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INTERNATIONAL LABOUR OFFICE
INDIAN BRANCH

Industrial and Labour Development in August, 1949.

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

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CHAPTER I. INTERNATIONAL LABOUR ORGANISATION.

INDIA - AUGUST 1949.

11. Political Situation and Administrative Action.

United Provinces Labour Enquiry Committee:
New Chairman appointed.

The United Provinces Government has appointed Mr. Jugal Kishore, chairman of the United Provinces Labour Enquiry Committee with effect from 15 February, 1949.

(The Government Gazette of the United Provinces, Part I, dated 23 July, 1949, page 551).

Pakistan: East Bengal Labour Advisory Board:
Composition announced.

A Press note issued by the East Bengal Government states that according to a decision of the Government of East Bengal (vide paragraph 11, page 3 of the report of this Office for June 1949) a Labour Advisory Board, with the Hon'ble Minister-in-charge of Labour as Chairman, is going to be constituted to advise on policy and legislation for promoting harmony between employers and workers. The Board, which will be a tripartite body, will meet once in three months.

As decided provisionally, the employers will be represented by the Pakistan Tea Association, the Narayanganj Chamber of Commerce, the Chittagong Chamber of Commerce, the Muslim Chamber of Commerce (Chittagong) and the East Bengal Mill ~~Owners~~ Owners' Association (Dacca), who will nominate one ~~member~~ member each. The chairman may also invite additional representatives of employers not exceeding five to represent interests not covered by these organisations.

As regards employees, the All-Pakistan Trade Union Federation, Narayanganj, will be entitled to nominate five representatives and a number of additional representatives so as to have parity in number with employers' side. In addition to the representatives of the Industrial employers and workmen, the Chairman may also invite to any meeting of the Board persons representing landed interests and agricultural labour in equal numbers but not exceeding two each.

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An officer of the Labour Directorate selected by the Labour Commissioner will act as Secretary to the Board, of which he will be an ex-officio member.

(Amrita Bazar Patrika, 19-8-1949).

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13. Conventions and Recommendations.

India - August 1949.

Ceylon: Separate Section under Labour
Commissioner to deal with I.L. Conventions.

According to a reporter of 'the Times of Ceylon', a separate section in the Department of Labour is being set up under an Assistant Commissioner of Labour to deal exclusively with matters connected with the International Labour Organisation.

It is pointed out that a separate section is considered necessary owing to the considerable additional work involved in connection with consideration of a large number of International Labour Conventions and recommendations. (See paragraph 56, page 58, of the report of this office for May 1949).

(The Times of Ceylon, dated 12-8-1949).

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

INDIA - AUGUST 1949.

23. Non-Governmental International Organisations.

Closer Ties between Asian Nations: Representative
Body to be formed.

A conference ~~was~~ for cultural co-operation between India and other Asian countries was held at New Delhi on 21 August 1949. The meeting, which was presided over by the Indian Education Minister, Maulana Azad, was attended, among others, by the Ambassadors of Egypt, Turkey, Iraq, Afghanistan, China and Burma, the High Commissioners of Ceylon and Pakistan, the Indonesian Representative, Dr. Soedarsono, the Industry and Supply Minister, Dr. S.P. Mookerjee, and the Congress President, Dr. Pattabhi Sitaramayya.

The meeting was of the opinion that an Indian Council of Cultural Co-operation should be set up for strengthening the ties of cultural co-operation and exchange between India and other Asian countries. In order to give concrete shape to the proposal, meeting converted itself into a provisional committee and elected a sub-committee of 15 members to lay down the aims and objects and frame a draft constitution of the Council.

It was further decided to convene a general conference sometime in November 1949 ~~when~~ when the draft constitution would be adopted and the Council formally inaugurated.

(The Hindustan Times, 22-8-1949).

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CHAPTER 3. PROFESSIONAL ORGANISATIONS.

INDIA - AUGUST 1949.

31. Workers' Trade Union Movements.

Meeting of General Council of Indian National
Railway Workers' Federation: Setting up of
Zonal Tribunal urged.

A meeting of the General Council of the Indian National Railway Workers' Federation was held at Jamalpur on 30 and 31 July 1949. Mr. Hariharnath Shastri presided.

