and relevant administrative measures of the Central and provincial Governments in India should be a quick and progressive rise in the standard of living of the people. A parallel aim of the nation's economic activity should be the attainment of full employment, particularly of India's man-power. For the earliest realisation of this twofold objective an adequate and expanding volume of production is an indispensable pre-requisite, and the report recommends that all schemes and measures of the State should be so designed as to obtain the maximum utilisation of the material and man-power resources of the nation.

To establish a just social order and to raise the standard of living of the people, it is also necessary to bring about an equitable distribution of the existing income and wealth and prevent the growth of disparities with the progress of industrialisation of the country. In the process of eliminating disparities, prior consideration the report suggests should be given to the ~~income-groups~~ income-groups farthest removed from the national minimum. A ceiling for incomes should be fixed, which should exceed 40 times the national minimum needed for the primary needs of food, clothing, etc. The upper limit should be brought down by successive steps to 20 times the national minimum. This minimum the report recommends should be determined from time to time in relation to the cost of living and productive efficiency of the people. A return of property should be called for periodically, along with the income return, to check violations of this provision. A census of national income should also be instituted.

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To ensure maximum employment and minimise opportunities for exploitation, the report suggests that the economic organisation of the country should function on a decentralised basis, as far as this is compatible with the requirement of an adequate standard of living and the country's internal and external security. Towards this end the requirements of national and regional self-sufficiency and of a proper balance between rural and urban economy should be kept in view in laying down the lines of economic development in the country.

Agriculture.- In the field of agriculture, the report recommends that all intermediaries between the tiller and the State should be eliminated and all middlemen should be replaced by non-profit making agencies, such as co-operatives. Other important recommendations are remunerative prices for basic agricultural products and living wages for agricultural workers; supply of farming requisites such as implements and seeds by a Central Agency (provincial), not directly but through the village multi-purposes co-operative society; State-sponsored schemes for permanent land improvements such as irrigation and anti-erosion measures; minimum levels of assured production of food, cloth and building materials in every province determined on the basis of a scheme of balanced cultivation; farms to demonstrate efficient and modern methods of agriculture and pilot schemes for experimenting with co-operative farming under state auspices; organisation of co-operative colonies on Government un-occupied but cultivable lands; organisation of co-operative multi-purposes enterprises and unions for credit, processing and marketing and supply of manufactured goods from towns to villages; restriction of land ownership to bonafide cultivators; fixing the maximum size of holdings and placing the surplus above the maximum at the disposal of the village co-operative; consolidation of small holdings and prevention of further fragmentation; substitution of the land revenue system by progressive taxation of agricultural income; organisation of Agricultural Finance Corporations operating through co-operative societies and statutory village panchayats with well-defined powers and adequate financial resources; and machinery for conciliation between landless and landholding peasants.

Village and cottage industries.- The aim of economic planning with reference to small scale and cottage industries, the report states, should be full employment of human, animal and natural resources with maximum productive efficiency in order to reach the national minimum standard of living, which should ensure a balanced diet, sufficient clothing, and living accommodation to every family. The small-scale and cottage industries should be promoted on non-profit lines through industrial co-operative societies organised under State auspices through non-official promotional bodies, the Government being represented in them but not controlling them. The structure that is built up should be a strong federal structure, consisting of primary societies, their regional unions and the apex federation. The industrial co-operatives should do the purchases, sales, arrangement of tools, workshops, guidance, and supervision. The major portion of the produce of these industries should be sold through consumers' and multi-purpose agriculturists societies. To create the right type of leadership in the development of these industries a cadre of organisers, technicians and secretaries, etc., with pay and



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conditions of service similar to ~~that~~ that in public bodies, should be trained. The Government should encourage the development of cottage industries by grant of direct loans and subsidies through co-operative societies in the initial stages, specially in the case of losing industries and new industries; by using their products in their Departments, organising propaganda and advertisement and arranging the demonstration of and training in the application of better tools and processes; and undertaking and encouraging research for the purposes of developing these industries efficiently and for the better utilisation of the available natural resources through a permanent Board of Research.

Industry.- As for the respective spheres of cottage industry and large-scale industry, the report recommends that industries producing articles of food and clothing and other consumer goods should constitute the decentralised sector of the Indian economy and should, as far as possible, be developed and run on a co-operative basis. Such industries should for the most part be run on cottage or small-scale basis. Larger units are inevitable in the case of heavy industries, e.g., manufacture of machinery and other producer goods. The choice of size will be determined by the net balance of economic and social advantage, preference being for smaller as against larger units.

To avoid economic insecurity and destructive competition, the respective spheres of large scale, small scale and cottage industries should be demarcated. In the conditions prevalent in India emphasis will be on providing opportunities for the employment of the unutilised or partially-utilised man-power and minimising the use of costly capital goods. Large-scale industry, the report suggests should be utilised to improve the economic basis and the operative efficiency of small scale and cottage industries. Certain lines of manufacture should be reserved for cottage industries. Cottage industries may be protected from the competition of large-scale industries through State control of competing large-scale industries, grant of subsidies or some method of price equalisation, control of investment and licensing of new undertakings.

With regard to all types industries, the report stresses, the aim should be regional self-sufficiency. The location of industry, the report recommends, should be so planned as to make a district of average size having roughly a population of one million as nearly self-sufficient as possible in respect of consumer goods supplying the daily needs of the people. Fiscal and other measures may be adopted to foster suitable industries in different regions, especially in depressed areas.

Nationalisation programme.- As regard the ownership of industries, the report recommends that new undertakings in defence, key and public utility industries should be started under public ownership. New undertakings which are in the nature of monopolies or which in view of their scale of operations serve the country as a whole or cover more than one province, should be run on ~~more~~ the basis of public ownership. This is subject to the limit of the State's resources and capacity at the time and the need of the nation to enlarge production and speed up development.

In respect of existing undertakings, the process of transfer from private to public ownership should commence after a period of five years. In special cases, a competent body may, after proper examination, decide on an earlier transfer. The first five years should be treated as a period of preparation during which arrangements should be made to take over and run these undertakings efficiently. The progress of transition to public ownership should be controlled so as to avoid dislocation of the economic life in the country, fall in production, uneconomic acquisition of inflated assets and the diversion of valuable resources from more to less urgent uses. State acquisition of these industries, the report recommends further, should take place only when the excessive margins of profits prevailing in the existing abnormal conditions have declined to a reasonable level in consequence of the fall in price or under pressure of appropriate legislation or administrative measures.

To secure efficient development and conduct of public-owned industries, suitable administrative agencies should be set up. Particular attention should according to the report, be given to the following matters: (i) creation of an economic Civil Service which will furnish industry with executives of different grades; (ii) training of the requisite industrial cadre; (iii) technical training and general education of the workers; (iv) organisation of research and information; (v) control of investment and of scarce or strategic resources; and (vi) intensive and detailed economic ~~surveys~~ surveys.

In the ~~field~~ field of private industry, the report recommends that the ~~existing~~ existing system of managing agency should be abolished as early as possible. Private industry will also be subject to regulations and control in the interest of national policy in industrial development.

State control of investment.- All resources available for investment, the report recommends should be subject to the control of the State. The State should set up finance corporations, Banking and insurance should be nationalised.

Ceiling on profits: profit-sharing to be introduced.- On the question of the utilisation of the profits of industry, the report recommends that return on capital should be computed on employed capital, i.e., capital ~~in~~ plus reserves. ~~Distributed~~ Distributed profits should be taxed at a higher rate than undistributed profits. A five per cent dividend in terms of employed capital should be the maximum limit for the distribution of profits. After the date of declaration of the maximum limit, the amount of profits to be transferred to the reserve funds should be limited to such sums as in the opinion of competent authority may be utilised for productive purposes by the industry or industries. Out of the profits earned in any year, the surplus, after setting apart 5 per cent on employed capital as dividend and another portion to be earmarked by Government for schemes of social welfare and industrial improvement, will be shared between the workers and the shareholders in the proportion to be fixed by Government—the employer's share not exceeding in any year a third of the basic wage or the national minimum whichever is higher.

Industrial Relations.- The report urges that stable and friendly relations between labour and capital should be maintained through profit-sharing and increasing association of labour with management in industry; the establishment of works committees in each undertaking; regional labour boards with adequate and elected representation of labour in each industry; settlement of all disputes through conciliation, arbitration and adjudication; guarantee of a minimum wage and proper housing; and protection against the economic consequences of old age, sickness and unemployment.

Co-operative Distribution.- To have a balanced progressive economy in which regulated distribution will form an integral part of a comprehensive economic plan for the country and to control wages and the prices of agricultural and manufactured commodities, the report recommends that the distribution of consumer's goods should be co-operatively organised. A multi-purpose co-operative society with branches for agricultural producers, consumers and small industries should be set up to develop and an integrated economy for the village. Co-operative consumer's societies may be organised for a locality or for groups of wage-earners and where possible for salary-earners in establishments of private or State concerns. The report specifies, a number of ways in which the State can encourage such co-operatives.

Central Planning Commission.- Finally the report recommends that a Central Planning Commission should be appointed to advise and assist the Congress Governments in implementing the programme. The nature of the present tax structure, the complexion of the country's foreign trade and the place of foreign capital in the development of the country's economy should also be examined by the Planning Commission so that each of them might help the development of a free and self-sufficient economy on the lines indicated in the programme.

(Typed Copy of the report received from the Office of the All-India Congress Committee;

The Hindustan Times, 28-1-1948 ).

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Report of Economic Programme Committee:  
Industrialists' Criticism.

The recommendations of the Economic Programme Committee of the All-India Congress Committee (summarised above at pages 27-31 of this report) have been sharply criticised as likely to damage irreparably the industrial and economic structure of India and to sidetrack the work of the Industries Conference held at Delhi in December 1947 by the President of the Federation of Indian Chambers of Commerce and Industry and by meetings of industrialists in Bombay and Calcutta.

F.I.C.C.'s criticism.- In a telegram to the Prime Minister of India and to other members of the Indian Cabinet, Mr. M.A. Master, President of the Federation of Indian Chambers of Commerce and Industry, stated that the Federation of Indian Chambers of Commerce and Industry took a serious view of the Report of the Economic Programme Committee and felt very apprehensive about the future economic structure and industrial development of the country. The Federation appreciated the aim of the Programme Committee to raise quickly and progressively the standard of living of the people by expanding the volume of production and by ensuring full employment of man-power and material resources of the country. It, however, felt that the methods suggested in the Report and the principles laid down therein, instead of achieving the object, were likely to have a disastrous reaction on the industrial structure of the country. The following were the main criticisms advanced by Mr. Master on behalf of the Federation:-

The Federation felt extremely doubtful about the wisdom of running as cottage industries or small scale industries such industries as were engaged in producing articles of food and clothing and other consumer goods. The treatment proposed to be given to large-scale industries in relation to cottage industries not only ignored the urgent need for increasing production in the country, but also introduced a new and radical principle of preventing the equitable and natural expansion of large-scale industries in the future by the action of the State.

The recommendation that all new undertakings in the defence and key and public utility industries should be forthwith nationalised and that the existing undertakings in these industries should be transferred from private to public ownership after a period of five years was in serious conflict with the fulfilment of the urgent need of increasing production in India. Also the proposed acquisition of industries run by private enterprise when profits would go down in consequence of fall in prices or under pressure of appropriate legislation or administrative measures was tantamount to virtual expropriation.

The recommendation of the Committee that the State should control all resources available for investment and should nationalise banking ~~was~~ was bound to seriously retard the future industrial growth of India.

The proposals of the Committee relating to profits, viz., a ceiling on profits and the division of the balance between workers and investors by the appropriate authority were bound to have a serious and far-reaching effect on the flow of capital and particularly on the small investors in the country. These proposals would also ~~have had~~ had the effect of short-circuiting the resolutions passed at the Industries Conference held in Delhi last month to which the Government was a party.

