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## CHAPTER 1. INTERNATIONAL LABOUR ORGANISATION.

INDIA - OCTOBER 1949.

### 11. Political Situation and Administration Action.

#### Labour Policy of Socialist Party of India defined.

A meeting of the National ~~Exec~~ Executive of the Socialist Party of India was held in Bangalore during the end of September 1949. A Note issued by the Party on its labour policy, as finalized by the National Executive, issued on 30 September 1949 points out, in the achievement of a socialist order of society, the working class has an important and increasingly responsible role to play. It emphasises that the Party's labour policy is directed towards winning the allegiance of the working class for the establishment of a new social order.

Stressing that only free and democratic trade unions can have the vitality to survive splits and splinter movements, the Note says that both the Communists and Congressmen have entered the labour movement with the intention of subordinating it to their political and party ends. The inadequacy of the All-India Trade Union Congress and the Indian National Trade Union Congress is thus fundamental. The first has sacrificed the interests of the working class over and over again to the needs and demands of the political exigencies of the Communist Party. The Indian National Trade Union Congress has been brought into being to subserve the needs of the Congress Party in power, of shackling the working class to the needs and requirements of the Congress Party. Vital labour movement is based upon free and democratic trade unions. The principles of such trade unions have been defined in the manifesto of the Hind Mazdoor Sabha. The Sabha, therefore, deserved the support of the Socialist Party.

Urging the need for a new trade union movement to enable workers to play an important part, the Note makes the following points:

The major weakness of trade unionism has been the fragmentation or small size of the unions. It is necessary to discourage factory unions and foster ~~national~~ nationwide unions ~~or~~ federations. The Party must work for the creation of national industrial unions.

The national industrial unions should have full-time paid officials and organisers.

It is the business of new trade unions to restore to the worker the joy in work that transition from craft economy to factory economy has taken away.

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The position industrial workers occupy in the economic life gives them a pivotal position in the struggle for socialism. The Socialist Party must, therefore, be rooted in the working class.

The trade unions, together with co-operatives, must become the principal schools of democracy for the working class. They are the means for training the working class for assuming responsibilities in political and economic spheres.

The Party, in conjunction with trade unions, must develop a workers' education movement that will remove the cultural backwardness of the working class.

(The Hindu, dated 2-10-1949).

Madras: Communist Party and Communist  
Controlled Organisations declared unlawful.

By an order dated 26 September 1949, the Government of Madras declared the Communist Party an unlawful organisation in the province.

The provincial Government also considers certain labour organisations to be under the control and direction of the Communist Party and having the same objective. These organisations, which are 19 in number, and their branches have also been declared unlawful under Section 16 of the Criminal Law Amendment Act, 1908. These include: The South Indian Railway Labour Union, Trichinopoly, and all its branches, the Scindia Shipyard Workers' Union, ~~Madras~~ Vizagapatam, Madura Textiles Workers' Union, Madura, ~~Textile~~ Mill workers' Union, Coimbatore, and its branches, the Madras Harbour Workers' Union, Kisan Sangh, and Kisan Sabhas of Tanjore, Ramnad, Malabar, South Kanara and Madura districts, Coimbatore Cement Factory Labour Union, Madukarai and the Madras Electric Tramways and Madras Electric Supply Corporation Workers' Association, Madras.

Reasons for ban.- Explaining the reasons for the step, a Government communiqué, inter alia, says that for nearly 18 months, the provincial Government has watched the situation very carefully to see if the Communists of the province showed any inclination to change their violent tactics and adopt constitutional and peaceful methods. The Government, however, regrets to note that there has been no evidence whatever of any change of attitude on the part of their leaders or members. The communiqué adds that recent circulars of the party and its literature which had come into the possession of the Government proved that the programme of violence was not a passing phase but one that the Communists wished to pursue in utter disregard of the national interests and that they did not place any limitation on the methods to

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be adopted or the objects to be achieved. As a result of the Communist agitation, food production had been affected. They had also hampered production in other industrial fields especially in the textile industry. The Government, therefore, feels the time has come when the party can no longer be allowed to function as a legal party. It has accordingly decided to declare the Communist Party an unlawful organisation in the Province.

(G.O.Ms. 3442, P.H. dated 26-9-1949,  
The Fort St. George Gazette, Part 1-A,  
Extraordinary, dated 29-9-1949;  
The Statesman, dated 27-9-1949 ).

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CHAPTER 2. INTERNATIONAL ORGANISATIONS AND  
NATIONAL NON-PROFESSIONAL ORGANISATIONS.

INDIA - OCTOBER 1949.

22. Regional Institutions.

Meeting of Regional Committee of W.H.O. for  
South East Asia, New Delhi, 26-28 September  
1949.

The Second session of the Regional Committee of W.H.O. for South East Asia was held at New Delhi from 26 to 28 September 1949. The conference was attended by delegates from Afghanistan, Burma, Ceylon, India, Thailand, France and Portugal and observers from various international organisations. Mr. K.E. Matthew, Acting Director of this Office also attended the conference as an observer.

Decisions.- ~~The~~ Among other things, the Committee's decisions included the early adoption of steps for the manufacture within the region of essential medical supplies like DDT and penicillin, assistance from the W.H.O. for strengthening malaria-training centres in New Delhi and Colombô, first priority for the extension of BCG vaccination in the region, and intense ~~study~~ study of nutrition problems. The problem of adequate hygienic housing also ~~was~~ engaged the attention of the Committee and it decided to approach the Economic Commission for Asia and the Far East for help in obtaining building materials.

Health programmes for 1950.- The Committee adopted a report of its sub-committee on the W.H.O.'s programme for 1950 with minor modifications. On the question of the joint F.A.O.-W.H.O. demonstration projects to be taken up in 1951 to control diseases and increase food production, the committee suggested that in view of the importance of this proposal to the south-east Asia region, as large a number of demonstration units as possible should be set up in the region, especially where member countries were prepared to meet a substantial portion of the cost. For 1951, the Committee favoured the retention of the six priority items of the programme - malaria, tuberculosis, venereal diseases, maternity and child welfare and environmental hygiene. ~~xxxxxx~~

At the suggestion of India's Health Minister, Rajkumari Amrit Kaur, the Committee requested the Director-General of the W.H.O. to go into the question of reciprocity of recognition of medical degrees to eliminate existing anomalies.



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Payment proposals.- Rajkumari Amrit Kaur brought up ~~the~~ before the Committee the difficulties of member countries contributing to W.H.O. for the current year as a result of the devaluation of currencies. After a discussion it was decided that the Assistant Director-General of W.H.O., should discuss with the Director-General (a) whether for this ~~year~~ year the countries in the region could pay their contributions at the dollar rates of exchange that existed before devaluation, particularly in view of the fact that provisions in the national budgets of the countries had been made at the old rates, and (b) whether arrangements could be made for payment by member countries in their own currencies.

It was suggested by the Regional Director, Dr.C.Mani, that as the problem was one which affected the U.N.itself, it could be taken up there.

The Committee decided that the third meeting of the Regional Committee would take place in Colombo in September, 1950.

(The Statesman, 29-9-1949;-  
The Hindustan Times, 29-9-1949).

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CHAPTER 3. PROFESSIONAL ORGANISATIONS.

INDIA - OCTOBER 1949.

31. Workers' Trade Union Movements.

Conference of Textile Workers, Coimbatore,  
8 and 9 October, 1949: All-India Federation  
of Textile Trade Unions formed.

A conference of textile workers was held at Coimbatore on 8 and 9 October 1949. The conference, which was attended by delegates from various parts of India representing over 75,000 workers, was presided over by Mr. Anthony Pillai and inaugurated by Mr. Asoka Mehta, General Secretary Hind Mazdoor Sabha.

The conference decided to constitute an All-India Federation of textile trade unions, to ~~be~~ be called the Bharatiya Mill Mazdoor Sabha. The following were elected office-bearers of the Sabha: President, Mr. S.C.C. Anthoni Pillai; Vice-Presidents, Mr. Asoka Mehta and Mr. R.S. Ruikar; General Secretary, Mr. Raja Kulkarni. Forty-nine trade unions, with a total membership of 125,000 have already joined the Sabha.

Resolutions.- Among the resolutions adopted by the conference was one protesting against the disregard of the Government of India towards the question of unemployment compensation. It called upon the ~~xxx~~ affiliated unions to observe November 13, 1949 as 'Unemployment Compensation Day' throughout the country.

By ~~the~~ another resolution the conference condemned the Bombay Industrial Relations (Amendment) Bill (vide paragraph 67, pages 37-38 of this report) and stressed that the provisions of the Bill were undemocratic in nature and would ruin the genuine trade union movement.

('Janata', dated 23-10-1949 ).

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Meeting of Working Committee of Hind Mazdoor  
Sabha: Government Economic Policy criticised.

A meeting of the Working Committee of the Hind Mazdoor Sabha was held at Bombay during the latter half of September 1949. Miss Maniben Kara presided. Mr. N.M. Joshi attended the meeting by special invitation. The Committee, among other matters, discussed the economic situation and demanded a reversal of the Government's policy of laissez faire.

Resolutions: Government blamed for economic impasse.-  
The resolution on the present economic situation expressed concern over the steadily deteriorating position. Prices and cost of living remained high and threatened to go up further, while production and employment showed downward trend. According to the resolution the present economic impasse had been caused, to no small extent, by the policies of the Government. Preference for decontrol, reliance on capitalists for economic development and opposition to planning were the main props of the Government's economic policy which were ~~undermining~~ undermining the economic health of the country. While increasing incentives were being provided to capitalists, in the form of tax relief, tendency to freeze wages, and profits relatively free, the main burden of industrialisation was sought to be ~~transferred~~ transferred to the workers. The situation would be further worsened by the devaluation of the rupee which was bound to entail hardships to the workers as it would raise the cost of living through higher prices and by fostering ~~export~~ exports deplete the markets of essential commodities for the common people. It would also reduce the pace of industrialisation because of the increase in the prices of goods imported from hard currency areas thus affecting the employment ~~pos~~ position. The resolution expressed the hope that the Government would lessen the hardship of the workers by consolidating dearness allowance with basic wage, thus adjusting their wages to the new situation which was now likely to be established for a considerable time. Finally, it urged upon the Government to reverse its present policy and spread the burden of economic tensions, inescapably associated with industrial progress more evenly by abandoning reliance on laissez faire and moving towards planned economic development of India in the framework of economic equality.

Closure of textile mills: Sabha prepared to run concerns.- Another resolution on closure of textile units stated that the committee was of the opinion that the closure of industrial units producing consumer goods, such as textile mills, had been deliberately designed by the owners of that industry to compel the Government to remove even the inadequate and ineffective controls that existed today. The closure was sought to be justified by the employers concerned on the grounds of (1) accumulation of stocks, (2) shortage of raw materials and coal and power supply, (3) high labour costs and (4) financial stringency, etc. It was the considered opinion of the Committee that the present industrial crisis had been precipitated mainly due to- (a) premature lifting ~~up~~ of war time controls on cloth

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and yarn and the recent removal of cloth rationing; (b) fixing up of high prices prohibitive for the common man; (c) unjustifiable higher margin of profits to mill-owners at the cost of needs and requirements of the consumer; (d) inadequately controlled, inefficient and loose machinery for distribution of cloth; (e) introduction of rationalisation schemes in total disregard of the interests of workers and without consulting labour representatives; imposing thereby increased work-load without fair compensation or without providing for alternate employment for the unemployed workers; and (f) mal-administration and mismanagement in the industry due to the much-abused system of Managing Agency. The Resolution suggested the following interim measures to resolve the present situation: (1) Immediate reimposition of all war-time controls; (2) well planned and programmed production for the textile industry in the interests of and to meet the requirements of the common man; (3) control of distribution either by the Government or by co-operative consumers' societies; (4) supply of necessary materials to industry for maintaining production; (5) promulgation of an ordinance giving power to the Government to take over management of closed-down industrial units and the taking over of such management; and (6) promulgation of an ordinance immediately to provide unemployed workers with adequate compensation and relief for the period of their unemployment.

In this connection the Committee, by another resolution, referred to a suggestion made by Dr. Shyama Prasad Mookerjee, Minister for Industry and Supply, Government of India, that representatives of labour should take over one of the closed textile mills and run it. The Committee accepted the offer and stated that if an economic unit with the necessary financial resources was made available by the Government, the Hind Mazdoor Sabha was willing to shoulder, on behalf of organised workers, the responsibility of running the unit in a manner satisfactory to the workers and the consumers. The Committee hoped that the Minister of Industry and Supply will concretize his suggestion and make early arrangements for the running of a textile mill by the workers concerned.

Formation of International Trade Union Organisation:  
Sabha to participate in deliberations.- The Committee, by a resolution, endorsed the declaration containing the Statement of Principles adopted by the Preparatory International Trade Union Conference held at Geneva in June 1949, for the founding of the new International Trade Union Organisation. It decided to send a delegation to the forthcoming conference of workers' delegates to be held in London in November 1949, to consider the formation of the proposed International Organisation.

Attitude towards proposed Asian Federation of Labour to be considered later.- The Committee also considered the proposed formation of an Asian Federation of Labour and resolved that the question of affiliation or otherwise of Hind Mazdoor Sabha to such a federation as and when formed be deferred, pending the completion of the London conference for the creation of the proposed Trade Unions International.

( 'Janata', dated 25-9-1949 ).

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Meeting of General Council of I.N.T.U.C.,  
Lucknow, 8 and 9 October 1949: Cutting  
of Prices and Government Expenditure  
recommended.

A 12-point programme for ~~stabilizing~~ stabilizing the economy of the country was recommended by the General Council of the Indian National Trade Union Congress at its meeting held in Lucknow on 8 and 9 October 1949. The meeting, which was attended by about 200 delegates from all over India, was presided over by Mr. Khandubhai Desai.