The Council, by a resolution, demanded the appointment of zonal tribunals for enlisting the willing co-operation of railway labour to improve the working of the railways. By another resolution, the Council strongly urged the Railway Ministry to instruct the various railway administrations to grant the Federation and all its affiliated unions all facilities to which they were entitled in holding meetings in the railway premises. The resolution pointed out that there were allegations that the administration had been denying facilities for holding meetings in their premises.

The Council protested against a recent circular of the Railway Board debarring invalid parents and other dependents of railway employees from grainshop facilities which they had so long enjoyed. The Council requested the Government to draw up a large-scale house-building programme and to treat it as an emergency measure as workers were faced with a serious shortage of housing accommodation. By another resolution, the Council expressed its regret that the Rajadhyaksha Award had not been implemented in full and urged the Railway Board to implement the Award without any further delay. The Railway Ministry was also urged to implement without delay the recommendations of the Central Pay Commission relating to educational aid to employees' children which had not been given effect to so far.

By another resolution, the Council pointed out that of late the different railway administrations had started deducting compensatory and house rent allowances for short periods of leave without pay. This had caused serious discontentment amongst railway labour. The Council, therefore, urged the Railway Board to remove this hardship and issue instructions to all railway administrations not to deduct compensatory and house rent allowance for leave without pay, upto a period of two months.

The Council elected Mr. Hariharnath Sastri as the Federation's Working President in place of Mr. Shantilal Shah. (The Hindu, dated 2-8-1949).

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INTUC to organise Agricultural Workers:
Model Unions to be started as Experiment.

On 5 August 1949, at a Press conference at Bombay, Mr. Hariharnath Shastri, General Secretary, of the Indian National Trade Union Congress, announced that the INTUC would shortly launch a campaign for organising into trade unions the agricultural labour in the country. It was proposed to set up shortly, on an experimental basis, model unions in selected districts in the various provinces. After watching the progress of these unions for some time, it was intended to set up an all-India organisation of agricultural workers on the lines of the I.N.T.U.C. The new organisation of agricultural labour that would be set up would work for securing peaceful and harmonious relationship between the peasantry and field ~~worke~~ workers.

Mr. Shastri added that in India there were over 40 million agricultural and landless workers. Till now the Congress had been mainly concerned with the organisation of industrial labour. That task having been substantially accomplished, it was now turning its attention to the organisation of agricultural labour. But this task would not be easy, and it had therefore been decided to enlist the support and co-operation of the Indian National Congress.

(The Times of India, 6-8-1949).

Abjuring Violence in Trade Union Movement:
Agreement between INTUC and Hind Mazdoor
Sabha.

With a view to removing unnecessary and objectionable tension between the two labour organisations - the Hind Mazdoor Sabha and the Indian National Trade Union Congress - a four-point code of conduct, binding on both the organisations, was agreed upon at a conference of their representatives held recently in New Delhi.

According to ~~the~~ Mr. Purshottam Thakkar, General Secretary of the Bombay Provincial National Trade Union Congress, ~~Under the code~~ the two organisations ^{have} agreed that in trade union work there should be (1) no personal attacks and personal recrimination; (2) no resort to any kind of violence or hooliganism; (3) no attempt to disturb meetings or to indulge in rowdyism by members of one organisation in meetings convened by the other; and (4) no black flag or hostile demonstrations by one organisation against the other.

It was also agreed that, on the various committees and councils set up by the Government of India, the

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representatives of the two organisations should try to present a common view-point on behalf of organised labour.

(The Times of India, 9 and 23-8-1949).

Pakistan: Proposed changes in Labour Laws
would destroy Workers' Unity: Trade Union
Federation's Criticism.

It is understood that the Pakistan Trade Union Federation, in a memorandum submitted to the Central Government, has objected to certain proposed amendments to the country's labour laws, alleging that these amendments "seek to destroy the solidarity of the toiling masses of this country". The memorandum, after ~~comparing~~ complaining that many prominent leaders of the working class were behind bars under the Public Safety Acts of the respective provinces, points out that all leading trade union workers of the North-Western Railway have been prohibited from entering railway premises. According to the memorandum the New amending bills would "make the position worse". Taking particular exception to the Industrial Disputes' Amendment Act, which empowers the Government to declare certain services and undertakings as "public utility services", the memorandum expresses the fear that these powers might be used to prevent lightning strikes. According to the memorandum, this would lead to the suppression of all trade union activity. It further recommends that the definition of irregular strikes should not include lightning and ~~protest~~ protest strikes.