Finally the proposal made in the report in favour of increasing association of labour with management in industry as distinguished from the association of labour in all matters concerning industrial production was a radical departure from the resolution on industrial truce passed at the Industries Conference, to which the employers agreed in national interest.

The Federation was convinced, Mr. Master concluded that, if the future economic and industrial policy of the Government of India was to be based on the recommendations of the Economic Programme Committee, it would have a far-reaching and disastrous effect on the economic and industrial structure of the country. It therefore requested the Government to call at an early date, a conference of the interests concerned, including the representatives of the Federation, with a view to evolving such an economic and industrial policy for the country as might be in the widest interest of the nation and as was suited to its existing circumstances, resources, capacities, possibilities and developments.

Bombay industrialists' criticisms.- A meeting of businessmen convened by Sir Homi Mody and attended by 50 prominent industrialists adopted in Bombay on 2 February 1948, four resolutions, criticising the Committee's proposals.

Voicing "grave apprehensions" about the recommendations, the meeting declared that, if implemented, the proposals would not only defeat the objective of industrialisation, which had been accepted by every section of public opinion, but would irreparably damage the existing industrial structure. No free country in the world had ever sought to reach the goal of socialisation at one bound, as the Economic Programme Committee was trying to do. Such an approach to the problem, in India's present stage of development was bound to cause heavy losses to a large body of small investors and any scheme of large-scale public ownership and control, particularly without the requisite experience and trained personnel, must actually retard the progress so far achieved. The meeting finally held that according to agreement reached at the Industries Conference at Delhi most of the fundamental questions raised by the Committee should be decided by machinery, representative of all interests set up by the Government of India for considering the objectives agreed upon at the Conference and giving them concrete shape.

Calcutta industrialists' criticisms.- A similar meeting of industrialists at Calcutta during the first week of February presided over by Sir Badridas Goenka adopted a resolution viewing with grave concern the report of the Economic Programme Sub-Committee of the All-India Congress Committee and urging by the Government of India not to take any action which was likely to discourage investment in industries and render capital shy. The report, the resolution

alleged, by enunciating new principles, such as, a ceiling on income in relation to the national minimum, limiting returns to ~~the~~ a maximum of 5 per cent and regional self-sufficiency had caused a serious set back to the restoration of confidence among industrialists and investors. The urgent need in India today was increased production and the approach of the Economic Programme Sub-Committee by raising controversial issues had introduced a discordant note in matters where after ~~xxx~~ the deliberation of the last Industries Conference a psychology in favour of increasing production had been created.

(The Times of India, 3-2-1948;  
The Hindustan Times, 4-2-1948;  
Amrita Bazar Patrika, 8-2-1948).

Nationalisation of Industries: Pandit Nehru outlines Government Policy.

Indicating the Government of India's policy with regard to the nationalisation of industries, Pandit Jawaharlal Nehru, the Prime Minister of India, stated in the Constituent Assembly of India (Legislative) on 17 February 1948 that India should not waste her resources at the present moment in trying to nationalise existing industries, except where such nationalisation was absolutely necessary, but that she should apply her resources in certain new industries. Referring to the report of the Economic Sub-Committee of the All-India Congress Committee which had given rise to a controversy (vide pages 27-31 of this report), Pandit Nehru said the underlying idea of the report was to leave existing industries as they were and enlarge the domain of nationalisation in other specific fields. Whatever might happen to the existing sources of production new and vital sources of production, he added, should be in the hands of the State. The occasion for the Prime Minister's statement was a resolution moved by Syed Karimuddin which read: "This Assembly is of opinion that the economic pattern of this country shall be a socialist economy based on the principle of nationalisation of key industries and co-operative and collective farming and

socialisation of the material resources of the country, and that the Government of India shall adopt the said principle immediately".

Speaking early in the debate Pandit Nehru said that the matter should not be dealt with in the manner the mover suggested by a kind of a resolution, vaguely talking about nationalisation and putting everything into effect immediately. Production was perhaps one of the most important things before India today and he was prepared to say that everything the Government did should be judged from the point of view of production first of all as well as other points of view, nationalisation added to production, he would not hesitate to adopt it, but if it did not, Government had to consider how to bring it about in such a way as not to impede production.

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Referring in this connection to the report of the Economic Programme Committee of the A.I.C.C. Pandit Nehru stated that the report was not a blue-print but an outline programme, the details of which would have to be filled in by the Permanent Planning Commission which had been recommended. The report had also specially stated that apart from certain obvious industries of vital importance, the State, normally speaking, should nationalise or should start nationalising new industries of a particular type. The resources of the country should not be wasted in trying to nationalise existing industries except where it was absolutely necessary, but rather applied to certain new industries. That was a very sound principle because, after all, whatever Government might do, it should have to be limited by its own resources in personnel, money, etc. It was far better for the State, he felt, to concentrate on certain specific, vital, new industries rather than go about nationalising many of the old ones. If the State's resources were applied for starting new industries without interfering with the existing apparatus except where absolutely necessary, what the State did would be a constructive addition to production rather than merely a change over. After a period which was indicated, namely, five years or so, the State might reconsider the problem and see what else it could do and how far it could go.

(The Hindustan Times, 18-2-1948 ).

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48. Public Finance - India - February 1948.

Economy Committee to review increase in Central Expenditure: Government of India's Move.

In pursuance of an undertaking given in the Constituent Assembly of India (Legislative), the Government of India has decided to set up an Economy Committee with Mr. Kasturbhai Lalbhai as chairman and the Accountant General of India and three members of the Constituent Assembly as members. The following will be the terms of reference of the Committee:- "To review the increase in the Civil Expenditure of the Central Government since 1938-39 and to make recommendations for the promotion of true economy in the administration by the elimination of unnecessary, wasteful or extravagant expenditure having regard particularly to: (1) the termination of activities which have ceased to serve any essential purpose; (2) the desirability of reducing or curtailing any functions or activities which may have been undertaken by the Central Government within the provincial sphere beyond what is necessary; (3) the reduction of the scale of expenditure on staff, contingencies and supplies and services which is in excess of the minimum which is essential for an efficient administrative machinery; and (4) in regard to development expenditure to draw attention as far as possible to expenditure which is not in accordance with any defined policy of the Central Government and to suggest methods by which Government policy might be most economically carried out".

(The Gazette of India, Extraordinary, dated 30-1-1948, page 47 ).

Railway Budget 1947-1949.

The Railway Budget for 1948-49 was presented in the Constituent Assembly of India (Legislative) on 16 February 1948 by Dr. John Matthai, Minister of Railways and Transport in the Government of India. The following are the revised estimates for 1947-48 and the budget estimates 1948-49.



15-8-1947 to 31-3-1948      1947-48  
 Revised estimates      Budget Estimates  
 (in millions of rupees)

Gross Traffic Receipts	1,080.0	1900.0
Total Working Expenses	<u>1,009.9</u>	<u>1597.8</u>
A. Net Traffic Receipts	70.1	302.2
B. Net Receipts on Miscellaneous Transactions	<u>14.0</u>	<u>31.6</u>
Net Railway Revenues(A+B)	84.1	323.8
Interest Charges	<u>136.1</u>	<u>225.3</u>
Deficit (—) or Surplus (+)	<u>— 52.0</u>	<u>+ 98.5</u>

Announcing that it was not his intention to propose any increases in fares and freights, Dr. Matthai stated that a stage had probably been reached where the steady deterioration in railways which began with the partition of India had now been definitely checked. Now it could be said with a certain degree of assurance that the railways in India had turned the corner.

Review of railway problems: Dr. Matthai's speech.- Reviewing the immediate prospects for the railways in India, Dr. Matthai stated that the period of serious civil disturbances and the period of vast refugee movements had both come to an end. Regarding railway workshops the position had improved in two respects. During the past few months there had been a ~~marked~~ perceptible improvement in the delivery of orders of spare parts from the U.K. and, it had also been possible, with the co-operation of the Defence Ministry to manufacture spare parts in ordnance factories. He was also glad to be able to say that on practically all the principal railways there had been an improvement in the number of man days worked in the workshops. But an expert examination of ~~work~~ output showed that the quantum of work which was being done during the normal prescribed period was considerably below expectations. There were two ways of getting over that bottleneck. The question of administrative devices which would automatically secure that each labourer did his full quota of work was being considered, and, secondly, there was the co-operation to be secured from labour organisations concerned. The Minister was confident that among the more responsible elements in the labour organisation which represented the railways, there was keen awareness of what was required of them. Since November 1947 the average period of the turn-round of a broadgauge wagon had improved from 48 to 45.9 days.

Prospects for 1948-49.- As regards prospects for 1948-49, unless untoward developments occurred, the Minister expected a marked improvement by March 1949. The railways had already taken in hand various schemes for doubling the line capacity

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at various points of heavy congestion. The target had been set of completing these works by March, 1949. A number of schemes for remodelling and extending marshalling yards were also expected to be completed by March 1949.

The number of general service wagons scheduled to be delivered by the manufacturers in India by the end of 1948 was 4,050. In addition, oil tank wagons numbering about 150 would also be delivered by the end of 1948. Other classes of wagons, numbering 177, ~~xxx~~ were also scheduled to be delivered by the end of 1948. Similarly, 146 new locomotives were expected to be delivered during 1948. During recent months the shipping position had also shown some improvement and there was something like a marked improvement in the prospects of the world food position. If there was a corresponding improvement in the food position in India, the pressure on the railways was likely to ease to some extent. Despite these little indications of improvements, however, Dr. Matthai did not think that it would be possible to return to normal conditions in railways in less than three years. When he said normal conditions, he meant the time ~~in~~ when railways would be in a position to accept all the traffic offered.

Tribute to railway workmen.- Paying a tribute to India's railwaymen, Dr. Matthai refuted the various allegations that had been levelled against them in unqualified and wildly generalized terms. It hurt him to hear these allegations. A new spirit of responsibility had been spreading among railwaymen ever since independence, a slowly unfolding sense of what was required of them in the changed conditions, and it was for responsible leaders, when they were inclined to make charges and allegations, to distinguish the few from the many and not to visit upon the many the sins of the ~~xxxx~~ few.

(The Statesman, 17-2-1948 ).

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49. Rehabilitation - India - February 1948

Rehabilitation Finance Administration Bill, 1948:  
Provision for Rehabilitation of Urban Refugees.

On 3 February 1948 the Constituent Assembly of India (Legislative) referred to a Select Committee of the House the Rehabilitation Finance Administration Bill, 1948, introduced by Mr. R.K. Shanmukham Chetty, Finance Minister in the Government of India.

Provisions of Bill.- The Bill which extends to all the provinces of India requires the Central Government to constitute a Corporation called the Rehabilitation Finance Administration for giving financial assistance on reasonable terms to displaced persons to enable them to settle in business and industry. The Administration will consist of a Chief Administrator appointed by the Central Government and 6 other members, 3 of whom will be officials and 3 non-officials appointed and nominated respectively by the Central Government. To advise the Administration on matters of policy the Central Government will set up an Advisory Board consisting of not more than fifteen members nominated by it.

The Administration is empowered to grant direct loans to the extent of 70 million rupees, rediscount bills of exchange and promisory notes in respect of loans advanced to displaced persons by scheduled banks up to an aggregate amount of 10 million rupees and to guarantee banks or similar lending institutions against losses to the extent of fifty per cent in any individual case in respect of loans and advances that these institutions may grant to refugees. The Central Government from time to time advance the money necessary for the business of the Administration up to an aggregate amount of 100 million rupees.

Finance Minister's Speech.- Moving that the Bill be referred to a Select Committee, Mr. Chetty, the Finance Minister, stated that the Government would make every endeavour to place the Bill on the Statute Book during the current session and set the organisation in motion. The Administration would be on an all-India basis. Even though the problem of rehabilitation of refugees was experienced in its most acute form in East Punjab, other provinces were also faced with this problem. More especially with the evacuation of refugees from Sind, Bombay and certain adjoining provinces would also be faced with this problem. The funds for this Administration would be entirely provided by the Centre. It would, however, be a semi-autonomous body carrying on its operations on commercial and business lines as far as possible. So far as the limits of loans to individuals were concerned, it was Government's intention that the loans advanced by the Corporation should be 5,000 rupees and above but not exceeding 100,000 rupees for one single individual or party. The Administration would pay 3 per cent interest on the monies that it drew from Government and in lending money to the refugees, it was not permitted to charge anything more than 6 per cent by way of interest. The period of loan would not exceed 10 years.