Presidential address: effect of high prices on workers.- Mr. Khandubhai Desai, in his presidential address stated that high prices undermined the standard of living of the workers. Criticising the Government for its failure to bring down prices, Mr. Desai said that the real remedy to the spiral of high prices was more production and equitable distribution of wealth in the country. The economic structure inherited from the British had not changed with the result that the major share of the wealth produced in the country went to capitalists and the bureaucracy as in the past. The economic structure would have to be altered so as to suit the genius of India.

Mr. Desai pleaded for scaling down the salaries of Ministers and high Government officials and bringing them within the minimum limit of 100 rupees and the maximum limit of 1,200 rupees. Per capita production in the United Kingdom, and the United States of America was eight times more than in India, but salaries paid to high officials were not less than those paid in the United Kingdom and the United States of America, he said.

Communists and socialists criticised.- Just as the economic situation was 'unhealthy', so also the labour movement in the country was vitiated by ideals imported from abroad. Criticizing the Communists and the Socialists in this respect, Mr. Desai said that socialism ~~based~~ based on the Russian conception could not grow in India, and appealed to the workers not to deviate from the path shown by Mahatma Gandhi. Condemning illegal strikes which impeded production, Mr. Desai said that strike-mongers were the enemies of the nation and resort to strikes would not improve its health. The INTUC was an independent organisation and did not hesitate to support the Government when it was necessary. The INTUC believed that the present Government could alone save the country in its economic crisis.

General Secretary's report.- Mr. Hariharnath Shastri, General Secretary of the INTUC, presented a report on the activities of the INTUC since the annual session at Indore in May 1949. He said that the membership of the organisation had increased to 1,323,000 and the number of affiliated unions was over 1,000. The organisation had thus registered an increase of 250,000 in its

membership during the last six months. Referring to "the Communist-dominated All-India Trade Union Congress" and "the Socialist-dominated Hind Mazdoor Sabha", Mr. Shastri said that these organisations only existed to serve as "instruments of party policy". The INTUC was essentially that of a trade union organisation. Differences between it and the Hind Mazdoor Sabha on this issue were of a fundamental nature and had proved a stumbling block in the way of real unity between the two organisations. Mr. Shastri, however, admitted that if the two organisations could make a common effort to redeem the trade union movement from violent and disruptive tendencies, such an effort should be welcomed. The INTUC had already circulated to its affiliated unions to enforce a code of conduct according to which such unhealthy tendencies would be changed.

Referring to fair wages and profit sharing Mr. Shastri stated that the Government of India had the greatest responsibility in this matters. More than a year and half had already gone by since the resolution on industrial truce was passed. The Expert Committee had also given ~~the~~ its findings. It has also received ~~the~~ consideration of the Central Advisory Council on Labour. The Central Government should now take an early decision on the question. Reviewing the present economic situation in the country, Mr. Shastri suggested the setting up of a high level commission to consider the existing framework, of industrial organisations with a view to recommending basic changes that may be necessary to ensure planned and rapid industrialisation of the country.

Resolutions: Concern over economic situation.- The Council by a resolution expressed great anxiety over the progressively deteriorating economic situation in the country as a result of which the working class and lower middle classes are put to great strain. The resolution said that the "devaluation of the rupee, though inevitable, would further complicate the situation which is already worsened by the artificial glut in certain important industries leading to closures and unemployment". It urged upon the Government to implement a 12-point programme suggested by the Indian National Trade Union Congress to ease the situation. The suggestions are: Reduction of prices of essential commodities so as to bring them to the pre-November 1947 level, discontinuance of import of foodstuffs and achieving self-sufficiency in this respect, control of import and export trade, prohibition of speculation, effecting economy in Government expenditure, bringing individual incomes within the range of 100 rupees as minimum and 1200 rupees as maximum, either through direct reduction or through graduated State taxation, undertaking an austerity campaign in the country, compulsory and voluntary savings, revision of the taxation structure with a view to distributing its incidence proportionate to capacity, imposition of death duty, encouraging cottage and co-operative industries, and appointment of a high level commission to suggest improvements in running the textile, jute, tea, sugar and coal industries of the country.

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Support for Asian Federation of Labour.- By a resolution on Asian Federation of Labour, the <sup>Committee</sup> offered "its whole-hearted support to its formation as a timely and right step towards the unity and consolidation of the Asian working class".

The recommendation to accept the invitation from ~~the~~ the New World Trade Union Organisation to send an INTUC delegation to ~~the~~ <sup>the</sup> forthcoming session at London from November 28, 1949, was embodied in another resolution.

Industrial relations.- Another resolution took a ~~the~~ "serious view of the ~~the~~ growing deterioration in industrial relations as a result of the unhelpful and obstructivist tactics of a section of employers as manifest in persistent refusal or undue delay on their part to implement the awards of the tribunals at industrial courts and in obstructing the normal functioning of the conciliation machinery by frequent resort to civil courts resulting in considerable delay and harassment to workers". The Committee felt that such tactics, if allowed to continue, would hamper the efforts of the working class to increase production which was the only effective solution for the existing economic deterioration in the country. The Committee called upon the Central and Provincial Governments to take steps to expedite the implementation of all awards and expedite references of industrial disputes to conciliation machinery or tribunal as the case may be.

Maritime workers.- By another resolution the Council urged the Government of India to take immediate steps "to introduce a system of medical examination to all maritime workers and offer better service conditions to seafarers in the light of the recent Geneva Maritime Convention resolutions.

Other resolutions.- Other resolutions related to the need for organising agricultural labour <sup>and</sup> grant of compensation to workers rendered surplus due to closure of certain textile mills.

(The Statesman, 9-10-1949;  
The Hindustan Times, 9-10-1949).

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Conference of Postmen and Lower Grade  
Staff Union, Agra, 16-9-1949.

The annual conference of the Postmen and Lower Grade Staff Union, was held at Agra on 16 September 1949. The conference, which was attended by about 100 delegates from all over the country, elected Mr. Jai Prakash Narain, and Mr. Jamnadas Akhatar, as President and General Secretary respectively of the Union.

Presidential address: Postmen asked to unite.- Mr. Jai Prakash Narain, in his presidential address said that in the deteriorating economic situation, labour was threatened with renewed attacks on its standard of living and conditions of work. It could not withstand these attacks unless it was united. Pleading for a united organisation of postal workers Mr. Narain said that the workers must close their ranks and face the Government unitedly. Postal employees were split into many rival organisations. The time had come to bring all these into a central body, so that they could fight together for their common ends.

Speaking on the relation between politics and the trade unions, Mr. Narain said that political parties outside the unions usually attempted to inflict their politics over them. He rejected this process. Though he was intimately connected with a political party, he had never attempted to bring the politics of his party into the unions with which he was connected. That did not mean that he wanted the unions to keep away from politics. Organised labour would commit suicide if it did not also act politically. But he did not want trade unions to be merely passive receivers of political policies; he wanted them to participate actively in the evolution and formation of that policy. It was for this reason that he had been advocating collective affiliation of unions to the political party so that the relationship between politics and organised labour might become a two-way traffic and the political exploitation of labour might cease and the latter might become a political force in its own right.

Referring to Government's attitude towards labour Mr. Narain said after the establishment of the national Government a new hope had arisen among labour, and particularly in the State employees. That Pandit Nehru was the head of the Government had reinforced that hope. But disillusionment had come. In conclusion, Mr. Narain referred the progress so far made of negotiations with the Government over the main demands of the postmen and the lower grade staff which had been formulated at the last conference of the Union.

(The Statesman, dated 17-10-1949).



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CHAPTER 4. ECONOMIC QUESTIONS.

INDIA - OCTOBER 1949.

42. Production and Export of Agricultural Products.

Meeting of Indian Central Cotton Committee, Bombay,  
11-15 October 1949: High Priority for stepping up  
Production urged.

A meeting of the Indian Central Cotton Committee was held at Bombay from 11 to 15 October 1949. Sir Datar Singh, Vice-Chairman, Indian Council of Agricultural Research, presided.

The Committee reviewed the progress of the research, seed distribution, marketing and crop estimating survey schemes, financed by it, and considered ways ~~na~~ of stepping up production of improved varieties in different provinces and States Unions and urged that India should be self-supporting in cotton supplies as early as possible and that the Government should give the same high priority for increasing its production as to the food campaign.

The Committee by a resolution stated that the extremely serious cotton position had arisen "from the diversion of acreage from cotton to other crops, mainly food and groundnut; the partition of the country and the devaluation of the ~~country~~ currency accompanied by the high increase in the rupee price of foreign cotton. It was of the view that India should be self-supporting in supplies of cotton of staple length up to 1 inch in as short a period as possible and that for this purpose the present annual production of 3 million bales should be increased by about 1 million bales, distributed amongst different provinces, States and States Unions. The resolution added that every attempt should be made to increase the production by increasing the yield per acre and utilizing fallow land for cotton, wherever possible. As, owing to the difficult food situation, only a minimum acreage ~~should~~ could be diverted from foodgrains to cotton, the resolution suggested that where such diversion took place the Central Government should guarantee to make good to the provincial and State Governments the shortfall in foodgrains.

The Committee also recommended that the Government of India should give the same high priority to the growing of more cotton as to the growing of more food, and should make available the required staff and funds to increase production inter alia by such aids as fertilizers, improved seed, priority of transport and irrigation facilities. It further suggested that in order to

make cotton growing more attractive to the grower, the price of groundnut, the most serious competing crop, should be controlled in the same manner as that of cotton.

Finally, the Committee asked the Government of India to ~~provide~~ provide a lump sum grant of 4 million rupees from the Cotton Fund so that the improvement and development work could be carried out by the Committee.

(The Statesman, 17-10-1949).

East Punjab: The East Punjab Reclamation of Land Bill, 1949.

The East Punjab Government published on 24 September 1949, the East Punjab Reclamation of Land Bill, 1949, which seeks to replace the provisions of the East Punjab Reclamation of Land Ordinance, 1949 (vide ~~page~~ page 22 of the report of this Office for September 1949). The Bill, which is on the same lines as the Ordinance, empowers the Government to undertake the preliminary survey of any waste land and if the Government is satisfied that the land is required for reclamation, it may, by notification, declare such area to be reclaimable.

(The Government Gazette of East Punjab, Extraordinary, dated 24 September, 1949, pages 995-998 ).

East Punjab: The East Punjab Conservation of Manure Bill, 1949.

The Government of East Punjab published on 24 September 1949, the East Punjab Conservation of Manure Bill, which seeks to replace the provisions of the East Punjab Conservation of Manure Ordinance, 1949 (vide page 16 of the report of this Office for August 1949). Under the provisions of the Bill, the Government is empowered to ~~compel~~ compel occupiers of buildings, in any notified area, to conserve or arrange for conservation of manure.

(Government Gazette of East Punjab, Extraordinary, dated 24 September 1949, pages 969-977 ).

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Madras: The Madras Irrigation Tanks  
(Improvement) Act, 1949 (No. XIX of 1949).

The Madras Irrigation Tanks (Improvement) Bill, 1949 (vide page 22 of the report of this Office for January 1949) received the assent of the Governor on 13 July 1949 and has been gazetted as the Madras Irrigation Tanks (Improvement) Act, 1949 (No. XIX of 1949).

(The Fort St. George Gazette, Part IV-B,  
dated 19 July 1949, pages 127-129 ).

Madras: The Madras Land Improvement Schemes  
(Contour Bunding and Contour Trenching) Act,  
1949 (No. XXII of 1949).

The Madras Land Improvement Schemes (Contour Bunding and Contour Trenching) Bill, 1948 (vide page 25 of the report of this Office for November 1948) received the assent of the Governor-General on 27 August 1949 and has been gazetted as the Madras Land Improvement Schemes (Contour Bunding and Contour Trenching) Act, 1949 (No. XXII of 1949).

(The Fort St. George Gazette, Part IV-B,  
dated 6 September 1949, pages 147-154).

43. Foreign Trade and Exchanges.

India - October 1949.

Elimination of Disparity in Prices:  
Export Promotion Committee's Recommendations.

The Export Promotion Committee, appointed by the Government of India, (vide page 9 of the report of this Office for July 1949), submitted its report to the Government recently. The report points out that disparity in the movements of internal prices and prices ~~abroad~~ abroad are largely responsible for India's present adverse trade balance and emphasises that reduction in general prices is a condition precedent to the promotion of exports; without this, all efforts must be in vain.

The main recommendations of the Committee are: Laying down a judicious agricultural policy for the future, curbing speculative activity and hoarding of stocks in exportable commodities, review of export control with a view to liberalizing this as far as possible, establishment of an Export Promotion Department, standardization of goods and removal of dangerous or undesirable elements from the export trade, abolition of sales tax on exports, allowing a drawback of import duty on goods processed in the country and re-exported, refund of income tax on a percentage of the profits made from exports, provision of special facilities to industry in regard to supply of raw materials, elimination of official delay in formalities connected with the shipment of goods and fixing of reasonable shipping rates.

Food policy.- As regards the Government's food policy, the report questions the wisdom of India's becoming self-sufficient in food at the cost of diverting land from other higher value cash crops. It suggests that it would be more to India's interest to attempt to obtain from the soil, ~~in addition~~ besides a certain minimum of cereals, those crops which would benefit the agriculturists as well as the foreign exchange position most. Particularly is this desirable when, as at the present, foodgrains are available in large quantities and at not excessive prices from abroad. Citing the case of raw jute the report states that the position of India vis-a-vis Pakistan would be greatly improved in this matter if, instead of 6 million bales of raw jute, it grew 5 million which was possible only at the expense of rice. Similarly the indiscriminate stoppage of cattle slaughter by certain provincial and local bodies was a wasteful policy, likely to have a detrimental effect not only on the export trade in hides but also on the economic position of the country.

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Control of Exports.- The Committee feels it paradoxical that while Government has been aiming at an export drive, elaborate machinery to exercise control over the majority of exports still exists. In the long-run interests of foreign trade, manufactured goods as a class should be freed from export control, and it should be the policy to encourage such exports in every possible way. Some of the items which, in the Committee's opinion, should be removed from licensing restrictions are: Belting for machinery, manufactured articles made wholly or mainly of metal, ~~arsenic~~ arsenic sulphide, acids, gases and crude glycerine, crude drugs, lamps, ~~mat~~ mats, paints, varnishes and enamels, soaps and washing powders, stationery and electrical goods of indigenous manufacture.