Referring to the Indian Trade Union Act Amendment Bill, the memorandum recommends that this Bill should be so amended as to embody all the articles of the I.L.O. Convention No. 87 concerning the freedom of association and protection of labourers' right to organise.

Discussing the provisions of the Workmen's State Insurance Bill, the memorandum recommends that sickness cash benefit should be determined only after the expiry of the period of sickness. Moreover, it suggests that the insurance fund should be wholly built up from contributions by the Government and industrialists.

Discussing the Minimum Wages Bill, the memorandum recommends that: (1) for overtime, double the rate of daily wages should be given to workers; (2) that the factories to which this applies should include (i) textile mills, (ii) steel factories, (iii) shoe factories, (iv) mines, (v) oil fields, (vi) railways, (vii) metal and chemical factories, and (viii) pottery factories.

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The memorandum also proposes certain methods for determining the representative character of a trade union.

(The Civil and Military Gazette, dated 19-8-1949).

Burma: The Trade Unions (Amendment) Act,
1949: Date of Enforcement.

By a notification dated 28 July 1949, the Union of Burma Government has directed that the Trade Unions (Amendment) Act, 1949 (vide paragraph 31, page 14 of the report of this Office for May 1949) shall come into force with effect from 1 August 1949.

(The Burma Gazette, Part I, dated 6 August, 1949, page 690).

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33. Employers' Professional Organisations.

India - August 1949.

1949 Annual General Meeting of United Planters' Association of Southern India, Coonoor, 23-26 August, 1949.

The annual general meeting of the United Planters' Association of Southern India, was held at Coonoor from 25 to 26 August 1949, Mr. F.G. Wallace presiding. The meeting was addressed, among others, by the Governor and the Premier of the ^{Madras} province.

Premier's address: fair deal for labour urged.- Mr. P.S. Kumaraswami Raja, Premier of Madras, addressing the meeting, paid a tribute to Western planters who had settled down in India. Describing the Association as the best ~~example~~ type of organisation which stood as a model to be copied by industrialists, Mr. Raja said that a good organisation - guiding the administration of industrial concerns and helping the solution of several problems, was more important for the growth of industry than capital investment itself. The U.P.A.S.I could rightly be called a federation of so many plantation estates, functioning for the common good of all its constituents.

The ideal before free India was that every subject must be assured of food, clothing and shelter. The achievement of this ideal required general readjustment of the economy of the country. And this question naturally would involve the consideration of the relationship between the employer and the employee. The days when the employer was looked upon as one in a privileged position and the employee of labour as a machine to secure profit to the employer, were gone. Now labour was no longer viewed merely as a tool for bringing profits to the employer. The time had come when, not only here but everywhere in the world, labour was looked upon as an element as important as capital itself in the sphere of industry. One was complementary to the other. So, on the preservation of good relations with labour, the prosperity of an industry ultimately depended. The industry must realise that labour was an integral part of it, and that decent standards of wages, housing and conditions of employment were desirable not only from consideration of generality but also as a long-term investment. There were a few problems peculiar to plantation labour as different from other labour. Owing to the change of climate, housing was more important on the hills than it was on the plains. Adequate provision for the education of their children had to be made. Medical aid, not only to the workers actually engaged in the estates, but also to the members of their families became a special responsibility of the planters.

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Concluding, Mr. Raja said that he was glad to be informed that, barring certain minor differences that were bound to exist, there had been no major conflict between the employers and ~~labor~~ labour in the plantation industry and that the standard of life of the workers had been improved through the machinery of tripartite conferences.

Presidential address: need for private enterprise.-
Referring to the economic and administrative problems ~~arising~~ arising out of India's development as a free and independent republic, Mr. Wallace, in his presidential address, said that the way the Government had so far met and overcome or controlled some of the mightiest social, economic, and law and ~~order~~ order problems ever to confront a single nation in so short a time, had given the employers a great faith in the future of India. They naturally shared with the Government a very earnest desire to preserve in India the democratic way of life, to increase the country's wealth and standards of living by increasing national production and reducing production costs. They also, on the other hand, sometimes found it impossible to share the Government's views upon the best way to achieve those objectives. While they were prepared to accept the new concept of industry as a sphere of economic activity for the service and well-being of the nation, they could not ~~and~~ accept the view sometimes indicated by Government legislation or proposed legislation that private enterprise could still give maximum service to the nation, if it was deprived of the profit motive on which it was founded.