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India was today, the Finance Minister added, faced with the tremendous task of rehabilitating over four million refugees. This problem might be considered from two aspects, rehabilitation of rural refugees and rehabilitation of urban refugees. So far as the settling of refugees on agricultural lands was concerned, this was essentially a problem for the provincial Governments to undertake, in fact the East Punjab Government, which had been chiefly affected by this problem, had already taken concrete steps to solve it and a large number of refugees had already been settled on the land available in East Punjab. The process of settling the urban class of refugees was somewhat more difficult and complicated. These refugees consisted of professional men, artisans, traders and those who were engaged in industry. The task of enabling them to settle down was beyond the resources of individual provincial Governments. The Central Government had, therefore, to step in and undertake this responsibility. Credit facilities on a large scale were absolutely essential if this class of refugees was to settle down in any useful occupation. It was not obviously possible for the ordinary commercial banks to grant the necessary loan facilities for these men for the obvious reason that the loans to such men must necessarily be for fairly long periods and an ordinary commercial bank was not expected to advance loans for such a purpose. The active intervention of the Government of India, therefore had become necessary in this respect.

The House agreed to the Finance Minister's motion and referred the Bill to a Select Committee.

(The Gazette of India, Part V, dated  
7-2-48, pages 69-75.  
The Hindustan Times, 4-2-48.)

Government of India sets up Development Board for  
Rehabilitation of Refugees.

In view of the urgency of rehabilitating a very large number of refugees who are without any gainful occupation, the Government of India has decided to set up a Rehabilitation and Development Board, stated a Press communique issued by the Government of India in the second week of February.

The Board will consist of Mr. Aftab Rai (Chairman) and two other members. The functions of the Board will have particular reference to the rehabilitation of refugees and will include both planning and execution of schemes suitable for this purpose. It will make a quick survey of the resources of the country from this point of view, examine the schemes already in existence and prepare such other schemes as may be found necessary. The Board will, in this connection, consider the development of cottage and small-scale industries and when possible their integration to major industries.

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The Board will also assist the provincial and State Governments in expediting the execution of schemes financed wholly by those Governments. In regard to schemes financed partly by the Centre, the Governments concerned will function in close collaboration with the Board.

The Board will function under the Ministry of Relief and Rehabilitation.

(The Statesman 9-2-1948).

Review of Progress in Resettlement of Refugees:  
Over 1,700,000 already settled on land in East Punjab.

The various steps hitherto taken in India for resettling displaced persons including schemes for the development of arable waste land, starting of new industries and provision of accommodation, taccavi and other loans for restarting businesses are summarised in a press note issued by the Government of India early in February.

Resettlement schemes in East Punjab.- The East Punjab Government is setting up a Development Board which will be entrusted with the overall task of stepping up industrial development of the province. Simultaneously, plans for the development of the Simla Hill tracts and the Kulu Valley are under consideration. There is close co-operation between the Ministry of Relief and Rehabilitation and the provincial Government in the framing of these schemes for the rehabilitation of displaced persons and their progress is reviewed every fortnight at the meetings of the Joint Rehabilitation Board, presided over by Mr. K.C. Neogy, Minister for Relief and Rehabilitation in the Government of India.

According to latest information, about 1,700,000 displaced persons have already been resettled on land in the East Punjab on about 2,700,000 acres. There are still about 500,000 acres of cultivated land available for allotment. To re-establish village economy, the East Punjab Government is expediting the dispersal of refugees in villages, specially those who have been allotted land or shops and others who are essential artisans. Huttled accommodation is being provided for the new settlers and grants are being made for the purchase of food. Taccavi loans amounting to 16,650,000 rupees have also been sanctioned by the East Punjab Government for distribution among rural settlers for the purchase of bullocks, seed and fodder. Repair of wells and houses in villages is also being financed from these loans. Another 5,00,000 rupees have been sanctioned for distribution as loans to destitute refugees settling in villages in the districts of Hissar, Karnal, Ambala, Ferozepur, Rohtak, Hoshiarpur, Jullundur, Gurgaon, Amritsar and Gurdaspur.

The East Punjab Government has decided to allot a large number of industrial concerns left by evacuees to deserving displaced persons from Western Pakistan at reasonable rent. It is estimated that nearly 4,000 factories, both registered and unregistered have been idle in the province since 15 August, 1947, involving about 100,000 workers. The expanded J

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industrial training facilities in the province are expected to provide facilities to about 8,000 refugees to receive training in vocations which were previously carried on by Muslims.

Resettlement in Indian States.- In Patiala State 135,671 refugees have been settled on land available in 640 villages. A large number have also found employment in factories and business concerns. The target for resettlement on land in Patiala is 200,000.

Over 10,000 men have been sent to the Bharatpur and Alwar States by the Ministry of Relief and Rehabilitation for settling on land. A number of Indian States have offered to employ refugees/contractors in various nation-building schemes. A co-ordinating body representing the Central Ministry of Relief and Rehabilitation, the Ministry of States, the East Punjab Government and, representatives of Indian States is being set up, to secure concurrence on rehabilitation schemes and to organise machinery for implementing these schemes.

Resettlement in United Provinces and Bombay.- Among the provincial Governments, the United Provinces Government have scheme for absorbing refugees on 10,000 acres of land in the Naini Tal Terai region. The present plan envisages a system of co-operative farming so that co-operative enterprise may develop into "joint farm management". No sub-letting or fragmentation will be allowed. The area will be divided into four farms of 1,500 acres each. For each colonist who settles on land, the Government of India will pay a subsidy of 500 rupees and a similar sum will be paid by the provincial Government. In the initial stages all possible facilities will be given to the new settlers such as free fencing, use of tractors, building of roads, drainage, hospitals and water supply system. Short-term loans will be advanced and plans are also in hand to encourage industries in the area. The United Provinces Government has also plans to absorb refugees in small and medium size industries in which both men and women will be employed. A number of firms which had workshops in Sialkot in Western Punjab are being helped to establish themselves in Meerut and Agra where they will undertake manufacture of sports and leather goods. Schemes of dairy and mixed farming are also being considered.

In Bombay, about 250,000 displaced persons have already been settled, including about 100,000 absorbed in the Bombay city alone. Most of the refugees in Bombay province are from urban areas of Western Pakistan where they were engaged in trade or commerce or employed in mercantile and commercial houses.

Placing through Employment Exchanges.- A number of refugees have also been helped to find work by the Directorate-General of Resettlement and Employment. During December 1947 refugees numbering 24,631 registered themselves and 3,899 involving 15,697 dependants were placed in employment. The total number of refugees who had registered themselves with the various exchanges till the end of December 1947 was 64,224 of whom 10,566 involving 47,342 dependants had been placed in employment.

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Measure

Sind Economic Rehabilitation Bill, 1948: ~~Recrut~~  
passed by Legislature.

The Sind Legislative Assembly passed on 6 February 1948 a Government Bill providing for the economic rehabilitation of Sind.

The Statement of Objects and Reasons appended to the Bill points out that owing to the communal disturbances consequent on the partition of India there has been widespread migration of non-Muslims from Sind. These have left behind their lands, houses and business undertakings of several kinds. It is necessary to provide for the continued cultivation of the lands and the functioning of business undertakings useful to the economy of the province. This can only be done if Government has powers to take over the property abandoned by the owners and arrange for its management. The Bill provides for the leasing out of the abandoned property to refugees to assist them in resettlement.

( 'Dawn' 7-2-1948.

The Sind Government Gazette Extraordinary dated 16-1-1948 pages 11 - 16.)

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CHAPTER 5. WORKING CONDITIONS - INDIA - FEBRUARY 1948.

51. Hours of Work.

Assam: Draft Rules under Factories Act.

The Government of Assam published in the last week of January 1948 the draft of certain rules it proposes to make in ~~exercise~~ exercise of the powers conferred on it by the Factories Act, 1934. The draft rules specify the conditions under which exemptions from the provisions of the Factories Act relating to hours of work shall be granted to adult male ~~sugar~~ workers engaged in urgent repairs, in attending to boilers and prime movers in continuous processes, in sugar factories, ~~in~~ tanneries and flour mills; and to adult workers engaged ~~in~~ in the maintenance of machinery and plant or in the despatching and receiving of goods, in rice mills, tea factories and mustard oil mills.

The draft is to be taken into consideration on or after 16 April 1948.

(The Assam Gazette, Part II dated, 28-1-1948, pages 51-53).



Welfare and Health Measures in Coalfields.

Answering a question in the Constituent Assembly of India (Legislative) on 11 February 1948, Mr. Jagjivan Ram, the Labour Minister, gave a brief account of the activities ~~relating to coalmines~~ relating to coalmines Labour Welfare.

Women's Welfare.- Fourteen demonstration centres for women's welfare had started functioning in the coal area. Visual and craft education was being provided in these centres to women and children. They also ran shops where consumers' goods were made available to miners at less than market rates. The Women's Section also ran a mobile cinema for free shows to the miners. On an average 20 shows per month were put up.

Medical facilities.- Regional hospitals and maternity and child welfare centres had been constructed and were being equipped at three centres. Some of the medical equipment was being obtained through the Directorate General of Disposals. Selection of staff would be made shortly. Arrangements for water supply, electricity, etc., were being made.

Anti-malaria operations were ~~not~~ being continued as before and the incidence of malaria in the coalfields had been considerably reduced. On the preventive side, intensive larvicidal measures directed against aquatic stages of mosquitoes were being reinforced by their spray-killing with D.D.T. The new anti-malaria drug Paludrine was used on the curative side. With effect from 1 March 1948, the Malaria Institute of India would take over the malaria control operation in the Korea coalfields.

With a view to tackle the problem of tuberculosis, it was proposed to construct during 1948-49 three static clinics at places to be selected by the Coal Mines Labour Welfare Fund Advisory Committee. The clinics were expected to cost about 600,000 rupees non-recurring and 129,000 rupees recurring.

A grant of 25,000 rupees had been made for the purpose, from the Coal Mines Labour Welfare Fund, of an 'X' Ray Unit for the benefit of colliery workers in the Central Provinces coalfields. Another grant of 14,000 rupees had been made to the Bengal Coalfields Sub-Committee of the Coal Mines Labour Welfare Fund Advisory Committee for organising and conducting a second refresher course of training for the medical officers in collieries.

(The Hindustan Times, 12-2-1948;  
Unofficial Note dated 11-2-1948, issued  
by the Press Information Bureau of the  
Government of India ).

Admission of Women to Government Service:  
Resolution in Madras Legislative  
Assembly.

In the Madras Legislative Assembly, on 29 January 1948, Begum Amiruddin moved a resolution recommending the appointment of a Committee of Legislators and representatives of women's organisations to consider "the removal of the statutory bar that exists at present to the appointment of women to certain posts in Government services in the province".

Begum Amiruddin's demand.- Moving the resolution, Begum Amiruddin urged that appointments to Government service, should be on the basis of merit and merit alone and sex should be no bar. In making this demand, she said, she asked for no concession, privilege or favoured treatment; she was demanding only the just due of her sex. It was derogatory to the dignity of womanhood that because of sex, women ~~xxx~~ who were duly qualified, should be refused appointment to certain posts. (Asking why the Madras Government still refused to appoint women as professors, lecturers or principals of men's colleges, Begum Amiruddin pointed out that even in a subject like midwifery which specially pertained to women, under the Rules a woman could not become a professor or lecturer. Nor were women allowed to become dental surgeons in the Medical Department. For appointments such as typists in the Judicial Department, women were disqualified.) The reason, presumably, was the common belief that women could not keep secrets. (There was a theoretical recognition in Section 275 of the Government of India Act of the right of women to appointments under the Crown, except to those excluded by special or general orders of the Governor or Governor-General. She wanted this recognition to be fully implemented in practice.)