The report states that except in respect of goods from hard currency countries, there is no reason for the placing of obstacles on re-exports, unless the goods are in such ~~an~~ world-wide short supply that difficulties are expected in replacing them from soft currency areas. No one would export goods which he has imported from outside unless he makes a profit on them. Nor should there be any objection to the free export of ~~raw~~ processed articles, the hard currency element in the price of which is not more than half.

Trade with Pakistan.- As regards Indo-Pakistani trade, the Committee emphasises that political reasons should not hinder the flow of trade between the Dominions, and recommends that there should, in general, be no export restrictions on goods going to Pakistan, particularly manufactured goods.

Quality control.- It is recommended that quality control in the sense of preventing by enforcement the export of anything which does not conform to certain fixed standards should be applied in the case of those commodities where the laws of the importing countries are such that importation of anything below standard is forbidden.

Main Export lines.- The Committee makes specific recommendations regarding the more important of India's export commodities, such as jute manufactures, tea, cotton piecegoods, raw jute, oils and oilseeds, raw cotton, hides and skins, mica, shellac, sugar, coal, spices, manganese and other ores, cottage industries, fruits, nuts and vegetables, horns, hoofs and pieces thereof, crushed bones, tyres and tubes, manufactures of wood and timber, pharmaceutical products, tobacco, chillies, magnesium chloride, vegetable products and myrabolam.

To sell jute goods at reasonable and competitive prices the Committee, besides recommending prohibition of all futures trading in jute manufactures, suggests that the Indian Jute Mills Association should buy all the jute required for the mills, using such agencies as it thinks necessary and distributing its purchases to its constituents in accordance with a plan drawn up after consideration of their needs.

In regard to the export of tea, the Committee warns against competition from Indonesia in a couple of years. The Government and the tea industry, should be prepared to face that competition when it comes by reducing costs as much as possible at the present time and even by selling to foreign markets at reasonable prices rather than attempting to obtain everything that the foreigner will bear. The Committee is opposed to the levy of an export duty on tea, and suggests that this should be removed at any opportune time. Although there has been a considerable increase in tea production, the internal consumption of tea has also increased, and therefore the increase in the volume of exports has not been as large as that in production. This can only be achieved by further increase of production or curtailment of domestic consumption, neither of which can be pressed too far in view of the imminence of revival of competition from Indonesia.

87 Cotton piece-  
8000s

The Committee estimates that India can safely export a total of 800 million yards during 1949-50 and 1950-51. It recommends that this should therefore be the target of export in the next two years. It also recommends that machinery should be devised to avoid export of indifferent quality Indian cloth and unsatisfactory nature of its packing. In addition to piecegoods, the report suggests that the export of cotton yarn should be increased. It is estimated that the surplus available for export is 200,000 bales.

The main difficulty in exporting oils and oilseeds to the extent that they are surplus to internal requirements is the disparity between internal and external prices. The Committee therefore suggests imposition of effective control over prices of groundnut and linseed. Other measures recommended are removal of inter-provincial restrictions on movement and better transport to ports.

As regards shellac, the Committee recommends abolition of speculation and control over the quality of exports. These, together with increased production, should result in a large and steady export trade, particularly with the United States of America.

The Committee points out that brasswork, wood and ivory carving, certain types of jewellery and gold brocade are some items which, with modern methods of salesmanship and methods of production adapted to yield a steady flow of standardized goods having an artistic appeal, might find a ready market. Advantage should be taken of international exhibitions for the display of such goods. Attractive advertisements in foreign periodicals is another suggestion. At home, the establishment of these industries on an organised basis, with regular hours, modern business methods and standardization of designs, is recommended.

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Finally the report refers to invisible exports and refers to shipping, banking, insurance and tourist traffic. It emphasises that measures to increase earnings from these sources must include development of these services as well as increasing use of them by Indian trade. It, however, points out that, as in the case of shipping, "compulsion of any kind may have undesirable repercussions on the volume of export trade. Performance will bring its reward. If Indian ships are able to offer as good or better service than foreign ships, there is no doubt that they will not lack cargo".

(The Statesman, dated 5-10-1949).

State Organisation for Handling Foreign Trade:  
Enquiry Committee appointed.

A Government of India Resolution published on 8 October 1949, says that it has been suggested to Government from time to time during the last few years that if an Indian commercial corporation is set up to undertake the import and export trade of the country, in respect of certain selected commodities or certain selected destinations, it might advance the economic interests of the country. But the arguments on which this proposal has been supported have changed from time to time, and such expert study of the problem as has been made so far has not resulted in any unanimity of opinion as to the feasibility or soundness of the ~~proposed~~ proposal. Devaluation of the Indian rupee has also brought this issue to the fore. The Government of India, therefore, considers that the proposal should be most carefully ~~examined~~ considered with reference to present conditions and future trends before any final decision is taken. Accordingly, a Committee, consisting of 9 members with Dr. P.R. Deshmukh as chairman and Mr. U.L. Goswami, Deputy Secretary, Commerce Ministry as Secretary, to consider the question whether having regard to present day conditions and future trends of India's international trade, it would be of advantage to set up a State-owned or State sponsored organisation for handling any sector of the foreign trade of the country and if so what the structure of the organisation should be and what the field and scope of the activities of the organisation should be. The Committee is due to submit its report to the Government of India not later than the end of November, 1949.

as appointed

(The Gazette of India, Extraordinary,  
dated 8 October 1949, pages 1940a-1940b).

Annecy Agreement on Tariffs and Trade:  
India to sign Protocol of Accession .

It is understood that the Government of India has authorised its representative at Lake Success to sign on her behalf the protocol of accession to the general agreement on tariffs and trade adopted recently by the 23 contracting countries (including India) at Annecy in France. The protocol enabled accession to the general agreement of 11 new countries who were not parties to the agreement. India's signature of the protocol will in itself only signify her approval to accession to the general agreement of individual new countries.

Accurate trade figures for India alone are not available as trade statistics up to the year 1947-48 cover both India and Pakistan. On this basis the value of trade for the year 1947-48 in commodities on which India has offered concessions to the new countries is of the order of 4.1 million rupees. The value of the export trade from India for which direct concessions have been obtained is of the order of 25.7 million rupees.

The principal commodities in respect of which concessions have been offered to India are tea, shellac, mica, cashew kernels, ~~wool~~ coir mats and mattings, jute cloth and bags and linseed oil. India has offered concessions on a representative range of goods of which the major items are wood pulp, staple fibre, certain types of ~~textile~~ textile machinery, ball and roller bearings, certain types of chemicals, figs and ~~and~~ sulphur oil.

(The Statesman, dated 21-10-1949).



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44. Prices and Cost of Living.

India - October 1949.

Measures to check Rise in Prices:  
Imposition of Export Duty and cut in  
in Food and Cloth Prices.

On 21 September 1949 the Government of India issued an Ordinance to prevent any speculative rise in prices consequent upon the devaluation of the rupee. The Ordinance empowers Government to impose export duties on vegetable oils, oilseeds, vegetable products, shellac, steel and tobacco; it also empowers the Government to enhance the export duties on raw jute and jute manufactures. Under the Ordinance, an export duty of eight annas per pound has been imposed on mustard oil and of 45 per cent and valorem on all controlled categories of iron and steel except sheets for which the export duty has been fixed at 30 per cent ~~and~~ ad valorem.

To counter inflation in the prices of certain scarce drugs imported mostly from dollar areas, the Government has decided that the allocation of foreign exchange for the import of such drugs from the United States of America will be more than doubled. It proposes to take steps to ensure distribution of these drugs on arrival in such a regulated manner as to prevent hoarding and profiteering. As a first step to stop speculation in the main export commodities, the Centre has directed the West Bengal Government immediately to ban futures trading in jute manufactures.

A Government communiqué on the subject states that these measures are calculated to check anti-social activities which some sections of the community may indulge in, taking advantage of the ignorance of those not fully aware of the implications of devaluation nor of its economic effects. The Government, the communiqué adds, is keeping a very close watch over the situation and will take such further corrective measures as may be necessary from time to time. If there is any attempt to raise prices by speculation, the Government will not hesitate to impose or enhance export duties on other commodities so that the internal price level is not affected.

Reduction of food prices.- The question of reduction of food prices was considered at a conference of Food Ministers of provinces and States Unions held at New Delhi on 9 October 1949. The conference agreed that, in view of the economic and financial situation, there should be an integrated and simultaneous reduction in the prices of rationed foodgrains and the principal commodities needed by the cultivator. Arrangements should be made to make these available to him in adequate quantities at reduced

prices and in due time for cultivation operations. The Conference resolved that as a part of this integrated scheme, the provincial Governments should make their best efforts to secure an overall reduction of ten per cent in the retail prices of foodgrains issued as rations by reducing the incidental and distribution charges and the procurement prices.

The Central Government, was requested to work out the details for implementing the recommendations regarding integrated reduction in prices and increase in availability of essential commodities for rural areas.

Reduction of cloth prices.- A proposal to reduce the price of cloth was accepted by the Textile Advisory Committee at a meeting held at New Delhi on 10 October 1949. The Committee recommended that the ex-mill price of cloth and yarn should be reduced by 4 per cent and that the margin allowed to the distribution trade should be reduced by 6 per cent in the case of cloth and 2 1/2 per cent in the case of yarn.

(The Statesman, 22-9-1949, and 12-10-1949;  
The Hindu, dated 10-10-1949 ).

45. Economic Development and Control.

India - October 1949.

Standing Committee of the Central Advisory Council of Industries set up: General Problems of Industry to be kept under Review.

At the meeting of the Central Advisory Council of Industries held on 27 and 28 July 1949 (vide pages 14-18 of the report of this Office for August 1949) it was decided to constitute a Standing Committee of the Council, which could keep under continuous review the general problems of industry and also examine from time to time the reports of the various industrial sub-committees. ~~Accordingly~~ Accordingly, by a notification dated 28 September 1949, the Minister for Industry and Supply has set up a committee of 14 members for the purpose. The Committee includes representatives of both employers and workers.

(The Gazette of India, Extraordinary, dated 3 October 1949, pages 1869-1870).

The Banking Companies Act, 1949 (Act No.X of 1949).

The Banking Companies Bill, 1948 (vide page 43 of the report of this Office for April 1948) as passed by the Legislature received the assent of the Governor-General on 10 March 1949, and has been gazetted as the Banking Companies Act, 1949 (Act No.X of 1949).

(The Gazette of India, Extraordinary, Part IV, dated 10 March 1949 (received in this office on 4 October 1949), pages 59-82 ).

46. Wages.

India - October 1949.

33 1/3 Per Cent Increase in Dearness Allowance  
For U.P. Bank Employees: All India Industrial  
Tribunal's Interim Award.

The All-India Industrial Tribunal for Bank disputes (vide page 50 of the report of this Office June 1949) in an interim award in a dispute between 24 banking companies in United Provinces and their employees, had granted an increase of 33 1/3 ~~per cent~~ per cent in dearness allowance. By an order dated 30 August 1949, the Central Government has directed that the award shall be binding on the parties for a period of one year from 25 August 1949, or till the final award in respect of the dispute is accepted, whichever is earlier.

History of the dispute.- Proceedings ~~of~~ were necessitated owing to an industrial dispute between 40 Banks in the United Provinces and their employees which arose in 1946 and which was originally referred by the Government of the United Provinces for adjudication of the provincial Labour Commissioner, ~~of~~ under rule 81A of the Defence of India Rules. An award published in March 1947, fixed pay scales and dearness allowances for various categories of bank employees for different classes of banks. The dearness allowance granted by the award was as follows: 'A' Class Banks - 30 per cent of basic salary with a minimum of 25 rupees and a maximum of 50 rupees per mensem, 'B' Class Banks - 25 per cent of basic salary with a minimum of 20 rupees and a maximum of 37 rupees 8 annas per mensem, and 'C' Class Banks - 25 percent of basic salary with a minimum of 18 rupees and a maximum of 27 rupees 8 annas per mensem, and peons and chowkidars - a uniform rate of 16 rupees per mensem.

Soon after the award had been made difficulties arose between the parties as to its interpretation and implementation. The Government and the Labour Commissioner had to issue orders from time to time to clarify parts of the award and some of the banks accepted them while others did not. Matters came to such a pass that the local Government launched prosecutions against some officials of certain banks. Subsequently on 31 July 1949, the Government set up a conciliation board consisting of one independent ~~chairman~~ chairman and two representatives each of employers and employees. The board drew up 106 specific issues one of which was revision of dearness allowance. Before the final report of the Board was submitted, the Industrial Disputes (Banking and Industrial Disputes Ordinance, 1949) was promulgated in April 1949 by the Central Government and the dispute was referred to the All-India Industrial Tribunal for Banks. In May 1949,

the bank employees in United Provinces served a notice of strike on their employers, demanding among other things revision of dearness allowance. Upon this, the Chief Labour Commissioner (Central) called a conference of representatives of banks and employees on 17 and 18 June 1949 at Patna at which it was decided to refer the issue of ~~inter~~ interim relief to the All-India Tribunal. Out of the 40 banks which were parties to the dispute, 16 were outside the jurisdiction of the tribunal as they did not have branches in more than one province of India; and hence the dispute before the tribunal referred to the remaining 24 banks only.

In awarding the 33 1/3 per cent increase in dearness allowance, the tribunal took the Kanpur working class cost of living index as basis. The increase in 1949 over the post - 1939 rise in the cost of living attained at the time of the first award would roughly be 33 1/3 per cent. This substantial increase, according to the tribunal, ~~was~~ called for some immediate increase in interim relief to bank employees, the necessity for such relief outweighing the considerations that were urged on behalf of the banks. The tribunal therefore, awarded an increase of 33 1/3 per cent over the dearness allowance which the employees were entitled to draw under the previous award in the case of banks situated in the seven cities of Lucknow, Agra, Meerut, Bareilly, Kanpur, Banaras, and Gorakhpur. From this rule the non-scheduled banks and banks whose balance-sheets, showed a loss for the last 2 years were excluded. For such banks as well as for banks situated in places other than the seven cities an increase of 25 per cent in the dearness allowance was awarded. The increase awarded would take effect from 1 January 1949.