Planters, in common with other industrialists or businessmen, were in industry or business for profit. So long as reasonable prospects of making a profit were not denied to industry in India, the capital, enterprise and technical skill, so necessary to India's greater industrialisation and greater national production, would not be slow in coming forward. Mr. Wallace added ~~had~~ ^{and then} provided a succession of top-level reassuring statements about the Government's industrial, financial, and economic policies, followed by speeches by responsible Ministers and by legislation and proposed legislation, which all seemed to indicate the view that profitmaking was a sin, and that industrialists and businessmen must be taxed, regimented, directed and controlled, as if they were enemies of the nation's best interests, and that private enterprise at best was a necessary, temporary, economic evil. He hoped that so far as the Industries (Development and Control) Bill was concerned (vide paragraph 45, pages 42-43 of the report of this Office for April 1949), at any rate, the Government would listen to the overwhelming representations against many aspects of the Bill by industrialists throughout India.

Plea for reduction of taxes.- Pleading that the plantation industry had taken more than a fair share of the burden of taxation, Mr. Wallace said that planting as an industry, had already reached the stage where taxation and high production costs were making it difficult and, in some cases, impossible to retain its position as one of

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India's most important wage-paying, tax-paying and foreign exchange earning industries. Urging for substantial relief from certain taxes Mr. Wallace said that the Government had to face the unpleasant realities of the present economic and industrial crisis and make it practicable for private enterprise to play a truly effective part towards India's economic recovery.

Conflicting industrial awards: need for appellate authority.- As regards production, Mr. Wallace said that the year had also witnessed increasing emphasis laid by Government spokesmen on the need for stepping up industrial and agricultural production as an essential prerequisite of better standards of living. The need for a more uniform and more balanced approach to awards on industrial disputes had also been recognised and there was to be revision, urgently needed, of the terms of the Industrial Disputes Act. What was most needed, however, was an appellate authority to revise and co-ordinate the mass of confusing, frequently contradictory and sometimes disastrously unwise awards of various Industrial Tribunals, which were more responsible for the indiscipline and declining output of workers than all the agitation of trade unions.

Turning to the special problem of different products, Mr. Wallace said that tea had, on the whole, had a good year on the production side, but this commodity was already leaving a seller's market and coming into a buyer's market, and there was considerable anxiety not only among producers but also with the Government about the future of tea in a world competitive market. The Government of India fully recognised the importance of tea as a valuable earner of foreign exchange, particularly of hard-currency exchange, and he hoped that the recent formation of the Central Tea Board, invested with wide powers for undertaking propaganda and scientific research into tea, would serve a useful purpose in guiding the destinies of the tea industry in the difficult period ahead.

The coffee crop for the year had been an excellent one, and as a result there had been a welcome stabilising of prices much to the consumers' relief. The crop, in fact, had been so promising that the Indian Coffee Board had been able to earmark a substantial quota for export to the Continent in an attempt to regain some of the old markets, which were lost to India during the war.

The anxiety of rubber growers ~~xxx~~ over the price question was somewhat allayed by the revised prices fixed by the Central Government in 1948. This, however, only afforded temporary relief to the grower, ~~only~~ and these prices had since been reduced, so that the long-term prospects of the Indian rubber industry were even more uncertain. Growers were hoping that a scheme put forward by the Indian Rubber Board for the development of the rubber industry assisted by Government subsidy, with a view to increasing the output of rubber would receive the Government's early approval.

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Relation with labour.- In conclusion, Mr. Wallace said that the Association had given increasing attention to the question of labour and staff welfare during the past year. On this question its policy had always been to endeavour to anticipate demands from workers and staff, and to make as many concessions as possible without waiting for legislation. Individual estates had already gone far with the institution of welfare measures through the medium of "works committees", which had been in existence even before the passing of the Industrial Disputes Act.

Problems of tea industry.- Addressing the tea section of the Association, Mr. J. Boulton, Chairman, said that the tea industry had passed through a satisfactory year. In spite of severe blister blight, in some districts and shortage of fertilisers and other essential supplies, South India's tea crop for 1948 was some three million pounds better than 1947. The most important tendency during the year for the industry from the international angle, was the increase in world supplies of tea, owing to the revival of large-scale production, in Indonesia, China and Japan. The sellers' market which the industry had enjoyed for some years now was gradually changing into a buyers' market. He emphasised that the planters had made and were making strenuous efforts to secure an improvement in the quality of their tea.