(Begum Amiruddin also urged further that the principle of equal pay for equal work should be fully implemented. The fact that this principle had not been accepted in other countries like England should not be advanced as an argument for not giving effect to it in India.)

Home Minister's Reply.- Replying to the debate, Dr. Subbaroyan, the Home Minister, expressed the Government's sympathy with the idea underlying the resolution. The Government, however, felt that there was no need for a committee to go into the question, because having accepted the principle, it would examine the possibilities of removing the restrictions that had been placed on women. In India unlike England, women had rather an easy time in getting their rights established. India's culture and tradition had always respected womenfolk and the "unseen influence" that women exercised in Indian homes was known only to India. He assured Begum Amiruddin that she need not be under any apprehension that the Government would not do all that lay in its

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power to remove the disabilities which she had adverted to,  
and expressed the hope that in view of this assurance she  
would withdraw her resolution.

The resolution was withdrawn by leave of the House.

(The Hindu, dated 30-1-1948).

Working of Factories Act in Madras during 1946.

Number of factories and workers.- The report of the Chief Inspector of Factories on the working of the Factories Act in Madras for the year 1946 shows that there were 3,554 factories at the end of the year as against 3,217 at the end of 1945. Of the 3,554 factories 3,449 were in commission. Of the latter 3,072 were non-seasonal and 377 seasonal. The average number of workers employed daily in the 2,868 factories which submitted the annual return in time was 262,292 as against 279,176 in 1945. The decrease in the number of workers is due to the non-submission of returns by 581 factories.

Inspections and prosecutions.- Of the 3,449 factories in commission, 1,126 were inspected once, 1,284 twice, 604 thrice and 221 more than three times. The total number of inspections made was ~~6,421~~ 6,421 as against 6,931 in 1945. The total number of inspections and visits made by the full-time Inspectors during the year ~~were~~ were 6,126, as against 6,415 in the previous year.

The occupiers and managers of 114 factories involving 151 persons were prosecuted during the year. Convictions were obtained on 130 counts against 65 factories involving 76 persons. A sum of 7,266 rupees was imposed as fines ranging from a minimum of 5 rupees to a maximum of 500 rupees. In ten cases, the managers of factories were prosecuted and convicted for employing children without certificates of physical fitness.

Health, welfare and safety.- During the year, the health of the workers was generally good and cleanliness of factory premises and their surroundings was maintained fairly well. Special attention was paid to the abatement of dust nuisance in cotton and jute mills, cotton ginning and pressing factories, rice mills, groundnut decorticating factories, tea and coffee curing factories, wood workshops and cement works by enforcing the provisions of section 14 of the Factories Act to provide exhaust fans, cyclone dust respirators, vacuum cleaners and adequate roof and window ventilators, as the case may be, and the wearing of respirators and face masks by the workers.

At the end of 1946, 118 factories provided housing accommodation to their employees, 34 provided schools for the benefit of their workers and their children, 98 maintained canteens and 68 cooperative societies and stores.

Accidents.- The total number of accidents reported for the year was 5,481 as against 5,526 in the previous year. Of the 5,481 accidents, 41 were fatal, 1,105 serious and 4,335 minor as against 50, 1,448 and 4,028 respectively, in the previous year. Textile mills and Railway works reported that a large number of reported accidents were due to the employment of a great number of unskilled workers, who had ✓

not acquired a safety-first consciousness.

In 105 cases, the injured persons were paid compensation amounting to 40,020 rupees 4 annas and 8 pies.

Loss of working days due to sickness.- 1,274,000 working days were lost due to sickness in 1946 as against 1,301,200 during 1945.

from the  
(Summarised Report on the Working of the  
Factories Act in the Province of Madras  
for the year 1946, Government Press,  
Madras, 1948 ).

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59. General - India - February 1948.

Factories Bill, 1947, referred to Select Committee:  
Labour Minister's speech in Constituent Assembly of  
India (Legislative), 30-1-1948.

The Constituent Assembly of India (Legislative) adopted on 30 January 1948 a motion moved by Mr. Jagjivan Ram, Minister of Labour in the Government of India referring the Factories Bill, 1948, (vide pages 2-4 of the report of this Office for December 1947) to a Select Committee of the House. Mr. Jagjivan Ram claimed that if the House agreed to the Bill the number of industrial establishments subject to control would be trebled and statutory protection would be ~~extended~~ extended to 3.5 million factory workers in British India.

Mr. Jagjivan Ram's speech: attempt to conform to I.L.O. Code. - In framing the new revised Factories Bill, Mr. Jagjivan Ram stated, the Government had tried to implement as many of the provisions of the International Labour Organisation Code of Industrial Hygiene as are practicable under Indian conditions. The provisions relating to periodical medical examination of young persons and the submission of plans of factory buildings were also from I.L.O. Conventions. The British Factories Act, one of the most comprehensive pieces of legislation on this subject, had also been freely drawn upon.

The object of the Bill, the Labour Minister stated was not only to consolidate the law relating to working conditions in factories, but also to introduce certain important new features. The following were among the more important changes proposed in the Bill:-

(1) widening of definition of 'factory' - The existing factory law applied only to industrial establishments where a manufacturing process was carried on with the aid of power and where 20 or more persons were working. There was an enabling provision authorising provincial Governments to extend the provisions of the Act to establishments using power and employing 10 or more workers. But this enabling provision had been made use of only to a very limited extent. It was now proposed that the law relating to factories should be made applicable to all industrial establishments employing 10 or more workers ~~where power was used~~ where power was used and 20 or more workers in all other cases. As a result of this change the number of establishments subject to control was likely to be trebled. The number of workers to whom the protection of the Factories Act would extend would increase immediately from 2.5 to 3.5 million. The country was now setting upon an era of industrial expansion and all were agreed that, as far as possible, this industrial expansion should not take the form of a limited number of big factories, but rather of a large number of small industrial establishments dotted all over the country. It, had therefore, become all the more necessary that the law relating to factories should be made applicable to the smaller establishments also.

(ii) abolition of distinction between seasonal and non-seasonal factories- The distinction made in the Act at present in force between seasonal and perennial factories had led to a certain amount of laxity in the enforcement of standards relating to safety and health in the case of ~~seasonal~~ <sup>seasonal</sup> factories on the ground that these worked only for part of the year. Whether a factory worked for a part of the year or for the whole year, provisions relating to safety, health and welfare should be equally applicable and the Bill, therefore, did away with the distinction between perennial and seasonal factories.

(iii) working conditions- It was his opinion and he felt sure that all members would agree with him that regulations relating to cleanliness, ventilation, lighting, supply of drinking water, the provision of sanitary conveniences, fencing of machinery, hours of work, weekly day of rest, prohibition of the employment of children and reduced hours of work for adolescents should be applied to all work places, irrespective of the number of people employed. To enable the provincial Governments to do this, a provision (Section 86) had been added giving power to Provincial Governments to apply these provisions to any premises where a manufacturing process was carried on, with or without the aid of power, except where the work was done by the worker solely with the aid of his family.

(iv) Elaboration of Safety provisions.- The elaboration of the provisions relating to health, safety and welfare also deserved attention. The existing Act left far too many things to be covered by rules or to be done at the discretion of the Inspector. The rules were not always uniform, and the discretion could not be exercised in an uniform way. Another serious defect in the existing legislation was that there was no obligation on the factory owner installing new machines, not specifically covered by the rules or notified by the Inspector as dangerous, to take any measures for the safety of his workers. The Bill, therefore, laid on the factory owner a clear and definite responsibility for taking all measures necessary to secure the safety of workers in his factory. The precautions to be taken and the standard to be observed in regard to health and safety measures were clearly prescribed in the Bill itself. The sections relating to the casing of new machinery, ~~XXXXXXXXXXXXXXXXXXXX~~ hoists and lifts, cranes and other lifting machinery, pressure plants, precautions to be taken against dangerous fumes, explosive or inflammable gases were also new. The obligation relating to the casing of new machinery, had been imposed not only on the factory ~~XXXXXX~~ owner, but on the manufacturer of the machinery or his selling agents as well. In the Chapter dealing with the disposal of wastes and effluents, the specific provisions relating to ventilation and temperature were new. ~~But~~ Similarly, the sections relating to the provision of cool drinking water during hot weather, the employment of cleaners to keep the water closets clean, the obligation to ~~XXXXXX~~ provide sanitary water closets in all establishments were new provisions. In the chapter relating to welfare, a provision had been included that in every factory where workers were obliged to work in a standing position, suitable arrangements for seating should be provided, so that they might rest whenever they got an opportunity.

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(v) Provision for associating workers with welfare measures.- Again, if arrangements for the welfare of workers were to be successfully managed, it was essential that workers must realise their responsibilities in the matter and should be actively associated in their management. Section 50 of the Bill provided for such association. An enabling provision had also been made under which the owner of any factory, employing 500 or more workers might be required to appoint a suitable Welfare Officer, with the specific duty of looking after the welfare of the workers.

(vi) Prior scrutiny of plans and layouts.- Another important change was the one embodied in Section 7 providing for the prior scrutiny of the plans and specifications of factory buildings and their layout by the Factories Inspectorate.

(vii) Raising of minimum age for employment.- As regards the minimum age for admission to employment, the Bill raised this from 12 to 13. Young persons who had not attained the age of 18 years, instead of the present limit of 17, would be considered as adolescents. If they had not ~~reached~~ reached sufficient physical maturity to be classed as adults, their hours of work would be only 4½ hours instead of the present limit of 5. The provisions relating to medical examination of young persons had also been strengthened providing for such examination not merely before initial employment, but every year.

New provisions had also been included in the Bill granting holidays with pay to workers who had put in six months' service and requiring employers and medical practitioners to give information regarding accidents in factories causing death or serious injury or of diseases treated. Changes had been made also in the Penalties Chapter, providing for the imprisonment of the employer contravening the law upto three months for the first offence and upto six months for the second and subsequent offences. Requesting the House to agree to his motion and refer the Bill to a Select Committee, the Labour Minister declared that when the Bill was passed into law, they would have placed on the Statute Book a Factory Law, which if properly enforced, would secure a marked and distinct improvement in working conditions.

Debate in Assembly.- A number of members took part in the debate following the Labour Minister's speech. Mr. R.K. Sidhwa, supporting the motion for reference to a Select Committee, welcomed the inclusion of seasonal workers within the scope of the Bill and the raising of the age-limit in the case of children. Stating that the owners must pay greater attention to the comforts and conveniences of the labourers if production had to be increased, he suggested the installation in all factories of electric fans, proper ventilators and sanitary arrangements. Mr. Tajjamul Hussain suggested that the age for employment of children should be raised to 15 and there should also be an age limit for retirement with pension, while Mr. V.C. Kesava Rao emphasising that the economic development of the workers was more important than their social welfare, asked for the inclusion in the Bill of provisions for profit-sharing, housing and compulsory pension schemes. Another speaker, Mr. Z.H. Lari, welcomed the measure



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but said that the real task before the Government was not only to enact such legislation but also to take steps to enforce that legislation. A number of provisions embodied in the present Bill were also included in the Act of 1934, but these provisions, for all practical purposes, had remained a ~~dead~~ dead letter. He suggested the formation of a standing committee consisting of representatives of labour, employers and independent persons to look to the working of the provisions of the Bill. He also opposed the suggestion of power being given under the Bill to the provinces to exempt certain factories from the operation of certain clauses. ~~While~~ Supporting the motion to refer the Bill to a Select Committee, Mr. B. Das urged that, while framing labour legislation, the Government should not be carried away by sentiments and should not entirely copy Western models. The ideas propounded in the Bill, he criticised as "butlandish" and unsuited to conditions prevailing in India. He was in favour of dropping all the general conventions on labour and the formation of an Asiatic labour organisation.)