(The Gazette of India, Extraordinary,  
dated 31 August 1949, pages 1507-1515).

Delhi: Advisory Committee set up under  
Minimum Wages Act, 1948.

By a notification dated 22 September 1949, under the Minimum Wages Act, the Chief Commissioner of Delhi has appointed an advisory committee consisting of the Director of Industries and Labour, Delhi, as chairman, one employer's representative and one trade union's representative, to hold enquiries and advise the local Government in regard to fixation of minimum wages for Delhi province. The committee ~~will~~ may co-opt two members each and set up sub-committees for any of the following employments:- employment in flour and dal mills, employment in local authorities, employment in public motor transport, employment in oil mills, employment in tanning and leathering manufacturies, and employment in construction or building operations.

(The Gazette of India, Part II-A,  
dated 1 October 1949, page 598 ).

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48. Public Finance.

India - October 1949.

Decision on Devaluation ratified by Parliament.

On 6 October 1949, the Constituent Assembly of India (Legislative) ratified and approved the Government's action in devaluing the rupee.

Replying to the debate, Dr. Matthai, Finance Minister, announced that the Government had decided to appoint an ad hoc committee for the purpose of considering what measures should be taken to meet the problems created by devaluation and also to determine whether adequate progress was being made in implementing these proposals from time to time. The composition and terms of reference of the committee would be announced later.

Dr. Matthai reiterated that the policy of the Government was, as soon as opportunity offered itself, to bring down the level of direct taxation to a more reasonable level.

(The Hindustan Times, 7-10-1949).

Another Loan granted by World Bank:  
Agricultural Production to be improved.

On 29 September 1949 the World Bank announced that it had granted a ten-million dollar loan to India to improve agricultural production. This is the second loan granted by the Bank to India within six weeks. In August the Bank had loaned 34 million dollars for the reconstruction and development of Indian railways.

The loan is for a seven-year term and carries an interest rate of two and half per cent plus commission at the rate of one per cent which is allocated to the Bank's special reserve fund. Amortisation payments will start on 1 June 1952.

A statement from the World Bank said the Indian Government had carried out experiments in jungle clearance and ~~1,250,000~~ dollars of the loan would be used to finance the dollars cost of tractors and equipment for clearing about 100,000 acres of jungle in Northern India. It added that the Government of the United Provinces would meet the costs of road construction, housing, control of malaria and other expenses not yet determined for this project.

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The Bank also announced that technical investigations of an electric power development project ~~at~~ ~~Bekare~~ in the Damodar River valley had been completed and negotiations for a loan for this project were already in progress.

(The Hindu, dated 30-9-1949).



49. Rehabilitation.

India - October 1949.

New Central Evacuee <sup>Property</sup> Ordinance promulgated:  
Safeguards for Muslim Nationals of India.

On 17 October 1949 the Government of India published a new ordinance centralising the law about evacuee property applicable to the whole of India except Assam and West Bengal and the States of Cooch-Bihar, Tripura and Manipur.

A press note issued by the Ministry of Rehabilitation states that hitherto each province and State had its own law, and the Central Ordinance was applicable to Centrally-administered areas only.

As a ~~result~~ result of the new Central law a person becomes an evacuee only if he leaves India. ~~Formerly~~ Formerly some of the States ordinances declared a person to be evacuee if he left their territories, even though he remained in the Indian Dominion.

Definition of evacuee.- The new legislation restricts the definition of an 'evacuee', and confines it only to those who have personally acquired either by way of allotment or through illegal means any right to, interest in or benefit from evacuee or abandoned property in Pakistan. If a relative or a business partner has acquired such concessions in Pakistan the person staying in India does not become an evacuee. A person does not become an evacuee even if he has purchased evacuee property in Pakistan.

Family remittances.- Where a person has transferred his assets or acquired through any member of his family any right to, interest in, or benefit from evacuee or abandoned property in Pakistan, he becomes only an 'intending evacuee' under the new Ordinance. Further, trade remittances and remittances of reasonable amounts for maintenance of the family in Pakistan are not to be considered a transfer of assets. If documentary proof of a desire to exchange one's property in India with property in Pakistan exists, the person can be declared an 'intending evacuee'. The law does not permit the taking over of the property of an intending evacuee. The only restriction imposed is that he cannot dispose of his immovable property in any way without the prior consent of the Custodian. The property has also to be preserved in good order.

There will be no restrictions upon the transfer to any members of the family to Pakistan, or even the payment to them of suitable maintenance allowances while in Pakistan. If any person transfers his assets, however, or acquires any interest in or benefit from evacuee or abandoned property in Pakistan without the consent of the Custodian after the enactment of the Ordinance, the

property of such a person is liable to be treated as evacuee property. The same will be the case with persons against whom documentary proof exists of a desire to exchange property in India with property in Pakistan. If, however, the transaction is carried out, after obtaining the prior consent of the Custodian, there will be no legal penalty.

Procedure.- The provisions of the law have also been further liberalized in the matter of procedure. No property can now be declared evacuee property unless a notice is first served requiring a person to show cause why his property should not be declared evacuee property. It is only after due investigation, following the service of such a notice, that the Custodian can declare a property to be evacuee property. The property may, however, be attached pending a final decision.

The provision for appeals has also been liberalized. Whereas formerly cases were generally decided by Deputy Custodians and an appeal lay from their decision only to the Custodian, the new provisions allow in certain types of cases, appeals to specially designated District Judges. The decision of the District Judge will be final; but revisionary powers have been granted to the Custodian-General. Where the Custodian-General declares an evacuee to be a non-evacuee, the matter ends there. But if the Custodian-General feels that the District Judge has wrongly held a person to be a non-evacuee, he himself cannot reverse the decision. He has to refer the matter to the High Court and a Bench of two Judges of the High Court will decide such a case.

(The Hindustan Times, 19-10-1949).

Rehabilitation of Refugees: Committee to examine Schemes.

The Government of India has set up a committee to review its rehabilitation plans in the light of present financial difficulties.

A press note announcing the appointment of the committee says that for the last two years the Government has been engaged in the task of relief and rehabilitation. As a result of the experience gained a general plan of rehabilitation had been evolved after consulting the provinces and States and the representatives of displaced persons from time to time. Certain commitments have also been made. Most of the provinces and States have ~~been~~ formulated their schemes, which have been approved by the Central Government in many cases and are now in the process of implementation. In view of the financial stringency, however, it is not possible to continue on the old lines. The Government of India has, therefore, decided to set up a committee to review the whole position.

Its terms of reference are to examine the present schemes of the Ministry of Rehabilitation and the commitments made by the Government of India and to recommend a plan of rehabilitation within the amount now available.

The following have been invited to serve on the committee which will be presided over by Mr. Gopaldaswami Ayyangar; Acharya Kripalani, Mr. Thakur Das Bhargava, Mrs Renuka Ray, Mr. P.A. Narielwala and Mr. Mohar Chand Khanna, Rehabilitation Adviser.

(The Statesman, 17-10-1949).

CHAPTER 5. WORKING CONDITIONS.

INDIA - OCTOBER 1949.

52. Welfare and Workers' Leisure.

Welfare Activities on Indian Railways:  
Fifty Canteens for Workers set up.

As part of their labour welfare activities, Indian railways are setting up canteens to serve cheap and wholesome food to workers. Fifty such canteens are now functioning. The canteens are run under departmental management, the profit motive being entirely eliminated. The employees are permitted to run the canteens themselves on a co-operative basis, wherever this is possible, but under direct supervision of the Administration.

The ~~Great~~ Great Indian Peninsular Railway runs an ad hoc training school for canteen managers and other personnel who are carefully selected and trained in ~~modern~~ modern ~~catering~~ catering methods. At large stations where service is to be done simultaneously at various points, satellite canteens have been established. In workshops and sheds, tea trolleys or itinerant vendors are employed not only to reduce pressure on the main canteen, but also to enable the worker to receive his refreshment while he is at work.

(The Statesman, dated 25-9-1949).

59. General.

India - October 1949.

The Draft Central Provinces and Berar Factories Rules, 1949.

The Government of Central Provinces and Berar has published the draft of the Central Provinces and Berar Factories Rules, 1949, proposed to be made under the Factories Act, 1948. The rules, prescribe, inter alia, procedure for approval of plans and licensing of factories, powers and duties of the inspecting staff, detailed standards of cleanliness, artificial humidification, etc., safety precautions to be observed in cotton textile mills, ginning factories, rubber mills etc., welfare measures such as washing facilities, first aid and ambulance room, canteens and creches, procedure relating to working hours of adults, employment of young persons and leave with wages, special precautions and special provisions relating to dangerous operations. The draft will be taken into consideration after 17 December 1949.

(The Central Provinces and Berar Gazette, Extraordinary, dated 17 September, 1949, pages 397-458 ).

Burma: The Factories (Amendment) Bill, 1949:  
Scope widened to include Non-Power Factories.

The Government of Burma has published the Factories (Amendment) Bill, 1949, which seeks to widen the scope of the Factories Act, by extending the application of the Act to factories using power and employing 10 or more persons and including a new category of factories, working without power and employing 20 or more workers.

The Statement of Objects and Reasons appended to the Bill points out that great changes have come about in industries with the advent of advanced means of production and thereby the use of man-power had been minimised. Thus a factory which was working with 20 or more workmen in the previous decades may now work on with ten or more employees. The proposed amendment will meet the change in modern industry.

Under provisions of the Bill, clause 2 (j) relating to the definition of 'factory' is reworded to mean any premises whereon 10 or more workers are working, or were working on any day of the preceding 12 months, and in any part of which a manufacturing process is being carried on with the aid of power or is ordinarily so carried on and also including such premises whereon 20 or more workers are working, or were working on any day of the preceding 12 months, and in any part of which a manufacturing process is being carried on without the aid of power or is ordinarily so carried on, provided that this does not include a mine subject to the operation of the Mines Act, 1923.

(The Burma Gazette, Part III, dated 1 October, 1949, pages 63-64 ).

Chapter 6. General Rights of Workers.

63. Individual Labour Contracts.

India - October 1949.

Assam: Industrial Employment (Standing Orders) Act ~~XXXXX~~ extended to Partially Excluded Areas.

By a notification dated 6 September 1949, the Government of Assam has extended the Industrial Employment (Standing Orders) Act, 1946 to all the Partially Excluded Areas in the province of Assam.

(The Assam Gazette, Part II, dated 14 September 1949, page 1320 ).

66. Strike and Lockout Rights.

India - October 1949.

Madras: Transport Services, Cotton Textile Industry and Salt Industry declared Public Utility Services under Industrial Disputes Act, 1947.

By a notifications dated 23 September 1949, the Government of Madras had declared (a) the salt industry and (b) the electric tramway services, motor transport services and cotton textile industry, as public utility services for the purposes of the Industrial Disputes Act, 1947, for a period of six months with effect from 23 September 1949 and 5 October 1949, respectively.

(The Port St. George Gazette, Part I, dated 11 October 1949, page 1666 ).

West Bengal: Tramway Services in Calcutta and Cotton Textile Industry declared Public Utility Service under Industrial Disputes Act, 1947.

By a notification dated 17 September 1949, the West Bengal Government has declared the tramway services in Calcutta and Howrah and the cotton textile industry in the province, as public utility services under the Industrial Disputes Act, 1947 for a period of six months from 18 September 1949.

(The Calcutta Gazette, Part I, dated 29 September 1949, page 1745).



67. Conciliation and Arbitration.

India - October 1949.

Assam: Industrial Disputes, Act, 1947 extended to Partially Excluded Areas.

By a notification dated 6 September 1949, the Government of Assam has extended the Industrial Disputes Act, 1947 to the Partially Excluded Areas in the province.

(The Assam Gazette, Part II, dated 14 September 1949, page 1320 ).

Amendments to Bombay Industrial Relations Act, 1946: Bill passed by Provincial Legislature.

On 26 September 1949, the Bombay Legislative Assembly passed the Bombay Industrial Relations (Amendment) Bill, 1949. The Bill makes certain amendments to the Act which, inter alia, seek to ensure that a representative union shall be the sole collective bargaining agency in all proceedings where it is entitled to appear. It is further provided that an agreement with a representative union in the course of proceedings in industrial disputes shall be effective and requires the award to be in terms of such agreement, unless the court, wage board or arbitrator, as the case may be, is satisfied of the existence of an illegality, mistake, misrepresentation, fraud, undue influence, coercion or threat vitiating the agreement.

As the time limit of three months prescribed in section 79(4) of the Act for filing an application in a Labour Court for a declaration about illegality of a change has sometimes worked to the disadvantage of ~~employees~~ employees, the Bill proposes to authorise the Labour Courts to admit applications outside the limit of three months in justifiable cases, so that withdrawal of an illegal change can be secured. Provision ~~has~~ also been made to save an employer from the penal provisions in such cases because of the ~~expiry~~ expiry of limitation.

To expedite disposal of cases in Labour Courts, a new section 83A has been inserted to exclude appearance of legal practitioners from proceedings other than criminal proceedings in such Courts save with the permission of those Courts.

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Section 97A and 98A of the Act provide that a stoppage or closure shall be illegal if it is commenced or continued with the object of compelling the provincial Government or any public servant to take or abstain from taking any particular course of action in regard to any industrial matter where the provincial Government is not an employer in the industry concerned. A stoppage or a closure intended to bring ~~compulsory~~ compulsion on the Central Government for a similar purpose would not be illegal under this ~~section~~ section. Provision has been made to ~~amend~~ amend this lacuna.

The Bill also includes several minor and consequential amendments, in certain other sections of the Act.