Adverting to tea prices, Mr. Boulton said that the present level of costs was more than three times the 1938 cost in spite of larger crops. Wages had increased to about four times the 1938 level and these, together with the increased cost of subsidised foodgrains, amenities and concession to labour, medical services, basic materials and transport charges, and reduction in labour output had contributed to total cost of production which was becoming an impossible burden on the industry. Apart from the cost of production, tea had attracted more than its fair share of the burden of taxation by both Central and provincial Governments and this burden of ordinary income-tax, agricultural income-tax, excise and export duties, tea cess and sales tax, had a direct influence upon prices. There was still need to emphasise that price played a major role in the level of consumption. A substantial and immediate reduction in costs and duties was necessary to enable Indian teas to compete successfully in the world markets.

Concluding, Mr. Boulton pleaded for a speedy removal of hardships arising from the operation of central excise regulations.

Problems of the coffee industry.- Reviewing the supply position of coffee for the year, Mr. N.B. Athrey, Chairman of the Coffee Section, said that the supply position was very satisfactory. Not only were there enough coffee for internal consumption, but also about 2,300 tons for export. The seasonal conditions for the coming crop were very good, and the crop estimate for 1949-50 again promised to be above average.

Referring to the question of labour supply, Mr. Athrey said that except perhaps in Mysore, it was more than adequate. With a fairly good crop for the year, and good seasonal conditions for the year to come, the problem of the planter was to ~~must~~ see what the policy of the Government would be towards increased production. The Association wished to take part in securing improved conditions for labour but in an industry like coffee plantation it was not possible to increase production overnight and pass on the benefit in the shape of amenities to labour. The consumption of coffee had gone down ~~down~~ owing to the high cost of living and the lowering of the purchasing power in the hands of the urban middle class. The Government of India should declare in ~~it~~ definite terms as to what its price policy was going to be, and how it was going to implement it, so that the producer of primary products might know where he stood and organise his production suitably. Otherwise all talk of stepping up production would remain on paper, and would not translate itself into quick action.

(The annual meeting of the Association for the year 1948 was summarised at paragraph 35, pages 7-10 of the report of this Office for August 1948).

(The Hindu, dated 24-27-8-1949).

Annual General Meeting of Tata Iron and Steel Company Ltd. : Labour blamed for retarding Production.

Addressing the shareholders at the annual general meeting of the Tata Iron and Steel Company, Limited, held at Bombay on 25 August 1949, Mr. J.R.D. Tata, chairman of the Company, said that the labour situation in 1948-49 was slightly better than in the previous year, but it still caused "a great deal of anxiety". The company did not grudge high wages to labour, provided their number was reduced and the output was increased, but it could not go on indefinitely paying more and more for less and less work. This was a issue which faced not only the company but the whole country to-day, and on the solution of this issue would depend India's economic future. The issue could not be settled by the Government assuming more powers which it was not in a position to exercise, but by co-operation between the Government, the employer, and labour.

Mr. Tata emphasised that the employer who exploited his labour or mishandled it in anyway should receive short-shrift. Under present conditions, fortunately, very few employers were in a position to do so, in organised industries at any rate. ~~But~~ But labour, which deliberately slowed down production or resorted to unnecessary strikes had to be dealt with firmly. It was

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a common and increasingly popular practice is for labour to intimidate its supervisory staff and even to carry out its threats into practice by assaulting them for any real or imaginary grievances. Whenever such practices were dealt with, with a firm hand by the authorities, the effect had been invariably salutary; but where, for political or other considerations, such practices had been connived at or leniently dealt with, the result had been disastrous. Labour's present mentality, "with its accompanying indiscipline and disinclination to work", Mr. Tata said, was due to "the sudden acquisition of political power and the consciousness, well-founded or otherwise, that they had the sympathy of the Government as against the employer, whatever the occasion and the merits".

Quoting from a graph from the company's annual report, Mr. Tata said that where as the average labour cost per ton of finished steel had gone up from 31.54 rupees in 1939-40 to 92.80 rupees in 1948-49, the average output of finished steel per employee had declined from 24.36 tons in 1939-40 to 16.30 tons in 1948-49. While the increase in the labour cost could be explained to a great extent by the increase in the cost of living, it was the decline in the output per head by nearly one-third which was an index of the prevailing ~~mal~~ malaise and which caused serious anxiety.