Mr. Jagjivan Ram's reply.- Replying to the debate Mr. Jagjivan Ram, emphasised that the Bill was not a revolutionary measure but a modest beginning towards a great objective. Denying that the Government was blindly copying the west, he stressed that it was only taking advantage of the experience of the western countries. He did not agree with the argument that the provisions of the Bill might strangle industry, and even granting that reduction of working hours and payment of fair wages to workers would add to the cost of production, there were, other items he felt which might be cut for reducing the cost of production. In this connection he suggested that some thought might be given to the question of how much profit the industrialists in India were making. As for the provision in the Bill giving power to provincial Governments to exempt certain categories of factories from the operation of the Act, this had been done with a view to allowing some time to the provincial Governments to set up a proper machinery for inspection. There was another difficulty also apart from finance, namely, the availability of the necessary technical personnel for the inspectorates. These limitations were the reason for the latitude given to provincial Governments.

As has already been stated above the House finally adopted the motion referring the Bill to a Select Committee. The Select Committee is to report on the first day of the next session of the Assembly.

(Unofficial Notes dated 30-1-1948, issued by the Press Information Bureau of the Government of India; The Hindustan Times, dated 31-1-1948 ).

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Conditions of Work of Municipal Sweepers in  
United Provinces: Recommendations of Enquiry  
Committee.

Problems relating to the welfare of sweepers have always been a matter of major concern to the Congress Ministry in the United Provinces and in September 1946 a committee was appointed to inquire into the wages and conditions of work of sweepers employed by local bodies in the Province. This Committee has now submitted its report and its recommendations which cover a wide field are calculated to secure as far as practicable, under the existing social and economic conditions, material betterment and moral uplift of sweepers. While some of these are still under consideration, (the Government of the United Provinces has already accepted the recommendations summarised below and has directed the local bodies to give effect to them at once.)

Hours of work.- For full time employees, whether male or female, the hours of work should be 6 to 7 hours per day and roads-sweeping should start at 7 a.m. in winter and 5 a.m. in summer.

Recruitment, promotions, etc.- A waiting list of sweepers should be maintained and recruitment should be made personally by the Officer in charge. Future vacancies of Jamadars should be filled up to 40 per cent by promotion of suitable sweepers, subject to the qualifications laid down by the Boards for Jamadars. The percentage of such appointments, should be gradually increased so that ultimately jamadars may be mainly recruited by promotion from the sweepers. Dismissal should be subject to appeal to the Chairman of the local body, punishments should be based on written charges and fines should on no account exceed one anna in the rupee.

All part-time or full-time sweepers should hence forth be treated as permanent servants of the boards.

Payment of Wages.- Pay should always be disbursed in the presence of a responsible Officer on a fixed date, and moneylenders should on no account be allowed to be present when pay is disbursed. Byelaws should be framed laying down a standard of payment for cleaning work in private houses undertaken by municipal sweepers.

Weekly and annual holidays.- On Sundays and such other holidays as may hereafter be prescribed by Government all full and part-time workers should get half the working period off. In a year casual leave up to 14 days and privilege leave up to 20 days, or 20 days' pay in lieu thereof if no substitute is available, should be allowed.

Medical leave should be granted for the first 15 days on full pay, for the next 15 days on half pay and thereafter without pay.

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Maternity leave.- For female sweepers maternity leave for two months in cities and for one month and a half in other towns should be allowed. One month's leave should be allowed in cases of abortions.

As regards the wages of sweepers, the Committee has divided all the local bodies in the United Provinces excepting Kanpur into 5 classes and recommended for each of them appropriate wage and dearness allowances scales, and special allowances for particular types of work such as sewer cleaning, and carting nightsoil and rubbish. Separate scales have been recommended for Kanpur. The Government has directed that the local bodies should give effect to these recommendations as from 1 October 1947.

(Labour Bulletin, Monthly Publication of the Labour Department of the United Provinces, August, 1947).

Conditions of Work in U.P. ~~SUGAR~~ Sugar Industry:  
Decisions of Tripartite Conference.

A press communiqué dated 29 January 1948 issued by the Government of the United Provinces announced that after a cordial tripartite conference between Government, the Indian Sugar Syndicate and the United Provinces and Bihar Sugar Mill Workers' Federation, Gwaltoni, Kanpur, a number of decisions had been taken in respect of resolutions passed at the Pilibhit Conference of the United Provinces and Bihar Sugar Mill Workers' Federation, Gwaltoni, Kanpur. (Reference was made at page 47 of the report of this Office for January 1948 to some ~~of~~ concessions which had been provisionally granted to the sugar workers subject to confirmation by the Syndicate). The more important among these are:

1. As a gesture of goodwill in spite of the award of 25 per cent of the profits only as bonus for 1946-47, the industry will pay bonus on a more generous scale and where the amount of cane crushed during the 1946-47 season exceeds 2 million maunds the rate of bonus will rise to 4 annas per maund of sugar produced.

2. The industry will pay labour an extra bonus of one rupee per maund on all stocks left over from last season at the time of de-control.

3. In view of the large preponderance of unskilled seasonal labour employed in the sugar industry and in the somewhat critical phase through which it is passing, the industry cannot bear any payment of any retaining allowance to unskilled seasonal labour. But a retaining allowance of 50 per cent of their wages will be paid commencing from the 1947-48 season to skilled and semi-skilled seasonal workers belonging to specified categories.

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4. Rationing of factory workers in sugar factories has already been ordered and will be implemented.
  5. The Standing Orders will be referred to the sugar Industry Conciliation Board for revision.
  6. A constitution for works committees will soon be drawn up and a date limit for the formation of works committees will be laid down by Government order.
  7. The conciliation and adjudication machinery is being improved almost immediately.
  8. The system of daily wages will be replaced by monthly wages as far as possible. Sugar factories will also eliminate the middleman and employment through contractors as far as possible.
  9. The industry has already recognized the United Provinces and Bihar Sugar Mill Workers' Federation, Gwaltoli, Kanpur, and will give it and unions affiliated to it all reasonable facilities.

(Government of Gazette of the United Provinces, Extraordinary, dated 29-1-1948, pages 1-2 ).

United Provinces: Industrial Employment  
(Standing Orders) Act extended to Oil  
Mills.

By a notification dated 6 February 1948 the Governor of the United Provinces has directed that the Industrial Employment (Standing Orders) Act, 1946, shall hereafter apply to all industrial establishments in the province which are members of the United Provinces Oil Millers' Association, Kanpur, irrespective of the number of workmen employed by them.

(No. 221(L)/XVIII-478(L)-47, dated 6-2-1948, Government Gazette of the United Provinces, Part I, dated 14-2-1948, page 113 ).

CHAPTER 6. GENERAL RIGHTS OF WORKERS 57

64. Wage Protection - India - February 1948.

Pakistan: Proposal to extend Payment of Wages Act to Coalmines and Oilfields.

By a Notification dated 23-29 January 1948 the Government of Pakistan has given notice of its intention to extend, with effect from 15 June 1948, the provisions of the Payment of Wages Act to the payment of wages to persons employed in coal mines and oilfields.

(No.L.R. 8(3)/48-I dated 23/29 January 1948,  
The Gazette of Pakistan, Part I Section 1,  
dated 6-2-1948, page 34 ).

Bombay: Draft Notification under Payment of Wages Act: Contract Labour in Railways to be protected.

The Government of Bombay published on 12 February 1948 the draft of a Notification it proposes to issue under the provisions of the Payment of Wages Act, 1956, introducing a number of amendments in the Bombay Payment of Wages (Minor and Indian State Railways) Rules, 1957, extending the rules to contract labour employed in railways. The proposed amendments extend the application of the rules to labour employed by a contractor employing, on an average, 20 or more persons, daily in any one month in the preceding 12 months; define the persons who are authorised to impose fines; prohibit the imposition of a fine and deductions for damage or loss from the wages of a person employed by a contractor until the person authorised to impose the fine or to make the deduction has explained personally to the said person the act or omission or damage or loss, in respect of which the fine or deduction is proposed to be imposed and the amount of the fine or deduction, which it is proposed to impose, and has heard his explanation in the presence of at least one other person; and provide that an advance of wages not already earned shall not ordinarily exceed an amount equal to two calendar months' wages of the employed person. The draft rules further prescribe the maximum number of instalments in which such advances may be recovered and provide that in no case shall the amount of instalment exceed one-fourth of the wages earned in one month.

The draft notification is to be taken into consideration on or after 12 May 1948.

(The Bombay Government Gazette, Part IV-A, dated 12-2-1948, Pages 81-84 ).

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Orissa: Payment of Wages Act extended to Employees  
in Public Motor Transport.

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In exercise of the powers conferred by the Payment of Wages Act, 1936, the Governor of Orissa has extended the provisions of the Act to the payment of wages to all classes of persons employed in motor vehicles plying under stage carriage permits and public carriers permits in the province of Orissa.

(Notification No.524-Com., dated 4-2-1948,  
The Orissa Gazette, Part I, dated  
6-2-1948, page 68 ).

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66. Strike and Lockout Rights - India - February 1948.

Congress Working Committee's Resolution denouncing  
Strikes: Socialist Leader's criticism.

Meeting at New Delhi on 26 January 1948, the Working Committee of the Indian National Congress adopted a resolution characterising any interruption of industrial production, whatever its cause or justification, as a challenge and menace to the nation and warning the workers against permitting themselves to be misled by elements which were anxious to exploit the ignorance of the workers to advance their own ends, regardless of the real interests of the working classes and impervious to their suffering and financial loss. The resolution, at the same time, urged employers to redress at once all legitimate grievances of labour, paying the latter a fair wage and creating ~~best~~ healthy conditions of work. Mahatma Gandhi, Mr. Jagjiwan Ram, Minister of Labour in the Government of India, and Mr. B.G. Kher, the Prime Minister of Bombay, attended the meeting by special invitation.

The resolution stated that, having regard to the supreme urgency of stepping up overall production to relieve the hardship caused by the acute shortage of essential commodities in India, the Working Committee welcomed the timely lead given by the Industries Conference convened by the Government of India in December 1947, to bring about management-labour collaboration in the maintenance of industrial peace. The Working Committee was, however, distressed that while the country was looking forward to a period of industrial peace and a vigorous production drive as envisaged by the Industries Conference, there had been, during the last few weeks, some ugly manifestations of labour trouble in certain areas by way of strikes, stoppage of work and lock-outs, which clearly constituted a threat to any programme of economic reconstruction and self-sufficiency. The Working Committee, therefore, condemned these developments as acts of great disservice to the country which were bound to hinder progress and prolong the hardship of the community in general, and the poorer classes in particular. Any interruption of production, whatever its causes and justifications, could not, in the context of prevailing conditions, be viewed except as a challenge and a menace to the community.

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Appeal to employers and workers.— The Working Committee, therefore, appealed to employers and labour to implement the decisions of the Industries Conference—to employers to redress without loss of time all legitimate grievances of their workers, pay them a fair wage and create healthy conditions of work, and, to labour to understand its rights as well as obligations and to maximise the production of goods and services to the best advantage of the country.. The Indian National Congress had pledged itself irrevocably to the cause of the toiling masses—whether they be workers in the fields or factories—and would do everything in its power to mitigate their hardships and improve their standard of living. The Committee, however, noted with regret that certain elements were anxious to exploit the ignorance of the workers to advance their own ends, regardless of the real interests of the working class and impervious to their suffering and financial loss. The Committee, the resolution continued, could not but view this development as a grave danger to peaceful progress and economic development of the country. The Committee, therefore, appealed to labour to beware of this danger, to keep the interests of the country above any group or party, to rise equal to the grave crisis that faced the nation, to do everything in its power to increase the production by avoiding strikes and ~~inactivity~~ to make full use of the machinery set up by law for the redress of its legitimate grievances.