The Bill excludes from the purview of the Bombay Industrial Relations Act, those banks to which the Industrial Disputes (Banking and Insurance Companies) Ordinance, issued by the Government of India (vide page 85 of the report of this Office for May 1949) apply. Since a number of cases pertaining to such banks and arising out of applications, submissions etc., filed by the parties direct, are still pending before the industrial and labour courts, provision has, therefore, been made for the continuance and disposal of ~~the Bombay Industrial Relations Act~~ these pending cases in accordance with the provisions of the Bombay Industrial Relations Act even after it ceases to be applicable to such banks.

(The Bombay Government Gazette, Part V,  
dated 13 September 1949, pages 657-661).

Burma: The Trade Disputes (Amendment) Bill, 1949.

The Government of Burma published on 1 October 1949, the Trade Disputes (Amendment) Bill, 1949, which seeks to define more comprehensively certain terms, such as "lock-out" "trade dispute" and "workmen" for the purpose of legal interpretation.

The Statement of Objects and Reasons appended to the Bill points out that trade disputes frequently occur due to closing down of factories and industrial establishments. The definitions of the terms "lock-out", "trade dispute" and "workman" in the Act are not comprehensive and consequently the adjudication and jurisdiction of the Industrial Court of Arbitration are often challenged. The Bill has been framed to clarify legal interpretation.

(The Burma Gazette, Part III, dated  
1 October 1949, page 64 ).

CHAPTER 7. EMPLOYMENT AND UNEMPLOYMENT.

INDIA - OCTOBER 1949.

71. Organisation of the Labour Market.

India: Employment Exchanges: Working during  
August, 1949.

Employment situation.- During August 1949, the employment situation in all the regions was dull. The drive for economy in most departments of the Government of India resulted in a much smaller number of Government vacancies being notified to the Employment Exchanges. There was also temporary suspension of recruitment in many industrial concerns, e.g., in the Tata Iron and Steel Company and in the textile mills in the Bombay Presidency. Shortage of raw materials adversely affected the employment situation in the Central Provinces and Berar. In East Punjab, retrenchment in the Rehabilitation Department of the provincial Government as well as shortage of coal and steel adversely affected the situation in Ferozepore and Jullundur Exchange areas. The general employment situation in the Madras Region was also reported to be dull, but it was expected that various construction works would offer good avenues of employment in the near future. In the United Provinces, employment opportunities were scanty in most Exchange areas though the situation was somewhat alleviated by resumption of construction and other works in the Almora and Lansdowne Exchange areas. Recruitment to the Police force in Bengal and Berar and certain railway vacancies resulting from projects for the electrification of railway stations, etc., offered some employment opportunities.

During the month a general shortage of skilled technicians in engineering and building trades and of stenographers and trained teachers was reported. In addition, a shortage of qualified doctors, nurses, compounders and dressers was reported by a number of Exchanges. Clerks, untrained teachers, unskilled technicians, motor drivers, peons, chowkidars, and persons fresh from schools and colleges continued to be surplus of requirements.

Registrations and placings.- The total number of registrations for employment assistance and the total number placed in employment during August 1949 are shown below:-

	August 1949	July 1949	August 1948
Total Number of registrations.	98,782	108,181	81,993
Total number of persons placed in employment.....	20,223	22,240	27,069

Of these placed in employment 1,724 were ex-Servicemen and 2,996 displaced persons. 5,029 applicants, including 1,470 ex-Service personnel, declined to take advantage of the opportunity of being considered for employment. 2,814 declined because the pay offered was felt to be inadequate, while 2,815 declined for various other reasons. The number who failed to report for interview with employers without offering any satisfactory explanation was 6,088, of whom 1,354 were ex-Service personnel.

946 women applicants were placed in employment during the month as against 1,055 in July 1949. Difficulty in meeting demands for trained nurses and midwives was experienced by the Dhanbad, Bareilly and Madras Exchanges. Qualified women teachers continued to be in short supply in many of the areas. The Calcutta Exchange was unable to meet demands for women Bengali-stenographers as such candidates were not available.

Mobile Section activity was restricted during the month due to the rains. Good results were, however, achieved by those Exchanges where Mobile Sections went out on tour. The Mobile Section of Poona Exchange registered 196 employees of the I.E.M.E. Workshop, Kirkee, who were due to be retrenched; they were registered at the Workshop premises and 76 of them were submitted against vacancies existing in other Ordnance establishments. The Mobile Section of Ajmer, Cuttack, Meerut, Asansol, Barrackpore and Howrah Exchanges placed, between them, 504 applicants.

1,820 persons were employed through the Gorakhpur Labour Organisation.

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

<u>Wage Groups: basic monthly pay</u>	<u>Number of placings.</u>
Above 101 rupees .....	330
61 to 100 rupees .....	1,879
30 to 60 rupees .....	13,985
Below 30 rupees .....	4,029

Employment opportunities for applicants in higher grades continued to be limited, though 49 applicants were placed on salaries ranging between 200 rupees and 585 rupees per month.

Employment Exchanges in Indian States.- Returns received from Employment Exchanges in Indian States showed that up to the end of August 1949, 111,008 applicants had been registered of whom 21,722 had been found employment. These figures are in addition to the All-India figures quoted above.

Employment of displaced persons.- The number of displaced persons registered during the month was 13,917 as against 14,252 in July. The number placed in employment was 2,996. Consequent on the decision to stop free rations to displaced persons in Ahmedabad, most of them were migrating from the area. The disinclination of displaced persons to take up employment outside Bombay was hampering the efforts of the Bombay Exchange to rehabilitate them. Displaced persons in the area of Poona Exchange were more keen on obtaining financial assistance to help them start their own business than on taking up employment. Class IV Railway vacancies were not popular with displaced persons in many areas.

Special employment Bureau.- The total number of persons registered by the Bureau upto the end of August 1949 was 5,380 of whom 1,030 had been placed in employment. The number registered during the month was and ~~that~~ those placed in employment are shown below:-

Category.	Number of persons registered.	Number of persons placed in employment.	Number of persons on Live Register at the end of the month.
1	2	3	4
1. Advocates.....	7	5	782
2. Professors and teachers.	7	1	309
3. Electrical and Mechanical Engineers.....	1	2	60
4. Civil Engineers.....	1	-	64
5. Doctors and Medical Practitioners...	2	-	97
6. Businessmen.....	-	-	253
7. Landlords and Agriculturists.....	-	1	37
8. Others.....	27	9	768
<b>Total.....</b>	<b>45</b>	<b>18</b>	<b>2,350</b>

Technical and Vocational training.- During August 1949, there were 74 Technical Training Centres and 96 Vocational Training Centres functioning with 5,067 and 2,518 ex-Servicemen trainees respectively under training. 6,582 adult male displaced persons were undergoing training at the Training Centres in Bihar, Bombay, the Central Provinces and Berar, Delhi and Ajmer-Merwara, East Punjab, the United Provinces and West Bengal. 225 displaced girls and women were undergoing training ~~xxxx~~ at the New Delhi Centre run by the Ministry of Labour, 15 of whom passed the trade test, bringing the total of passed out trainees to 244. 1,087 trainees (both ex-Servicemen and displaced persons) passed ~~xxx~~ the trade tests in technical trades bringing the total passed out trainees to 14,331. In the vocational trades 264 trainees passed out, bringing the total of passed out trainees to 3,215.

7 more firms agreed to participate in the Apprenticeship Training Scheme while 20 firms withdrew from the Scheme. The total number of Apprenticeship Training Centres was thus 338 and 661 ex-Servicemen and 1,515 displaced persons were undergoing training at these Centres.

Training disabled ex-Servicemen came to a ~~xxx~~ close at the end of August 1949. 31 trainees passed the prescribed test during August bringing the total passed out to 1,495.

The third batch consisting of 111 instructor trainees continued their training at the Central Institute for Training Instructors at Koni, Bilaspur.

188 adult civilians were also undergoing training on 31 August 1949 at the Combined Training Centre, Koni, Bilaspur. 222 Primary School teachers continued their training in woodwork at the Training Centre in Aundh (Poona) under arrangements made with the Government of Bombay.

Future of Employment Exchanges.- The future of the Employment Exchanges and Technical and Vocational Training Schemes had been under the consideration of the Government of India for some time past. The matter was discussed at the meetings of the Central Employment Advisory Committee and the Provincial and States Ministers' Conference held from time to time. It has now been decided that the Employment Exchanges and Technical and Vocational Training Schemes should continue to be administered by the Directorate General of Resettlement and Employment, Ministry of Labour, upto 31 July 1952, subject to certain reductions in expenditure which would be effected as a measure of economy. ~~xxxxxxx~~ It has also been decided that the existing financial arrangements between

the Central and provincial Governments in regard to the sharing of the expenditure on these Schemes should remain in force for the same period.

(Review of the Workdone by the Directorate General of Resettlement and Employment, during the month of August 1949, issued by the Government of India ).

Central Provinces and Berar: Temporary Labour in Textile Mills: Standing Committee approves scheme for absorbtion.

The Standing Committee on Textile Industry, set up by the Government of the Central Provinces and Berar, has accepted a scheme to absorb in permanent employment in textile mills, the workers engaged on a temporary basis, known as "badli" labour. The grievances of "badli" ~~XXXXXX~~ textile workers, estimated at 6,000 in the province, were, examined in detail by a special committee composed of employers, labour and Government.

Under the scheme approved by the Standing Committee all old and disabled workers, unfit workers and those who are 55 years old or have completed 30 years of service, are to be immediately retired on payment of compensation at the rate of one month's basic wage for every year's service put in, subject to a maximum of a total of 18 months' basic wage. Basic wage shall be exclusive of dearness allowance or any other allowance or bonus. During normal working of mills, the managements will give an undertaking that "badli" labour would get employment for at least half the number of days they have been present in a month.

The scheme will be re-examined after one year of its working.

(The Hindu, dated 6-10-1949 ).

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72. Vocational Guidance and Training.

India - October 1949.

West Bengal: Training of Textile Workers:  
Advisory Committee set up.

By a Resolution dated 23 September 1949, the West Bengal Government has set up an expert committee on cotton textile industry, consisting of five members with Mr. A. Das Gupta as chairman. The committee, which is advisory in character, will have the following functions:- (1) to suggest schemes for standardisation of occupational nomenclature in different cotton textile mills and musters (workloads) and, later on, wages and to classify workers into different categories, e.g., semi-skilled, skilled and highly skilled; and (2) to report on existing systems of training of apprentices and trade learners in {workload} and, later on, wages and to recommend schemes for theoretical as well as practical training of apprentices and trade learners in different cotton textile mills in consultation with them, with the object of turning out adequate number of skilled operatives and supervisors and also to suggest periods of apprenticeship, apprenticeship allowance and other conditions of apprenticeship and trade learning in different kinds of jobs.

(The Calcutta Gazette, Part I,  
dated 13 October 1949, pages 1816-1817).



73. Migration and Colonisation.

India - October 1949.

Malaya: Indian Business Community apprehensive over Future: Legislative Handicaps and Bandit Trouble.

According to the Press Trust of India correspondent in South East Asia, Chettiars in Malaya, probably the richest section of Indian community in that country, are feeling apprehensive about their future. The total value of Chettiar interests in Malaya is estimated at about 200 million rupees. Half of it is held in rubber plantations, extending over 170,000 acres.

On 23 September 1949, Mr. J.A. Thivy, Representative of the Government of India in Malaya, stated in Singapore that the difficulties of the Chettiars had been represented to the Government of India. Proposals had been made to the Malayan Government that the management of the estates and other interests of such Chettiars as opted for it should be entrusted to British firms commanding the confidence of all parties, so that there might be no suspicion at all that Chettiars were paying "protection money" to Communist terrorists. "Protection Money" consists of funds extorted by bandits as their price for saving the parties concerned from their unwelcome attentions.

The payment of "Protection Money" is an offence under the Emergency Regulations. In October and November 1948, the High Commissioner for Malaya estimated that payments of "Protection Money" to bandits from all sources amounted to a quarter million Straits dollars (about 400,000 rupees) per month. The payments have since then been reduced very much and have practically disappeared.

A number of Chettiars have been arrested on charges of paying protection money. Fifteen arrests were made in 1948 in the Muar and Malacca areas. Some of the ~~arrested~~ arrested persons were repatriated to India and the others were released after investigation. During August 1949 another batch of 16 Chettiars was taken into custody in Malacca on similar charges. Mr. Thivy met the arrested persons and also made certain representations to the Malayan authorities. Ten of the arrested persons were released, but the others are still in custody.

- According to Mr. K. Ramanathan, Secretary of the ~~All-India~~ All-Malayan Nattukottai Chettiars' Association, many Chettiar firms were anxious to liquidate their interests and get back to India. Recent legislations in ~~this shape~~ the shape of the ~~Banker~~ Debtor-Creditor Ordinance and the Titles to Land Ordinance, was another apprehensive factor.

Under the former ordinance, which was enacted recently by the Malayan Federal Legislative Council, all monetary transactions entered into during the Japanese occupation were validated with certain exceptions. These exceptions heavily favoured persons who were away from the country during the Japanese occupation. While banks which were operating in the country during the Japanese occupation could not reopen the transactions of that period, interests which had operated through liquidators or managers could have a revaluation. The result was that interests like those of the Chettiars, the Chinese and Malay<sup>s</sup>, who had had to remain in the country during the occupation, suffered, while European interests stood to benefit. The Government of India had protested against this.

The Titles to Land Ordinance, adopted by the Malayan Federal Legislature, which validated war-time sales of land, was also open to similar objection. The Government of India had pressed for fair treatment of Chettiars either by revaluing all war-time transactions or giving the option to the seller to re-buy interests sold during the occupation according to prices fixed under a schedule. Neither of these courses had been adopted, and the Chettiars, along with other similar interests which had remained in this country during the occupation, had been placed under a grave handicap.

(The Hindu, dated 24-9-1949).



Chapter 8. Social Security.

82. Social Assistance.

India - October 1949.

Ceylon: Administration Report of the Director of Social Services for 1948\*.