Support for I.N.T.U.C.— The resolution finally stated that as a concrete evidence of its desire to help the healthy growth of trade unionism in the country, the Congress had decided to encourage the Indian National Trade Union Congress which was devoted to the cause of labour. Instances had, however, come to light of congressmen indentifying themselves with other parallel workers' organisations. The resolution, therefore, made it clear that Congressmen should not join any other labour organisation and should actively support the Indian National Trade Union Congress.

Socialist leader's criticism of resolution.— Criticising the Working Committee's resolution as laughable, Mr. Jai Prakash Narain, the Socialist leader, in a statement to the press, has urged that "the Working Committee, instead of meeting periodically and making pontifical declarations, should get down to business and do something concrete". The building up of India required sacrifices, but if the sacrifices were to be forthcoming, they should be equitably shared. The worker should be made to feel that ~~the~~ he was working for the country and not for the profit-seeker. The Industries Conference had adopted resolutions conceding fair wages, control of profits, national, regional and functional joint boards, and works councils, but nothing tangible had yet been done giving effect to these decisions. These principles so essential for truce between labour and capital still remained on paper and the workers wanted tangible evidence that they were meant seriously and were being applied.

(The Statesman, dated 27-1-1948;  
The Hindustan Times, 29-1-1948 ).



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Madras: Sugar Industry declared Public Utility  
Service.

In exercise of the powers conferred by the Industrial Disputes Act, 1947, the Governor of Madras has declared the sugar industry in the Province of Madras to be a public utility service for the purposes of the Act for a period of six months from the date of publication of the notification.

(G.O. Ms.No.108, Development, 8th January 1948,  
The Fort St. George Gazette, Part I, dated  
27-1-1948, page 66 ). ✓

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67. Conciliation and Arbitration - India - February 1948.

Madras Industrial Disputes Rules, 1948.

The Draft of the Madras Industrial Disputes Rules 1947, to which reference was made at page 3 of the report of this Office for May 1947, has now been approved and published as the Madras Industrial Disputes Rules, 1948. The Rules which have been framed under the Industrial Disputes Act, 1947, prescribe the manner in which Works Committees should be set up and worked, outline the procedure which should be followed in referring industrial disputes to Boards, Courts or Tribunals and define the powers of these agencies.

(Rules Supplement to Part I of the  
Fort St. George Gazette, dated  
17-2-1948, pages 26-35).

U.P. Industrial Disputes Act, 1947:  
Extended to Sugar Industry in the  
Province.

By a notification dated 10 February 1948 the Government of the United Provinces has declared the sugar industry and every undertaking connected with the manufacture or distribution of sugar to be a public utility service under the United Provinces Industrial Disputes Act, 1947, for a period of six months in the first instance.

(Notification No. 444(A)/XVIII-217(L)-47,  
dated 10-2-1948: Government Gazette of  
the United Provinces, Extraordinary,  
dated 10-2-1948, page 1 ).

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68. Labour Courts - India - February 1948.

Standing Industrial Tribunal set up for  
Coalfields.

A notification published in the Gazette of India on 7 February 1948 announced the Government of India's decision to set up a Standing Industrial Tribunal for the coal area. The Tribunal will consist of a single member, Mr. F. Jeejeebhoy, who was formerly the Chief Judge of the City Civil Court, Rangoon, and lately Legal Adviser to the Government of Burma. The headquarters of the Tribunal will be at Dhanbad.

Although the Tribunal is intended primarily for resolving disputes in the coalfields, it is understood that other disputes may also be referred to it at the instance of the Central Government.

(The Gazette of India, Part I, Section 1,  
dated 7-2-1948, page 179;  
Unofficial Note dated 6-2-1948 issued by  
the Press Information Bureau, Government  
of India ).

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CHAPTER 7. EMPLOYMENT AND UNEMPLOYMENT - INDIA -  
FEBRUARY 1948.

71. Organisation of the Labour Market.

Pakistan: Essential Personnel (Registration)  
Ordinance, 1948: Compulsory registration of  
Skilled Workers Ordered.

R

The Governor-General of Pakistan promulgated on 17 February 1948 the Essential Personnel (Registration) Ordinance, 1948, requiring all essential personnel over the age of 18 and under the age of 55 years, residing in Pakistan and not being employees of the Central or any provincial Government of Pakistan, to register themselves at employment exchanges. The Ordinance has been promulgated because it is thought necessary to take power to require essential personnel to register at the employment exchanges set up by the Government. It extends to whole of Pakistan and came into force on the date of promulgation.

Categories of essential personnel.— Under Schedule I of the Ordinance the following have been declared as essential personnel: Engineer (Civil); Engineer (electrical); engineer (mechanical); engineer (aeronautical); engineer (wireless); engineer (sound); engineer (marine); chemist, metallurgist, geologist, mineralogist, meteorologist, workshop foreman, surgeon, physician, radiologist, pathologist, bacteriologist, dentist, public health officer, nurse, and veterinary surgeon.

Penalties.— Any person, having the qualifications specified and being within the age limits prescribed, who fails, without sufficient cause, to apply for registration within two months, is liable on conviction, under the provisions of the Ordinance, to be sentenced to a fine up to an amount not exceeding 500 rupees.

(Ordinance No. X of 1948; The Gazette of  
Pakistan Extraordinary, dated 17-2-1948,  
pages 57-62 ).

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India: Employment Exchanges: Working during  
January 1948.

Employment situation.- The employment exchanges reported little change in the employment situation during January 1948. There ~~was~~ was little industrial development, the main handicaps being paucity of capital goods, lack of coal and of transport for the movement of raw materials and finished products. On the other hand, as a result of the decontrol policy retrenchment of administrative and clerical staffs was anticipated, categories in which there was already a considerable surplus on the registers of exchanges. Madras, Madhura and Coimbatore reported retrenchment of textile workers.

The main prospects for absorption of applicants registered with exchanges still continued to be extensions of the Police Forces and Military Units. In East Punjab, the Public Works Department were placing demands for refugee labour for roads and canals and it was anticipated that large numbers ~~would~~ would eventually be absorbed in this work. In Delhi, East Punjab and the United Provinces, the restarting of business and industrial concerns previously owned by Muslims was also providing opportunities for employment, particularly in the textile, engineering and printing trades.

New employment exchange.- During the month a new employment exchange was opened at Kidderpore thus bringing the total number of exchanges in the Dominion of India to 54.

Registrations and placings.- The total number of ~~registrations~~ registrations and placings during January 1948 effected by the employment exchanges and district employment offices are given below:-

	January 1948	December 1947	January 1947
Total Number of registrations (including re-registrations)	61,702	58,074	55,432
Total number of persons placed in employment	16,571	16,103	9,198

During January 1948, the exchanges thus set up for the fourth month in succession a new record in placing figures.

Of those placed in employment, 7,570 were ex-Services personnel as compared with 6,609 in the previous ~~the~~ month.

14,379 applicants were offered ~~positions~~ the opportunity of being considered for various appointments during the month but declined to take advantage of the opportunity afforded. 2,834 declined because they felt the pay was inadequate and 4,295 for various other reasons. 7,252 failed to report for interviews with employers without offering any satisfactory explanation. Of those who declined to take advantage of employment opportunities afforded 8,315 were ex-Services personnel.

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

<u>Wage groups:</u> <u>Basic monthly pay.</u>	<u>Number of placings</u>
above 100 rupees- - - - -	195
61 to 100 rupees- - - - -	1,521
36 to 60 rupees - - - - -	9,799
21 to 35 rupees - - - - -	4,240
20 rupees or less - - - - -	828

In general all employment exchanges reported surpluses of semi-skilled, unskilled and clerical workers and a shortage of technical personnel in engineering trades.

(Report on the Work of the Directorate of Employment Exchanges for the month of January 1948, issued by the Directorate - General of Resettlement and Employment ).

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CHAPTER 8. SOCIAL SECURITY - INDIA - FEBRUARY 1948.

81. Social Insurance.

Orissa: Notification under Workmen's Compensation Act.

By a Notification dated 9 February 1948 the Governor of Orissa has directed that persons employed for the purpose of loading or unloading any mechanically propelled vehicle, or in the handling ~~to~~ or transport of goods which have been loaded into any such vehicle shall be deemed to be workmen for the purposes of the Workmen's Compensation Act. R

(The Orissa Gazette, dated 15-2-1948,  
Part III, page 71 ).

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85. Benefits Organised or paid by Employers - India -  
February 1948.

Factories in Madras: Working of Maternity Benefit  
Act during 1946.

The provisions of the Act are applicable to women employed in non-seasonal factories. Of the 3,072 non-seasonal factories in commission during the year, 2,211 factories employed women as against 1,921 in 1945. The annual return was not received from 318 factories as against 159 factories in 1945. The average number of women employed daily in the 1,893 factories from which the annual return was received in time was 50,059 as against 49,110 in the previous year. 2,888 claims were made during the year as against 2,184 in the previous year of which 2,428 claims were paid to the women concerned and 24 to their nominees. The total amount of benefits paid was 84,211 rupees as against 47,836 rupees in 1945. This included 11 cases of 1945 paid during the year 1946. Ex-gratia payments amounting to 172 rupees were paid in 6 cases.

No woman was employed in any factory (seasonal or non-seasonal) during the four weeks immediately following the day of confinement. Inspections by the Factory Inspectors were made along with the inspections under the Factories Act and claims for benefits were checked by them. The Assistant Inspectors of Factories with medical qualifications appointed in 1941 to look after the interests of women and children employed in factories in the districts of Coimbatore, Madura, Tinnevely, South Kanara and Malabar made 50 inspections under the Act and endeavoured to contact with the women workers and give them advice relating to maternity and other related matters.

During the year 13 prosecutions were instituted—6 for failure to maintain the registers and 7 for not exhibiting the notices in factories required under the Act. 3 cases were disposed of during the year, and a total amount of 30 rupees was imposed as fine ranging from 5 rupees to 15 rupees. 10 cases were pending disposal.

( Summarised from the Report on the Working of  
the Factories Act in the Province of Madras  
for the year 1948 ).



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87. Public Health - India - February 1948.

Constituent Assembly passes Pharmacy  
Bill, 1947.

The Pharmacy Bill, 1947, to which reference was made at page 68 of the report of this Office for November 1947 was passed by the Constituent Assembly of India (Legislative) on 5 February 1948, as amended by the Select Committee. During the course of the debate a number of amendments moved by Mr. Santanam were accepted by the House.

(The Statesman, dated 6-2-1948;  
The Gazette of India, Part V, dated  
7-2-1948, pages 6-23 ).

92. Housing - India - February 1948.

Housing of Colliery Labour:  
Government of India sets up  
Housing Board.

In pursuance of the provisions of section 6 of the Coal Mines Labour Welfare Fund Act, 1947, the Government of India has set up a Coal Mines Labour Housing Board with the Coal Mines Welfare Commissioner at Dhanbad as Chairman. The Chief Inspector of Mines in India is among the seven other members of the Board.

(The Gazette of India, Part I section 1, dated 14-2-1948, page 209 ).

Housing of Colliery Labour: Plans to construct  
two Townships.

Answering a question in the Constituent Assembly of India (Legislative) on 11 February 1948, Mr. Jagjivan Ram, the Labour Minister, stated that steps were being taken to construct two townships for India's coalminers. They would consist of 9,000 houses in Mohuda and 2,500 houses in Bhuli. Experimental houses had already been built in the latter place and the construction of the first 750 houses had been ordered. In Mohuda a detailed engineering survey was being arranged by the Central Waterways, Irrigation and Navigation Commission, whose report was expected shortly.

The Labour Minister added that the scheme for the construction of 50,000 houses for coalminers was the main pre-occupation of the Coalmines Labour Welfare Fund during 1947. Each house was estimated to cost 3,500 rupees. Owing to the difficulty in acquiring suitable plots of coal-free land for building townships, it was now proposed to construct about 21,000 houses on land owned by collieries on condition that the houses after construction were transferred to the Housing Board which was being set up under the Welfare Fund Act. 5,500 of these houses would be on railway collieries. In addition, 15 sites in the Raniganj coalfield, each to contain 500 miners' houses, had been selected and steps were being taken to acquire such of the sites as were suitable after examination by experts. The Labour Welfare Fund had assumed direct responsibility for the execution of the housing scheme. A Superintending Engineer with the necessary staff had been appointed for this purpose.

(Unofficial Note dated 11-2-1948, issued by the Press Information Bureau of the Government of India ).

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Bombay: Government plan to promote Cooperative Farming.

The Bombay Government announced in the first week of February the details of a plan it proposes to implement with a view to encouraging cooperative farming in all the districts of the province.

Plans to be based on regional surveys.- Under the plan approved by Government, each district will be surveyed by the Agricultural, Co-operative, and, wherever necessary, Public Works Departments with a view to ascertain the natural resources of land, irrigation, water as well as general economic conditions. The plans will then be considered by the District Rural Development Boards and finally by Government.

As the plan for each district gets finally settled, the Agricultural Department will give the necessary technical advice to the co-operative farming societies formed for cropping plans, land development programme, extension of joint irrigation and similar schemes. The Government will also place, for five years, the services of Agricultural Assistants at the disposal of these societies, which will have to bear half the cost of such establishment from the third year and the full cost from the sixth year.

Financial assistance.- The Provincial Land Mortgage Bank and the District Co-operative Central Banks may be expected to furnish the necessary long-term, intermediate and short-term finance. Where these agencies are not in a position to finance the operations of the societies, the Government will be prepared to replace them and advance loans on easy terms of interest. Free audit and advice by the Co-operative and Public Works Departments respectively will also be available. When the 'Consolidation and Prevention of Fragmentations of Holdings Act' is enforced the schemes of co-operative farming it is felt will be helpful in accelerating the pace of consolidation of fragments.

Steps to encourage better farming.- The Government also proposes to amend the Bombay Cooperative Societies Act with a view to make provision for the starting of cooperative societies for better farming. Better farming will include development of land and better methods of cultivation by means of improved seed, irrigation, bunding, tractor ploughing, soil conservation and prevention of erosion. It is intended to provide that where 65 per cent of the landholders in a compact area owning not less than 75 per cent of land agree to join in a better farming scheme, the remaining landlords owning the remainder of the land in that area will also be covered by the scheme.

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94. Education - India - February 1948.

Post-War Educational Development Plan to be speeded up:  
Recommendations of All-India Educational Conference,  
Delhi, 16 to 18 January, 1948.

Far reaching decisions on different aspects of education in India were taken by an All-India Educational Conference which met in New Delhi from 16 to 18 January 1948. Provincial Ministers of Education, Vice-Chancellors of universities, Directors of Public Instruction and other eminent educationists took part in the Conference; Maulana Abul Kalam Azad, Minister of Education in the Government of India, presided.

Maulana Azad's review of India's educational problems.- Addressing the Conference on 16 January 1948, Maulana Azad, the Education Minister, reviewed the main educational problems which today confront India. Without education no modern democratic State could flourish, and he felt that the scheme of post-war educational development prepared by the Central Advisory Board of Education and accepted by the Central and the provincial Governments (vide pages 32-34 of the report of this Office for January 1944) should be considerably accelerated and spread over a much shorter period than the 40 years proposed by the Board. Even half that period, he stated, would seem to many to savour of delay. One of the most important difficulties in the way of such acceleration was the shortage of teachers. The school-going population in the age group of 6 to 11 years in India today, excluding the States, was estimated at nearly 50 million boys and girls. On the basis of even 3 teachers for every 100 pupils, about 900,000 teachers were required and nothing the Government could do could remedy this defect overnight. The Education Minister, therefore, considered that the Conference might, as an emergency measure, consider some kind of conscription for the purpose. If every Matriculate was required to put in one year's and every graduate two years' service in education before he or she obtained his or her certificate, India could get a large supply of teachers. Other great obstacles in the way of immediate provision of educational facilities for all in India were the financial implications of constructing the necessary school houses and other buildings and the problem of finance. 200,000 volunteers for teaching every year would give 400,000 such volunteers from the second year of the enforcement of the scheme. Even on the basis of pay suggested in the Pay Commission's report, this would mean a wage bill of ~~Rs~~ 20 million rupees per month or 240 million rupees per year for the next five years. The amount actually spent on primary education by the provinces and ~~Rs~~ the Centre as shown in the Budget for 1945-46 was only about 72 million. The problem of providing education for illiterate adults had become even more important than it was in the past. The Education Ministry had recently established a department of social education, which would take up this problem. He hoped that ~~very soon~~ very soon the Ministry would be able to publish complete plans and schemes for the purpose.

The problem of imparting literacy to adults would be taken up along with that of providing basic education to schoolgoing children and for this purpose the Government might have to call upon all Government employees to render voluntary service.

Decision: Post-war education scheme to be speeded up.- The Conference decided that the period of 40 years for the achievement of complete literacy in India envisaged in the Central Advisory Board report on post-war educational development in India should be substantially reduced. As suggested in the report, the Conference agreed that eight years should be the period of compulsory basic education but in view of the practical difficulties in the way of introducing it immediately, this period, the Conference agreed, might be reduced during the first stage, though in no case should it be reduced to less than five years.

Adult education.- The Conference resolved that simultaneously, to supplement further education, a comprehensive scheme of adult education (through libraries, open air theatres, radio, films, etc.) should be put into operation immediately. For the first five years, conditions of training for teachers in basic schools should be relaxed. ~~The work of full-time workers and skilled artisans.~~ The double-shift system should be introduced to economise on buildings. The Conference also recommended the establishment of a Central Institute of Adult Education for training personnel for administration, supervision and field work and suggested that such a body should give a lead to provincial and State Governments, local authorities and voluntary agencies.

Finance.- The Conference endorsed the recommendation of the Central Advisory Board for appointing a small committee of educationists to consider the question of finance required to implement the basic educational plan, including the question of Central grants, ~~xxx~~ educational cess and educational loans.

Medium of Instruction.- After a prolonged debate the Conference recommended to the Ministry of Education the appointment of a committee to consider the following subjects: the medium of instruction and examination at the University stage; the place of the national language in secondary and higher education and its script; the place of English as a language in the university education; the stages by which English should be replaced by the national language or regional languages as medium of instruction; the steps to be taken for the preparation of text books, scientific terminology, etc.; and the requisites for implementing the recommendations made.

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Social Education for Illiterates: Central Provinces  
Government sets up Advisory Board.

The Government of the Central Provinces and Berar has set up a Provincial Advisory Board for Social Education to advise it on all matters concerning the planning of social education for illiterates in the province.

(A notification dated 10 February 1948 states that the Government of the Central Provinces & Berar views with profound concern, the appalling high percentage of illiterates in the province and realises that illiteracy and ignorance of the masses will not merely impede economic efficiency and social development of the people but also affect social security. With a view, therefore, to combat illiteracy, the Government has decided to introduce Social Education for all the illiterates in the province between the ages of 14 to 40, who have not passed the Primary Certificate Examination.) In order to advise it on all matters concerning the planning and campaigning of this education, the Government has constituted a Provincial Advisory Board for Social Education with the Minister in charge of Social Education as Chairman. Besides the Chairman, the Board has 42 members including the provincial ministers for Agriculture, Education, Health and Forests. The term of the Board is fixed at five years and the notification requires it to meet at least once in a year in the month of May to plan for work to be undertaken in the following financial year. It may meet oftener to discuss and advise Government on such matters as may be referred to it.

(The Central Provinces and Berar  
Gazette Part I, 13-2-1948, page 91.)

Bombay Primary Education Act, 1947: Provision for  
Compulsory Primary Education.

The Bombay Primary Education Bill, to which reference was made at pages 47-48 of the report of this Office for October 1947, received the assent of the Governor of Bombay on 12 December 1947 and was gazetted on 29 January 1948 as the Bombay Primary Education Act, 1947 (Bombay Act No. LXI of 1947). The Act provides for compulsory primary education and seeks to make better provision for the management and control of primary education in the province.

The Bombay Government Gazette, Part  
IV, dated 29-1-1948, pages 74-106.

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Central Advisory Board of Education to be  
set up in Pakistan.

Accepting a resolution on the subject unanimously adopted at the Pakistan Educational Conference held at Karachi in November 1947 (vide pages 69-70 of the report of this Office for November 1947), the Government of Pakistan has decided to set up an Advisory Board of Education for Pakistan with the following functions: (i) to advise and assist the Government of Pakistan in the planning of a national system of education; (ii) to advise on any educational matter referred to it by the Government of Pakistan or by the provincial<sup>or</sup> States Governments; (iii) to call for information and advice regarding educational developments of interest and value to Pakistan; to examine this information and to circulate it with recommendations to the Government of Pakistan and the Provincial or States Governments; and (iv) to advise the Government of Pakistan in the establishment of cultural and educational contacts with foreign countries.

(Resolution dated 26 January 1948:  
No. F.1-1/47-E.I. The Gazette of Pakistan,  
Part I-Section 1, dated 13-2-1948,  
pages 43-44 ). ✓

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CHAPTER 11. PROBLEMS PECULIAR TO CERTAIN OCCUPATIONS OR  
CATEGORIES OF OCCUPATIONS - INDIA - FEBRUARY 1948.

111. Agriculture.

Bombay Prevention of Fragmentation and  
Consolidation of Holdings Act, 1947 .

The Bombay Prevention of Fragmentation and Consolidation of Holdings Bill (vide page 28 of the report of this Office for October 1947) received the assent of the Governor-General of India on 17 January 1948 and has been published on 29 January 1948 as the Bombay Prevention of Fragmentation and Consolidation of Holdings Act, 1947 (Bombay Act No. LXII of 1947).

(The Bombay Government Gazette, Part IV,  
dated 29-1-1948, pages 106-116 ).

Madras: Zamindari Abolition Bill referred to  
Joint Select Committee.

On 22 January 1948 the Madras Legislative Assembly agreed to a motion moved by Mr. Kala Venkata Rao, the Revenue Minister, referring to a Joint Select Committee of 30 members drawn from ~~the Legislature~~ both the Houses of the provincial legislature, the Madras Estates (Repeal of Permanent Settlement and Conversion into Ryotwari) Bill, 1947. The provisions of the Bill have already been summarised at pages 25-26 of the report of this Office for October 1947.

(The Hindu, dated 23-1-1948).



113. Navigation - India - February 1948.

Dock Workers (Regulation of Employment) Bill, 1947: Constituent Assembly passes Measure.

On 5 February 1948 the Constituent Assembly of India (Legislative) passed the Dockworkers (Regulation of Employment) Bill, 1947, as reported by the Select Committee. The Select Committee made only a few ~~and~~ minor ~~changes~~ verbal changes in Bill. The provisions of the Bill were summarised at pages 1-2 of the report of this Office for December 1947.

(The Gazette of India, Part IV, dated 7-2-1948, pages 3-6; The Statesman, dated 6-2-1948 ).

~~Compt~~ ~~Compt~~ Recruitment Practices: Bombay Seamen's Conference demands implementation of I.L. Convention.

The Bombay Seamen's Conference which met in Bombay on 22 January 1948 and was attended by about 2000 seamen called upon the Central Government to put an end to corruption and bribery in the recruitment of seamen in the Bombay Port and evolve a 'rotation system' in accordance the Genoa Convention of the International Labour Organisation in 1920. The Conference further resented the move on the part of the shipping companies to establish a 'Maritime Board' without the co-operation of the Seamen's Union.

Addressing the Conference Mr. N.M. Joshi, General Secretary of the All-India Trade Union, <sup>Conf</sup>referred to the various hardships seamen in India had to undergo, and deplored that the resolution of the International Labour Organisation had not been put into effect in India. He had time and again raised the question of bribery in the recruitment of seamen in the Assembly. A Government-appointed Committee had enquired into this matter and also come to a similar conclusion. But the Government had delayed taking the necessary steps to put a stop to this practice. Laying stress on the immediate need for implementing the health insurance scheme prepared by the Government, and for introducing old age pensions and casual

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unemployment relief, Mr. Joshi appealed to seamen to agitate and fight for their rights.