The Commission on Social Services, Government of Ceylon, in its report published in 1947, recommended the creation of a Department of Social Services distinct from the Department of Labour, which had previously administered certain social services, viz., workmen's compensation, public assistance, unemployment relief and relief due to failure of crops, floods and other exceptional causes. The new Department was created by the Government in September 1947. The following information about the activities of the Department is taken from the annual report of the Director ~~of Social Services~~ of Social Services for the year 1948.

General.- At the request of the Government of Ceylon, the New Zealand Government granted Mr. A. T. Grandison three years' leave of absence from the New Zealand Civil Service to enable him to accept appointment as Head of the newly formed Department of Social Services and advise and assist the Government of Ceylon gradually to implement the recommendations of the Social Services Commission. He assumed the duties of Director of Social Services and Commissioner of Workmen's Compensation in July 1948. Twenty-one permanent Inspectors, including one lady, and 9 temporary Inspectors were appointed during the year. Inspectors have been stationed in various areas and are engaged mainly in the test-checking of Public Assistance cases and in assisting the Government in the administration of relief of widespread distress. An unofficial advisory committee, under the chairmanship of the Director, was appointed to advise the Government in <sup>the</sup> administration of Social Services.

\* Government of Ceylon Part I - Civil (AA) Administration Report of the Director of Social Services for 1948. June 1949. To be purchased at the Government Publications, ~~Burma~~ <sup>Ceylon</sup>, Colombo, price 45 cents.

The report mentions that at the request of the Government, the International Labour Organisation sent a special mission to Ceylon to advise on the implementation of the Social Insurance Schemes and Mr. Maurice Stack, rendered valuable assistance to an inter-Departmental Committee in preparing a comprehensive scheme of sickness and unemployment insurance and a National Provident Fund for consideration by ~~Government~~ the Government.

Legislation: (a) Poor Law.- The Commission on Social Services had examined the operation of the Poor Law with the approval of the Executive Committee of Local Administration and had made certain recommendations. As this subject now comes within the purview of the Ministry of Labour and Social Services the three Municipalities have been asked for their observations on the various recommendations made by the Commission. It is also proposed to undertake a special investigation of the detailed working of the Ordinance in the Municipalities.

(b) Workmen's Compensation.- The Commission on Social Services had, among other things, examined the case for bringing Workmen's Compensation under a scheme of Social Insurance and advocated this as a long-term objective. In the meantime it had suggested certain amendments to the existing Ordinance to enable its coverage to be extended and existing delays minimized. Steps are being taken to prepare the necessary data for amending legislation.

(c) Regulation of charities.- Ordinance No.22 of 1941, as amended by Ordinance No.45 of 1946, makes provisions for the registration and control of Orphanages and other Institutions, but does not cover inmates who are ~~xxx~~ over 18 years of age. Police investigations into the running of a certain Industrial Home had revealed misuse of funds collected from members of the public under the guise of making provision for the welfare of orphans. The Police reported that they were unable to take any action in the matter as the inmates were over 18 years of age and no evidence could be secured of cheating. They therefore suggested the introduction of legislation for controlling and supervising the collection of funds by charitable agencies and Institutions. Various Government Departments and the Central Council for Social Services were asked for advice and draft legislation on the lines of the United Kingdom War Charities Act 1946 has been prepared. The Bill provides for the registration of charities before an appeal for funds can be launched on its behalf, and for audit and inspection of accounts and other documents of the charity.

Public assistance: grant of monthly allowances.- Assistance in the form of monthly allowances to the poor and their dependants who are sick, aged, infirm, physically or mentally defective, widowed, deserted or orphaned, which was previously administered by the Department of Labour, was transferred to the Department of Social Services in February, 1948. The system adopted by the Department of Labour for the payment of these monthly allowances was continued and the 1946 scales of assistance, viz., a maximum

of 5 rupees per mensem for an individual and 10 rupees per mensem for a person with dependants were followed without modification. In April, 1948, the Government directed that these allowances should be increased as the ~~highest existing rates~~ existing rates did not afford sufficient relief particularly on account of the high cost of living. The scales of monthly allowances were accordingly increased as follows:-  
 (a) The maximum for an individual was raised from 5 rupees to 10 rupees per month; (b) The maximum for a person with dependants was raised from 10 rupees to 20 rupees per month. ~~xxxxxx~~

In view of Government's decision not to introduce a non-contributory system of old-age pensions, Revenue Officers were also instructed to give special consideration to the aged poor.

The system of paying allowances at Post Offices and Sub-Post Offices was continued. In the case of infirm and physically or mentally incapacitated persons and those residing at a considerable distance from Post Offices or Sub-Post Offices, arrangements are made by Revenue Officers for payment through the Village Headmen. The payment of allowances to representatives of recipients who are unable to call at Post Offices or Sub-Post Offices owing to temporary illness is being considered. The practice of paying monthly allowances in a few urban areas through the Friend-in-Need Society or the Social Service League was discontinued with effect from 1 October 1948, as this system was not ~~conducive~~ conducive to uniformity in the treatment of the poor, and it was not always possible for the Revenue Officers to control ~~of the~~ ~~many~~ expenditure of the Societies' funds. All such payments have been arranged directly by Revenue Officers since 1 October 1948.

Advances amounting to 766,693 rupees, were given by Government in 1,175 cases of persons in distress as a result of the war, in so far as Malaya was affected. The amounts of the advances were recovered fully in 108 cases and repayment in monthly instalments were obtained in a few others. The total sum recovered was 27,481 rupees.

The granting of casual relief in emergencies was also taken over from the Labour Department and the same forms of relief were continued. Revenue Officers were authorized to grant individual allowances (not exceeding the maximum monthly ~~in~~ allowance under the Public Assistance rules) for the relief of acute distress due to fire, accident or other similar causes resulting in loss of earnings or food supply in isolated cases and in small groups. Assistance was also given for the repair or reconstruction of houses and for the purchase of implements of trade damaged by fire, cyclone, rain, storm or sea erosion or other similar cause where destitution was likely to occur if Government assistance was not forthcoming. The maximum assistance for rebuilding houses and replacing lost implements of trade was increased in June 1948, from 150 rupees to 300 rupees on the directions of the Government as the maximum was considered inadequate.

In the Annual Estimates for the financial year 1947-48 a sum of 2,240,000 rupees was provided for Public Assistance, but with the new scale of allowances which came into operation in June 1948, supplementary provision ~~in~~ <sup>to</sup> the sum of 1,255,000 rupees was obtained. The expenditure incurred from this vote was 3,218,691 rupees.

State Homes for the aged.- A sum of 300,000 rupees was provided in the Estimates for 1948-49, for a new venture which the Government proposed to undertake as an experiment. The proposal was for Government to manage a few homes for the aged, provided the land and suitable buildings and equipment were donated by the public. Type plans and estimates were being prepared. Several requests for the running of such homes were received and they were under consideration at the end of the year.

Sheltered workshop for adult deaf and blind.- A sum of 372,400 rupees was provided in the Estimates for this purpose. This was a practical step taken by Government for the welfare of adult deaf and blind. The Scheme which will be run on behalf of Government by the Board of Governors of the Ceylon School for the Deaf and Blind envisages: (a) the establishment of a workshop with residential accommodation for adult deaf and blind; (b) a hostel for the deaf and blind who are in ordinary employment; and (c) assistance to "Home workers" by supplementing their earnings and supplying them with raw materials and equipment.

Rehabilitation of disabled persons.- The report points out <sup>that</sup> the scheme for the rehabilitation and resettlement of disabled persons is distinct from the scheme of re-settlement grants for disabled ex-Servicemen.

A committee appointed by the Government had recommended that the scheme of rehabilitation and re-training of disabled persons should be confined to members of Fighting Forces and Civil Defence Services whose disablement was attributable to war service and civilian disabled as a result of enemy action, and that a scheme for dealing with all disabled persons irrespective of the cause of disablement should be prepared later. An inter-departmental Committee appointed to inaugurate the scheme recommended that the available facilities in the Orthopaedic Centre at the General Hospital, Colombo, should be utilized and expanded until such time as the major scheme to deal with all disabled cases could be brought into operation. At present there is a small scheme at the General Hospital for the out-patient treatment of a certain rehabilitation cases. In order to enable him to start or restart a business on his own account a resettlement grant of an amount not exceeding 500 rupees may be paid to a substantially disabled ex-Serviceman whose disability is attributable to or was aggravated to a material extent by War Service.

During the year grants amounting to 8,825 rupees were paid to 21 deserving cases and a number of applications were being investigated.

Unemployment assistance.- Consequent on a decision of Government that relief works as such should not be undertaken as a method of relieving unemployment, provision was made in the Estimates of 1948-49 for 2,400,000 rupees for giving temporary relief to genuine unemployed at the same rates as for public assistance. The grant of assistance was to be subject to the tests laid down by the Commission on Social Services. A small number of applications for unemployment assistance was received during the year but it was decided not to proceed with the scheme. The possibilities of absorbing the unemployed into public works of Government and private employment were being explored by the Department of Labour.

Relief of widespread distress due to failure of crops, etc.- The general failure of the Maha Crops of 1947 led to widespread distress in many districts. The distress was aggravated by the lifting of the restriction on the transport of paddy and rice and the non-arrival of 1947-48 North-East Monsoon rains. Distress resulting from floods in August 1947, had also to be relieved during the year. There was, however, no epidemic except for a minor outbreak of malaria in the Ratnapura District. Water scarcity was experienced in Puttalam, Hambantota and Jaffna and an explosion in a fireworks factory at Etiligoda in Galle necessitated the granting of relief.

During the year the Department spent about 13 million rupees on various forms of relief due to widespread distress and exceptional causes.

Workmen's compensation.- With the creation of the Department of Social Services the Director of Social Services was appointed Commissioner for Workmen's Compensation in the place of the Commissioner of Labour, and the Assistant Director of Social Services, was appointed Deputy Commissioner for Workmen's Compensation for the whole Island with effect from 1 March 1948. An Assistant Commissioner was also appointed.

Accidents.- During the year 9,210 accidents were reported as against 10,153 in 1947. Of these 203 were fatal as against 196 in 1947. 237 inquiries were held during the year as against 172 in 1947. As regards fatal accidents proceedings were taken in 203 cases during the year. Liability was admitted and compensation deposited in 140 cases.

Claims.- According to the returns furnished by the employers the claims paid during the year totalled 457,215 rupees 16 cents in respect of 6,670 cases. The figures for the last 3 years were as follows:-

Year	Cases	Rs.	c.
1946	5,826	343,612	17
1947	9,953	436,500	69
* 1948	6,670	457,215	16

\* The accuracy of the employers' figures for 1948 is being investigated.



No claim for compensation in respect of any industrial disease was received.

77 licences to undertake insurance against liability by employers to workmen under the Ordinance were current during the year. Two licences were issued during the year.

Deposits.- Compensations deposited with the Commissioner during the year was 450,018 rupees 94 cents as against 262,013 rupees 16 cents in 1947. The opening and closing balances were as follows:-

	Rs.	c.
Opening balance in 1948	115,623	23
Deposits in 1948	450,018	94
Payments in 1948	440,914	35
Closing balance	124,727	82

405 new Ceylon Savings Bank accounts were opened in 1948 with total deposits of 230,275 rupees 65 cents. 1,458 accounts remained current at the close of the year with total deposits amounting to 454,737 rupees 11 cents.

Appeals to Supreme Court.- Eleven appeals to the ~~Supreme Court~~ Supreme Court under section 48(1) of the Ordinance were filed during the year. Findings in 5 were affirmed and the appeals dismissed. In one case the order of the Commissioner awarding compensation was set aside. The remaining cases were pending at the end of the year.

Registration of agreements.- During the year 1,347 agreements were received for registration, of these 349 were in respect of permanent disablement, 996 in respect of temporary disablement, and 2 in respect of commutation of half-monthly payments due for the period of temporary disablement. The total amount of compensation paid in respect of the 349 cases of permanent disablement was 241,977 rupees 15 cents.

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87. Public Health.

India - October 1949.

State Control of Home<sup>o</sup>opathy: Inquiry Committee's  
Recommendations.

An Inquiry Committee was appointed by the Government of India in 1948 to survey the position of homoeopathic practice in India, to report on the available facilities for training in and the place of homoeopathy in relation to medicine in all its aspects and to regulate such training and on the desirability of State control of the practice of homoeopathy and the manner of its control.

The Committee in a report published recently has pointed out that the practice of homoeopathy in India is at present in the hands of a vast number of practitioners without proper scientific training. From the figures supplied by various institutions, the Committee has surmised that the number of homeopathic practitioners may be ~~xxx~~ between 200,000 to 300,000 whereas those who have received some sort of institutional training may number only about 5,000. Emphasising that no State should permit quacks and quackery to flourish, the committee has urged Government to take steps to eliminate them and to devise suitable measures for the control of the practice of homoeopathic medicine. The issue of undesirable advertisements and literature must also be controlled. The methods of preparation of homoeopathic medicines in India, their testing and dispensing should similarly be controlled. Necessary steps should be taken to ensure that no homoeopathic medicines are prepared or sold which do not conform to the prescribed standard.

It has suggested that legislation for the control of the practice of and training in homoeopathy should aim at (1) adequate provision for supervision and control of homoeopathic educational institutions and hospitals; (2) registration of practitioners of the homoeopathic system; and (3) control over homoeopathic pharmaceutical laboratories and manufacturing concerns, and recommend certain categories of homoeopathic practitioners who should be placed on a "register".

Existing homoeopathic practitioners who are unable to pass a test within three years should be debarred from practising homoeopathy. Immediate steps should be taken by the Central and provincial Governments to declare illegal the use of bogus degrees, diplomas or titles and their colourable imitations. Registered homoeopathic practitioners should be entitled to sign or authenticate a birth or death certificate or a medical or physical

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fitness certificate and to give evidence at any inquest or in a court of law as an expert. "Listed" practitioners (i.e. those who are practising for over 7 years or have passed the test) should not enjoy any of the above privileges although they will be entitled to practise homoeopathy.

It has also recommended the establishment of a Central Council of Homoeopathic Medicine with a whole-time paid secretary. The functions of the Council should be mainly those of a co-ordinating and advisory nature, but the Council would have powers to control, which should be exercised through provincial boards or faculties, in the following matters:- (i) Standard equipment and training of affiliated homoeopathic institutions; (ii) standard of examinations to be held for homoeopathic students; (iii) registration of existing homoeopathic practitioners; and (iv) homoeopathic pharmacies, pharmaceutical laboratories and manufacturing concerns. The Council will have full powers of inspection in all matters.

Provincial boards of faculties should be similarly constituted subject to the provision that in all matters coming within the functions of the Central Council, the provincial boards would act under the authority of the former with specified functions.

As regards training, it has recommended that there should be a single course of training, the university ~~xxxx~~ course, and the minimum qualification for admission to the course should be the same as laid down by Indian universities in respect of the regular system of medicine. The college course should be of the same standard as laid down by Indian universities and the duration of the course should be five academic years. It has urged that the Government should provide facilities for training in homoeopathy in order to give homoeopathy a chance to evolve its own genius.

The establishment of adequate number of homoeopathic hospitals and dispensaries under the charge of homoeopathic doctors possessing prescribed qualifications have also been recommended. Pharmacies and organisations concerned with the preparation and manufacture of homoeopathic drugs in India should be placed on a proper footing and the Government should assume the authority to intervene in cases of lowering down of standards, adulteration of drugs, bad dispensing, etc. The education, qualifications and training of dispensers should be laid down.

(The Hindustan Times, dated 17-10-1949).

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

INDIA - OCTOBER 1949.

111. Agriculture.

Central Provinces and Berar: Reform of Land  
Tenure: The Central Provinces and Berar ~~Act~~  
Abolition of Proprietary Rights (Estates,  
Mahals, Alienated Lands) Bill, 1949, introduced  
in Legislature.

On 11 October 1949, Mr. P.K. Deshmukh, Revenue Minister, Central Provinces and Berar, introduced in the provincial Legislative Assembly on 11 October 1949, the Central Provinces and Berar Abolition of Proprietary Rights (Estates, Mahals, Alienated Lands) Bill, 1949. The Bill provides for the acquisition of the rights of proprietors in estates and mahals in the Central Provinces and alienated villages and lands in Berar on payment of compensation and the grant of permanent rights to occupancy-tenants. An important feature of the Bill is that outstanding debts and liabilities of the outgoing proprietor will be determined and scaled down on the lines of the Central Provinces and Berar Relief of Indebtedness Act, 1939.

Acquisition of the rights of intermediaries.- The Bill provides that with effect from a date to be notified by the Government, all proprietary ~~rights~~ rights in an estate or ~~mahals~~ Mahal in Central Provinces, or in an alienated village or alienated land in Berar, including their interest in land (cultivable or barren), forests, fisheries, wells (other than private wells), tanks, water channels, ferries, pathways, village sites, hats and bazars, mines and minerals and other subsoil rights shall vest in the Government free of all encumbrances. The outgoing proprietors will, however, continue in possession of their "home-farm land" (sir and khudkasht, land under personal cultivation etc.), land brought under cultivation by them after the agricultural year 1948-1949 and before the notified date, homesteads, and private wells and buildings.

Payment of compensation.- The Government will pay to the out-going proprietor, a compensation at a flat rate of 10 times the net income, which will be determined according to the procedure outlined in a schedule to the Bill.

Interim compensation will be paid to proprietors if the compensation amount has not been determined within a period of 12 months from the date of vesting.

Payment of debts.- The Bill provides for the determination and sealing down of the outstanding debts and liabilities of the outgoing proprietor according to the Relief of Indebtedness Act, 1939, to be adjusted against the compensation amount. The balance, if any, will be payable in instalments, according to capacity. The claims officer to be appointed for the purpose, will determine the liabilities of the outgoing proprietor in the following manner: He will reopen all transactions made twelve years before the last transaction or before 1 January 1932, whichever is earlier and, as far as may be, ascertain in respect of each loan the date on which it was originally advanced. He will, notwithstanding the provisions of any agreement or law to the contrary, calculate the interest due at six percent per annum or such lower rate of interest as may have been agreed upon between the parties and determine the amount of principal, if any, of each loan which would have remained unpaid after such calculation of interest. If he finds that the loan was originally advanced prior to 1 January 1932, then he will reduce the principal (as determined by the claims officer) by 20 per cent. The Bill further provides that the sum awarded as arrears of interest should not be greater than the principal.

Rehabilitation grants.- The Bill also provides for rehabilitation grants for petty proprietors, who earn their livelihood wholly or mainly from agriculture, in accordance with a scale to be fixed.

New system of land tenure.- After acquisition of intermediaries rights, every proprietor will become a malik makbuza (land holder) of his home-farm land. Regarding land vested in the Government, except in certain areas which may be excluded by notification, every absolute occupancy tenant who, at any time before the date of vesting or within six months therefrom, pays to the provincial Government an amount equal to four times the annual rent for his holding and every occupancy tenant who likewise pays to the provincial Government an amount equal to five times such rent, will be declared to be a malik makbuza of the land comprised in his holding. In addition such malik makbuza will carry a rebate in land-revenue: the rent of their land will be fixed at seven-eighths of the ruling rent, i.e., a concession of 12 1/2 per cent. In Berar, also tenants in alienated villages will be eligible for the conferment of the rights of an occupant if they come forward to pay the premium at prescribed rate. They will have a concession in the form of reduction in their present rents to fair levels.

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Mines and minerals.- Proprietary rights of mines and minerals will also be acquired by the Government subject to the condition that their present working will be left with the present proprietor or his contractor who will be allowed to work in the area on a lease from the Government.

Statement of Objects and Reasons.- The Statement of Objects and Reasons, appended to the Bill, refers to the resolution passed by the Central Provinces and Berar Legislative Assembly in 1946 that intermediaries between the State and the peasants should be eliminated as a reform of the land revenue system of the province and such steps as may be deemed necessary should be taken to achieve this object (vide page 38 of the report of this Office for September 1946) and explains that the Bill has been framed to implement this resolution, and is designed to eliminate the various categories of intermediaries in the province, i.e., zamindars, malguzars and their under-tenures in the Central Provinces and superior holders i.e., jagirdars, izardars and Palampatdars in Berar. ~~Barring~~ Barring the home-farm land, the homestead and its appurtenant land, the proprietary rights of the intermediary over tenancy land, abadi sites, communal land, village forest and other lands will come in under acquisition on payment of compensation at a flat rate of 10 times the net profits. A provision has been made for awarding rehabilitation grant to petty proprietors on a scale to be fixed. Proprietary rights of mines and minerals will also be acquired subject to the condition that their present working will be left with the outgoing proprietor or his contractor who will be allowed the area on a lease from Government. Mineral rights below the surface of land which vest in proprietors under the Waste Lands Sales Rules of 1864 will also be acquired on payment of compensation based on net profits or a flat rate of four annas per acre for the entire area of the zar kharid village whichever is greater.

An important feature of the Bill is that outstanding debts and liabilities of the out-going proprietor will be determined and scaled down. The debts after determination will be liquidated by adjusting the prescribed amount of compensation, and the remainder will be made payable by fixing instalments according to the capacity of the ~~borrower~~ borrower.

The out-going proprietor in the Central Provinces will hold sir and most of the khudkasht land in malik-makbuza right subject to the payment of land revenue at an amount equal to seven-eighths of the sum determined at the current settlement as the rental valuation of such land. In Berar also the superior holder will be allowed to retain as an occupant the land in the personal cultivation and certain tenancy land subject to payment of land revenue equal to fair assessment. The amount of compensation payable to intermediaries is proposed to be recouped by the recovery of premium on a voluntary basis in the Central Provinces from absolute occupancy tenants at four times the annual

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rent in lieu of malik-makbuza rights which will further carry a concession in the form of rebate at 12 1/2 per cent in their present rents until the next resettlement. Similarly in Berar, the tenants in alienated villages will be eligible for the conferral of the rights of an occupant if they come forward to pay premium at a prescribed rate which will carry a further concession of reduction in their present rents to the level of fair assessment.

The new set-up of revenue administration after the elimination of intermediaries is contemplated on the rayatwari system. A patel will be appointed for village management and the collection of land revenue; and in suitable cases, the village management as well as the administration of communal land and village forests will be vested in Gram Panchayats.

(The Central Provinces and Berar Gazette, Extraordinary, dated 6 October, 1949, pages 533-551; The Statesman, dated 14-10-1949 ).

Central Provinces and Berar: Tenancy Reform in Berar: The Berar Land Tenure and Regulation of Leases of Agricultural Lands Bill, 1949.

The Central Provinces and Berar Government published on 8 October 1949, the Berar Land Tenure and Regulation of Leases of Agricultural Lands Bill, 1949, which seeks to amend the law relating to tenancies, and to provide for the regulation of leases of agricultural lands in Berar. The provisions of the Bill have been designed to ensure fixity of tenure and fair rent for tenants, provide for compulsory lease of surplus land over and above a certain limit, and prevent fragmentation of land into uneconomic holdings.

The Statement of Objects and Reasons, appended to the Bill, states that to stop the evil of habitual subletting of agricultural land and rack-renting of annual tenants in Berar the Berar Land Revenue Code (~~Section~~ Second Amendment) Bill, 1948, was introduced in the Legislative Assembly in March 1948. The Bill was circulated for eliciting public opinion, but subsequently it was decided to substitute it with a comprehensive and self-contained legislation of land reform. The present Bill has accordingly been designed to give effect to a four-point agrarian reform by aiming at the following objectives:- (1) Fixity of tenure or protection of lessees against eviction by landlords by creating a class of protected tenants; (2) Lease of land on reasonable

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rent; (3) Compulsory leasing of surplus land over and above a well-defined limit, the lessees being eligible to purchase it after one year's cultivation, at a reasonable price; and (4) A safeguard against fragmentation of land into uneconomic holdings.

Fixity of tenure and fair rents.- The Bill provides that any lessee cultivating the land personally during the current agricultural year and the year preceding will be entitled to the status of protected tenant. Similarly, lessees in future at the end of one agricultural year will be eligible for the status of a protected tenant. In case of a "bataidar" (crop sharer), option is given to him to apply for this declaration. The status of a protected tenant will, however, not accrue to a lessee of fallow land under the provisions of the Central Provinces and Berar Cultivation of Fallow Land Act, 1948. In no case would the area held by protected tenant exceed 50 acres or the area held by the lessor reduced below 50 acres. The interest of protected tenant in his land shall be heritable, but not transferrable except that he will be permitted to hypothecate land for securing taccavi advances and co-operative loans. This is with a view to ensuring that land does not change hands frequently to the ~~detrimant~~ detriment of good cultivation. Sub-leasing of land for a maximum period of five years is allowed if the protected tenant is a widow or a minor or is subject to physical or mental disability or is undergoing detention or imprisonment or is in military service. A protected tenant will be required to pay annually reasonable rent to be decided by a revenue officer subject to a maximum equal to the value of one-fourth average gross produce for one year calculated on the basis of gross produce for three agricultural years immediately preceding the date of application for fixation of reasonable rent. He will have the first option to purchase the land if the landlord sells it. A protected tenant may be evicted for non-payment of rent, unauthorized transfer or diversion of land to non-agricultural purposes or failure to cultivate land in person.

The Bill secures to the landlord a right of re-entry if he requires the land for non-agricultural purposes or for cultivation personally in case his holding is reduced below 50 acres. A counter-balancing provision has at the same time been made that the land will revert to the protected tenant if within a period of 12 years of taking over possession the landlord fails to utilize it for the purpose for which the re-entry was effected.

Compulsory leasing of surplus land.- An important feature of the Bill is the compulsory leasing of surplus land in the hands of landlords. The normal size of a holding has been fixed at 100 acres for cultivation personally by an individual, and this limit can be raised to 600 acres in case of a joint Hindu family or a widow, minor or a person subject to a physical or mental disability. The upper limit can be relaxed for mechanized cultivation as also for the reclamation of fallow land by a co-operative society.



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Prevention of fragmentation of holdings.- The Bill provides that any partition of land below a limit to be prescribed for various tracts and for different purposes will be declared null and void.

(The Central Provinces and Berar Gazette, Extraordinary, dated 8 October, 1949, pages 567-577 ).

Land Reform in United State of Travancore and Cochin: Enquiry Committee appointed.

The Government of the United State of Travancore and Cochin has appointed a Committee, consisting of 11 members with Mr. K. Atchutha Menon as chairman, to investigate the question of land policy in the State including among others, limitation of holdings, land alienation legislation, co-operative farming and tenancy reform.

(United State of Travancore and Cochin Gazette, Part I, dated 27 September, 1949, pages 636-637 ).

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112. Indigenous Workers.

India - October 1949.

Report of Criminal Tribes Act: Enquiry  
Committee appointed by Central Government.

A Government of India resolution ~~published~~ published on 28 September 1949, states that recently there has been a persistent demand in the Central Legislature for the repeal of the Criminal Tribes Act, 1924, as its provisions, which seek to classify particular classes of people as criminal tribes, are inconsistent with the dignity of free India. Some of the provinces have already repealed the Act in its application to their areas and replaced it by other suitable legislation, e.g., Habitual Offenders Acts. The Government of India considers that the question whether the Act should be modified or repealed altogether on an all-India basis should be considered after an enquiry into the working of the Act in the provinces. It has accordingly appointed an Enquiry Committee to enquire into the working of the Act and to make recommendations for its modification or repeal. ~~xxxxx~~ The Committee consists of six members with Mr. Ananthasayanam Ayyangar, Member, Constituent Assembly of India, as Chairman.

(The Gazette of India, Part I, Section 1,  
dated 8-10-1949, page 144 ).

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113. Navigation.

India - October 1949.

Indian ~~Draft~~ Dock Labourers' Regulations, 1948:  
Draft Amendments.