Protesting against the <sup>corrupt</sup> ~~empt~~ practice of the continuance of recruitment of seamen, Mr. Dinker Desai, General Secretary of the Bombay Seamen's Union, said that if the Government and the shipping companies did not stop this system in a short time, seamen might contemplate going on strike and picket the shipping companies after giving due notice.

(The Bombay Chronicle, 24-1-1948).

114. Officials - India - February 1948.

Salary scales of Government Servants:  
Pakistan sets up New Pay Commission.

The Government of Pakistan has appointed a Pay Commission to enquire into the conditions of service of Central and provincial Government servants in Pakistan, with particular reference to the scales of pay and allowances which should apply to them. The Commission will report on: (a) the scales of pay and allowances and the standards of remuneration which should apply in Pakistan, keeping in view its financial resources, and with the object of achieving rationalisation, simplification and uniformity therein in regard to the various services; (b) the extent to which the present leave terms applicable to Government servants should be altered and simplified; and (c) the conditions of retirement of Government servants and the extent to which the existing regulations in regard to their pensions and contributory provident funds require simplification. Mr. Justice Mohammed Munir is to be the Chairman of the Commission.

The Resolution announcing the Government's decision to set up the Pay Commission stated that the question of implementing the recommendations made by the Central Pay Commission to the undivided Government of India last year had been receiving the most anxious consideration of the Government of Pakistan ever since its formation. The Indian Pay Commission, however, did not, and indeed, could not, visualise the conditions of living and the financial resources of Pakistan in framing its recommendations. The overall conditions of India, which alone it could take account, were radically different from those now prevailing in Pakistan, especially those created by the strain on its economy caused by the mass interchange of population. Economy in administration was vital for a new state and the Government of Pakistan had decided to appoint a new Pay Commission for Pakistan because it realised that a rationalisation of pay scales is essential, and that a proper investigation was necessary in order to evolve a scientific pay structure.

(Resolution dated 9 February 1948,  
No.1-P-C./48. The Gazette of Pakistan,  
Part I Section 1, dated 15-2-1948,  
page 47 ).

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Bombay Government grants revised scales of Pay  
and Allowances to Non-Gazetted Government  
Servants: Increases likely to cost Rs. 39  
million per Annum.

The Government of Bombay has ordered revised scales of pay and rates of dearness, house rent and compensatory local allowances ~~maximally based on the~~ for non-gazetted Government servants in the Province. The revised scales of pay and allowances are largely based on the recommendations of the Central Pay Commission in the form in which they have been adopted by the Government of India, and are granted with retrospective effect from ~~the~~ 1 January 1947, to non-gazetted servants who were in service on 1 January 1948. The average cost of the revision (including the estimated extra cost in respect of revision of pay scales of gazetted officers) is estimated at 28.2 million rupees per annum in respect of Government establishments and 11 million rupees in respect of grant-in-aid establishments.

The Central Pay Commission's recommendation that with the cost of living as it stood in the beginning of 1947, the minimum wage for a whole-time adult working class employee should be 55 rupees per month (including a dearness allowance of 25 rupees) and for a middle class employee 90 rupees per month (including dearness allowance of 35 rupees) has been adopted by the Bombay Government. The rates of dearness allowance will vary with substantial changes in the cost of living and will generally follow changes in the rates of dearness allowance that may be sanctioned by the Government of India in respect of their employees.

Under the revised scales of pay now sanctioned peons in the mofussil will get an initial basic pay of 30 rupees per month in the scale 30- $\frac{1}{2}$ -35 as against the present basic pay of 13 or 14 rupees per month. Clerks in the mofussil centres will get a starting pay of 46 rupees per month if they are non-qualified men, 55 rupees if they are matriculates, 64 rupees if they are graduates and 70 rupees if they are honours graduates as against the present starting pay of 25 rupees for non-qualified men, 30 rupees for matriculates, 40 rupees for graduates and 50 rupees for honours graduates. In Bombay City peons will get a starting basic pay of 35 rupees per month in the scale 35- $\frac{1}{2}$ -40 against the present basic pay of 23 to 25 rupees per month. Clerks in Bombay City will get a starting basic pay of 75 rupees per month if they are matriculates, 85 rupees if they are graduates and 95 rupees if they are honours graduates, as against the present rates of 50 rupees for matriculates, 60 rupees for graduates and 70 rupees for honours graduates.

( 'People's Raj', issued by the  
Directorate of Publicity, Government  
of Bombay, dated 31-1-1948 ).

Madras Shops and Establishments Act, 1947.

The Madras Shops and Establishments Bill, 1947, (vide page 8 of the report of this Office for November 1947) received the assent of the Governor-General of India on 2 February 1948 and has now been gazetted as <sup>the</sup> Madras Shops and Establishments Act, 1947 (Madras Act No. XXXVI of 1947). The Act which is to come into force in the city of Madras and in the municipalities and major panchayats in the province on a date notified by the Government of Madras, provides inter alia for the regulation of conditions ~~was~~ of work in shops, commercial establishments, restaurants, theatres and other establishments.

Hours of work.- The Act empowers the provincial Government by a general or special order to prescribe the opening and closing hours of shops and all other establishments coming under its purview. Persons employed in such establishments may not be required to work in them for more than 8 hours in any day or 48 hours in any week, though overtime work at overtime rates is allowed up to a total of 10 hours in any day and 54 hours in any week. A rest interval of one hour after 4 hours' work, restriction of the spread-over of working time to 12 hours a day, and a weekly holiday with pay of one whole day, and where the provincial Government by notification so directs, of another halfday, are among the other benefits which the Act grants to persons employed in shops, commercial establishments, restaurants, eating houses, residential hotels, theatres and other places of public amusement.

Children and young persons.- Under this head the Act prohibits the employment of children below 14 years of age and provides that young persons between and 14 and 17 shall not be employed in any establishment before 6 a.m. and after 7 p.m., nor for more than 7 hours in any day and 42 hours in any week. For young persons overtime work is prohibited.

Holidays and sick leave.- The Act grants to every person employed in any establishment coming under its scope (i) after 12 months' continuous service a paid holiday of 12 days in the subsequent period of twelve months; and (ii) sickness leave with pay up to a maximum of 12 days and casual leave with pay up to a maximum of 12 days during every year of service.

Wages.- The Act places on the employer responsibility for the payment of wages to his employees and provides that no wage period shall exceed one month. Wages for overtime work is fixed at twice the ordinary rate, fines are limited to half an anna in the rupee, and unauthorised deductions are prohibited.

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Notice of dismissal.- The Act provides that no employer shall dispense with the services of a person employed continuously for a period of not less than 6 months, except for a reasonable cause and without giving such person at least one month's notice or wages in lieu of such notice; such notice, however, is not necessary where the services of the employee are dispensed with on a charge of misconduct. In both cases the discharged employee has the right to appeal to such authority and within such time as may be prescribed and the decision of the appellate authority is final and binding on both the parties.

Lastly, the Act contains provisions to ensure the cleanliness, proper ventilation and lighting of every establishment coming under its scope and empowers the provincial Government to appoint Inspectors and frame rules for its enforcement.

(The Fort St. George Gazette, Part IV-B,  
dated 10-2-1948, pages 25-40 ).

Bombay Shops and Establishments Act:  
Enquiry Committee submits Report.

Leave with pay for all employees, compulsory weekly closure of shops and commercial establishments, a substantial reduction in the normal working hours in all establishments, except the commercial establishments, and application of the Act to all urban areas with a population of 25,000 and more are understood to be among the main suggestions made by the Committee appointed by the Government of Bombay to report on the working of the Bombay Shops and Establishments Act, 1939.

The Committee was appointed in 1946 in pursuance of an announcement made by the Government of Bombay in its statement on labour policy issued in May 1946 that it would review the working of the Shops and Establishments Act and remove the deficiencies that came to light, (vide pages 2-5 of the report of this Office for May 1946).

(The Bombay Chronicle, 23-1-1948).

(Note:- A copy of the report has been asked for from the Government of Bombay and the main recommendations of the Committee will be summarised in a subsequent report of this Office.)

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CHAPTER 12. INDUSTRIAL COMMITTEES - INDIA- FEBRUARY 1948.

121. Special Information.

First Meeting of Industrial Committee on Coal Mining, Dhanbad, 23 and 24 January, 1948.

Measures for providing the coal industry in India with a settled and satisfactory mining force were considered at the first meeting of the Industrial Committee on Coal Mining which met in Dhanbad on 23 and 24 January 1948. Mr. V.K.R. Menon, Secretary, Ministry of Labour in the Government of India, presided. The Committee which is modelled on the corresponding Industrial Committee set up by the I.L.O. consists of four representatives each of Government, employers and workers.

Proposed amendments to Indian Mines Act: 48 hour week for coal-miners.- At its first sitting on 23 January 1948 the Committee agreed to a 48-hour week for India's 250,000 coal-miners and approved a number of proposals for amending the Indian Mines Act aiming at ensuring comprehensive provisions for safety, health and decent working conditions in mines. The amendments seek to provide for improved water supply, sanitary conveniences, ambulances and medical requirements, both below and above the ground, and for their inspection by a Welfare Commissioner. In addition, it is proposed to make medical examination of young persons obligatory. Maintenance of proper registers, which facilitate implementation of conciliation awards, and the grant of provident funds and other benefits to miners is to be made obligatory. The rate of pay for overtime work is to be fixed at one and a half times the normal daily rate.

Provident fund for coal-miners.- At its resumed sitting on 24 January 1948 the Committee agreed to the institution of a compulsory provident fund for coalminers and the setting up of a school for training coalminers in the use of machinery. The aim of the provident fund scheme is to provide for the miner in his old age. According to the scheme adopted by the Committee, there will be a ~~Central~~ Central Fund for all collieries. The cost of administration will be met through a levy which is likely to be less than one pice per ton of coal raised. Workers who are entitled to get bonus for 1947 or who might hereafter qualify for bonus in any quarter will automatically become members. In addition, underground workers who put in 30 per cent of the number of working days in a quarter and surface workers who put in 40 per cent attendance will also be eligible. A worker ~~will~~ will contribute roughly about one anna per rupee on ~~this~~ his

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basic wage and the employer an equal amount. The scheme discourages the withdrawal of accumulated funds by a worker except at the age of 55 years. Payment in case of invalidity or death is provided for.

Training school for coalminers.- The scheme for the establishment of a training school which the Committee approved is intended to improve the skill and efficiency of the worker in handling machinery, the use of which is expected to increase with the development of the Damodar Valley (vide page 39 of the report of this Office for December 1947). Initially men will be trained as electrical and mechanical fitters and later on in operating underground machinery. The ~~xxxxxx~~ capital cost of the school is estimated at about one million rupees and the annual recurring cost at about 100,000 rupees. While the capital cost will be borne by Government, the recurring cost will be met by the collieries which send the trainees. Trainees will be given allowances during the period of training.

Other decisions.- Finally, the Committee agreed that the attendance and production bonus awarded by the Board of Conciliation (Colliery Disputes), equivalent to four months' basic wages in the year (vide pages 21-24 of the report of this Office for May 1947) should be paid every three months instead of annually. An underground miner will be entitled to a quarterly bonus if he puts in an attendance of 70 per cent of the working days. The Committee recognised the need for improving statistics of labour and production in coalmines, and after considering proposals for standardisation of ~~xxxxxx~~ registers, appointed a sub-committee to finalise the forms of registers and returns. The Sub-Committee will consist of the Chief Inspector of Mines, the Director of the Labour Bureau, and two representatives each of employers and workers.

(The Statesman, 24 and 25-1-1948;

Unofficial Note dated 25-1-1948, issued by the Press Information Bureau of the Government of India ).