By a notification dated 28 September, the Government of India has published certain draft amendments to the Indian Dock Labourers' Regulations, 1948, which among others, relate to access to and from undecked vessels, protection of dangerous openings in decks and protection of safety devices. The amendments will be taken into consideration after 15 January 1950.

(The Gazette of India, Part I-Section 1,  
dated 8 October 1949, page 1419 ).

The Draft Bombay Dock Workers (Regulation of  
Employment) Scheme, 1949: Greater ~~Regulating~~  
Regularity of Employment for Dock Workers.

In exercise of the powers conferred under clause 4 of the Dock Workers (Regulation of Employment) Act, 1949 (vide page 80 of the report of this Office for June 1949), the Government of India published on 17 September 1949, the draft Bombay Dock Workers (Regulation of Employment) Scheme, 1949. This scheme has been ~~devised~~ <sup>designed</sup> with the objects of ensuring greater regularity of employment for dock workers in Bombay port and for securing that an adequate number of dock workers is available for the efficient performance of dock work. For this purpose the scheme seeks to establish a Bombay Dock Labour Board, consisting of three representatives each of Government, employers and workers. The details of the scheme are briefly summarised below:-

Scope.- The scheme applies to registered employers and registered dock workers performing stevedoring work other than coal work. The categories of stevedore workers are mentioned in a schedule to the scheme.

Administration of the scheme: Bombay Dock Labour Board to be set up.- Under the scheme a Bombay Dock Labour Board is to be set up for the administration of the scheme. The Board, which will consist of three representatives each of the Government, employers and workers, will have, among others, the following functions:- (a) ensuring the full and proper utilisation of ~~dock~~ dock labour for the purpose of facilitating the rapid and economic turnround of vessels and the speedy transit of goods through the port; (b) regulating the recruitment and entry into and the discharge from the scheme of dock workers and the allocation of registered dock workers to registered employers; (c) determining and keeping under review in consultation with the executive officer of the Board the size from time to time of the registers or records and the increases or reductions to be made in the numbers in any such registers; (d) keeping, adjusting and maintaining the employers' registers, entering or re-entering therein the name of any person by whom dock workers are or are to be employed and where occasion requires it, removing from the register the name of any employer, either at his own request or in accordance with provisions of the scheme; (e) keeping, adjusting and maintaining the registers or records of dock workers including any registers or records of dock workers who are temporarily not available for dock work and whose absence has been approved by the executive officer that may from time to time be found necessary and where occasion requires it, removing from any register or record the name of any dock worker either at his own request or in accordance with the provisions of the scheme; (f) the grouping or regrouping of all registered dock workers into such groups as may be determined by the Board and reviewing the grouping of any registered dock worker on the application of the Administrative Body or of the dock worker; (g) making satisfactory provision for the training and welfare of dock workers including medical services, in so far as such provision does not exist apart from the scheme; and (h) making satisfactory provision for health and safety measures in places where dock workers are employed in so far as such provision does not exist apart from the scheme.

The Board will ~~maintain~~ maintain the employers' and the workers' registers. For workers there will be two registers, a monthly register for workers on a monthly contract basis and a reserve pool register for others including junior stevedore workers to fill casual vacancies in gangs. The total number of ~~workers~~ workers in each of these categories shall be determined by the Board in consultation with the port authorities. A dock worker, who, before the ~~enforcement~~ enforcement of the scheme, is in the employment of an employer to whom the scheme applies, shall be eligible for registration. New ~~worker~~ workers will be selected by a Registration Committee, and will be on probation for three months before being placed on a permanent basis in the register.

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Placing and transfer of workers.- A vacancy in the category of a worker will be, ordinarily, filled up by promotion of a worker from the next lower category; and a vacancy in each category of monthly workers will be filled up by promotion of the senior worker of the same category in the reserve pool ~~of~~ register.

Workers will be employed in two shifts, namely, night and day shifts, but they will not ordinarily be employed in two consecutive shifts in a day and in no case will workers on monthly register be employed on a second shift so long as workers in a similar category are available from the reserve pool register.

Guaranteed minimum wages, attendance wages and disappointment money.- The scheme contains provisions for payment of 12 days' wages, inclusive of dearness allowance, to a worker on the reserve pool register at rates appropriate to the category he belongs, even though no work is found for them for the minimum number of ~~xx~~ 12 days in a month. If no work is found for a worker from a reserve pool register, who is available for work, an attendance wage is to be given to him at one rupee per day. This wage ~~is~~ will not be paid to him for the days for which he has been paid guaranteed minimum wages. When a worker in the reserve pool presents himself for work and for any reason beyond the control of the employer, the work for which he has attended cannot proceed and no alternative work can be found for him and he is relieved within 2 hours of his attending for work, he will be entitled to disappointment money equal to half the wage rate, inclusive of dearness allowance, appropriate to the category to which he belongs.

When a registered dock worker is, in respect of any wage period when he is available for work, not employed or under-employed, he will be entitled to receive from the Board such wages as may be fixed from time to time by the Board.

Obligations of employers and workers.- All registered dock workers in the reserve pool will be under the employment of the Board and will be allocated work by the Board. A registered employer may not employ a daily worker other than the worker allocated by the ~~Board~~ Board.

Training facilities.- Among other things the Board will also be responsible for providing adequate training facilities for workers.

Appeal tribunal.- The scheme provides for the setting up of tribunals to deal with appeals from both workers and employers. Workers may refer to the tribunal such questions as, payment of unemployment or under-employment money, suspension from the scheme, removal of names from register etc., The tribunals will consist of not more than three persons who are not members of the Board.

Cost of operating the scheme.- The cost of operating the scheme is to be defrayed by a levy, to be paid by employers, on the gross wages of workers or otherwise.

(The Gazette of India, Extraordinary,  
dated 17 September, 1949, pages 1789-1801).

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116. Handicrafts.

India - October 1949.

Developing Cottage Industries in India:  
Use of Japanese Machinery suggested.

A two-man mission which had been sent to Japan recently on behalf of the Ministries of Rehabilitation and Industry and Supply, to study cottage and small-scale industries in that country, has, in a report submitted to the Government of India, made a number of recommendations for development of similar industries in India, and for resettling displaced persons in some of these industries. In Japan the mission visited over 100 small industries and "home" factories and, before returning to India, placed orders, on behalf of the Ministries of Rehabilitation and Industry and Supply, for about 50 different kinds of machines, some of which have already reached India. The services of six leading Japanese technicians were also secured for training Indians.

In its report the mission has recommended that machinery purchased on behalf of the Ministry of Rehabilitation should be installed in a work centre near Delhi, so that it may provide employment to displaced persons. Some of the equipment may be handed over to selected displaced persons and women's homes in Delhi, and a study made of their working,

Machinery ordered on behalf of the Ministry of Industry and Supply, should be installed at a central institute which should be set up at Delhi. The institute should gradually become the nucleus of a research institute where different types of equipment from ~~different~~ ~~types~~ all parts of the world should be collected for inspection by representatives of provincial Governments and private parties.

Adoption of Japanese system suggested.- The report points out that India can derive great benefit by organising cottage and small-scale industries on Japanese lines. An advantage of the Japanese system, it is stated, is that production cost is low. In a bigger unit supervision over a large labour force is beset with difficulties. In the home factory, on the other hand, members of the family can work conveniently in leisure hours, without interruption in their domestic duties.

About 40 different industries ranging from ~~handicrafts~~ ~~and~~ needles and pins to toys, bamboo articles and food industries, have been recommended for adoption in India. It is claimed that if these industries are started in India, the present large imports can be substantially

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curtailed, or altogether stopped within a short period. In certain other industries, it is possible to build up a lucrative export trade in a short while.

About 40 different industries, ranging from needles and pins to toys, bamboo articles and food industries have been recommended for adoption in India. Of the industries recommended, it is claimed, many are such that by starting these in India, the present large imports of their products can be substantially curtailed or altogether stopped without a short period. In certain other industries, it is possible to build up a lucrative export trade in a short while.

A sum of at least 500,000 dollars, the mission feels, should be earmarked for the import of machinery from Japan by the Central and provincial Governments and by private parties sponsored by these Governments. The Ministry of Rehabilitation should itself import some machinery for issue as loans in kind to displaced persons. The customs duty on such machinery imported for displaced persons should be as low as possible in order to keep its cost within reach of the small man.

Technicians from Japan.- The report stresses the importance of close integration between small and large-scale industries has been stressed. This is necessary in order to make products of the former economical. Dealing with the problem of training technicians, the report recommends that qualified technicians from Japan should be invited to train Indians. About 100 such technicians would be needed for the whole country. This would be cheaper than sending large numbers of Indians for training to Japan.

The report points out that industrial education is one of the main pillars of Japan's industrial structure. There are about 200 polytechnic schools and about a dozen high ~~technical~~ schools of technology. Social industrial education is imparted through a wide network of science museums, commercial museums, libraries, motion pictures, radio, public lectures and publications. It suggests that India should draw up and carry out a similar plan of social industrial education for cottage industries.

Export of cottage industries.- The report discusses at length the question of building up an export trade in articles manufactured by small-scale industries in India. It says that the whole nation should be ~~possible to find~~ ~~foreign markets for products of existing and new cottage~~ export-minded like Japan. With proper organisation, it should be possible to find foreign markets for products of existing and new cottage and small-scale industries. Suggestions made in this connection include the setting up of a central foreign trade institute, with branches in each province and in important industrial centres, with museums of local products of exportable quality attached to them. The institutes should keep in touch with producers and technicians with a view to advising them on the needs of foreign markets. Permanent, small museums should be organised in big hotels in cities on



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the lines of those in Japan. Indian Embassies abroad should have museums of Indian products, and these should be widely publicized. Indian products should also be exhibited in large and popular hotels and universities abroad before Christmas and other festivals. Leading buyers from America should be occasionally invited to visit cottage industry emporia in India and suggest improvements and new designs. Delegations sponsored by the central foreign trade institute should occasionally go abroad to study and explore new markets.

Setting up of information centres.- The setting up of an information centre for collecting information from Japan and other countries regarding machinery, etc., has been recommended. For the same purpose, an Industrial Information Section in the office of the Indian Commercial Consulate in Tokyo is considered necessary. In addition, a central museum of foreign machinery and samples should display a collection of machinery from different parts of the world. Samples collected here would help Indian ~~producers~~ producers to evolve new methods and designs and suggest to them new uses of raw materials available in India.

The purchase of patent rights in Japan, continuous research into production techniques and dissemination of results amongst producers, the issue of periodical bulletins, and the establishment of libraries of technical publications are some of the other suggestions made in the report.

Success of Japanese cottage industries.- Among factors making for the success of small-scale industries in Japan, it is stated, are (1) abundance of electric power available at low rates; (2) ability of small enterprises to adapt themselves quickly to changes in fashion; (3) cheap labour; and (4) co-operative relations with larger enterprises.

In 1946, after years of war, 46.4 per cent of Japanese farmers could get supplementary work in small-scale industries. In one village alone there were more than 1,000 "home" factories manufacturing hand-made paper.

The mission visited Hiroshima, and inspected needle factories - the city's main occupation. Despite the utter ruin and dislocation caused by the atom bomb, Hiroshima has revived its needle industry and has been exporting needles to India for the last two years. Out of the city's annual export of about three billion yen worth of needles, India's share is one-third. Eight thousand workers, including 5,000 women, are engaged in this work in Hiroshima.

117. Shopworkers.

India - October 1949.

Central Provinces and Berar: Shops and  
Establishments Registration Rules,  
1949.

The Central Provinces and Berar Government has made, under section 4-A of the Central Provinces and Berar Shops and Establishments Act, 1947, the Central Provinces and Berar Shops and Establishments Registration Rules, 1949, relating, among others, to procedure for applications for registration, payment of registration fees, ~~issue~~ issue of registration certificate, renewal of registration, notice for change in the application ~~for~~ for registration, etc.

(The Central Provinces and Berar Gazette,  
Part III, dated 23 September 1949,  
pages 1029-1030 ).

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

Economic Questions

- ✓ (a) Republic of the Philippines: Office of the President: Bureau of the Census and Statistics, Manila: Journal of Philippines Statistics: published by the Bureau of Census and Statistics: Volume IV, January-June 1949, No.1-6, pages xviii x 267.
- ✓ (b) India: Guide to Current Official Statistics, Volume III (Public Finance, Education, Public Health, Census, Labour, Consumption of commodities and Miscellaneous): published by the Manager of Publications, Delhi, 1949: Price: Rs.6-8-0 or 10 sh.; pages iii x 174.

Working Conditions

- ✓ (a) Report on the Working of the Factories Act in the Province of Madras for the year 1948: Printed by the Superintendent, Government Press, Madras, 1949; Price ~~Rs.2-2-0~~ Rs. 2-2-0; pages 51 x i.
- ✓ (b) West Bengal Factories Rules 1949 (Reprint from Calcutta Gazette, dated 15th September 1949); pages 154.
- ✓ (c) Annual Report on the Working of the Factories Act in the United Provinces for the year 1946; Allahabad: Superintendent, Printing and Stationery, United Provinces, 1949: Price Rs.1-14-0; pages 91.

Living Standards

- ✓ (a) Annual Report on the Working of Cooperative Societies in the Province of Bombay for the year 1944-45; Bombay: Obtainable from the Superintendent Government Printing and Stationery, Bombay, 1947, Price Annas 7 or 9d.; pp. ii x 151.
- ✓ (b) Annual Report on the Working of Cooperative Societies in the Province of Bombay for the year 1945-46: Bombay: Obtainable from the Superintendent, Government Printing and Stationery, Bombay, 1948; Price Annas 13 or 1s.4d.; pages ii x 182.
- ✓ (c) ~~Annual Report~~ Annual Report on the Working of Cooperative Societies in the Province of Bombay for the year 1946-47, Vol.I, Bombay, 1949: Obtainable from the Superintendent, Government Printing and Stationery, Bombay: Price Annas 12 or 1sh.3d., pp.ii x 176.

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