(The Hindu, dated 26-8-1949).

Pakistan: Federation of Chambers of Commerce
to be formed.

At a convention of various chambers of commerce of Pakistan, held in Karachi on 5 August 1949, it was unanimously decided to form a Federation of Chambers of Commerce to "safeguard the commercial and industrial interests of Pakistan and to enable the various chambers to present their united will". In all 30 Chambers of Commerce and Trade Associations from all parts of Pakistan participated in the convention.

The meeting appointed a Committee, under the chairmanship of Mr. G. Allana, to consider the draft constitution of the proposed Federation.

('Dawn', dated 6-8-1949).

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CHAPTER 4. ECONOMIC QUESTIONS.

INDIA - AUGUST 1949.

41. Industrial and Mining Production.

Central Tea Board set up under Central Tea
Board Act, 1949.

The Government of India has set up a Central Tea Board under the Central Tea Board Act, 1949 (vide paragraph 41, page 8 of the report of this Office for June 1949). The Board, consists of 35 members with Mr. S.K. Sinha as chairman and includes 3 representatives of Labour.

(The Gazette of India, Extraordinary,
dated 21 July 1949, pages 1242-1244).

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42. Production and Export of Agricultural Products.

India - August 1949.

The East Punjab Conservation of Manure Ordinance
(No.XV of 1949).

The East Punjab Governor has promulgated the East Punjab Conservation of Manure Ordinance (No.XV of 1949) providing for the conservation of manure in East Punjab.

Under the provisions of the Ordinance, the Government may, by notification, declare any area to be a notified area, upon which occupiers of buildings in that area would have to conserve or arrange for conservation of manure. The panchayats in the notified area would normally be the Manure Conservation Committees, which would mainly consider applications from individuals for land for conservation of manure.

(Government Gazette, East Punjab; Extraordinary, dated 27 July 1949, pages 907-913).

Pakistan: Five Year Plan for increasing
Food Production.

A five year plan, food plan, consisting of 52 schemes for increasing production of foodgrains by 3 million tons, and costing about 970 million rupees was discussed at the conference held at Karachi on 25 August 1949.

Mr. Abdus Sattar Pirzada, Minister and Food and Agriculture, in his inaugural address said that in the next five years Pakistan's population of 81 million was expected to increase to 87 million converting Pakistan into a food deficit country to the extent of about 1,400,000 tons. The plan aimed at not only meeting internal consumption but also providing for an exportable surplus.

Of the various schemes 18 have already been started and are at various stages of completion. According to a province-wise analysis, the West Punjab had drawn up 10 schemes, six irrigational and four others; the East Pakistan, seven, of which three are irrigational; the North West Frontier Province 19, of which 17 are irrigational and Sind 12, including three irrigational projects.

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The Conference terminated after appointing four sub-committees. The first sub-committee will consider problems and schemes relating to foodgrains, soil conservation, fertilizer policy of the Central Government, and the setting up of Central Government organisation for loaning tractors and agricultural equipment to provinces and States. The second sub-committee will deal with vegetable seed production and trade in Pakistan, the extension and development of sugarcane industry and will also review the industry and trade of edible oilseeds, oils and oil cakes. The third committee will deal with marine fishing and the fourth, with the protection and extension of orchards and organisation of fruit industry.

('Dawn', dated 26-8-1949).

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45. Foreign Trade and Exchanges.

India - August 1949.

India's Balance of Payments not Unsatisfactory: Reserve Bank's Survey.

For a country which under the exigencies of the war maintained a high rate of forced saving and which, at the end of it, had to endure the disturbing effects of partition, the general course of India's balance of payments up to the end of 1948 cannot be considered altogether unsatisfactory. According to an article published in the July 1949 issue of the Reserve Bank of India Bulletin, the article makes available, for the first time, official estimates of India's international accounts in the post-war period.

The post-war demand for re-stocking and replacement pushed up the value of private imports by some 8 per cent in 1947 over the level in 1946. But this did not lead to any serious unbalance in India's foreign accounts because the value of its exports also went up in almost the same proportion - thanks mainly to the improvement in export prices. With the partition, the exports of the Indian Union in 1948 were naturally lower than the exports of un-divided India in 1947, but the fall in the value of imports was even steeper. Thus private merchandise fell from 550 million rupees in 1946 to 230 million rupees in 1947, but rose again to 810 million rupees in 1948. Much of the credit for this, however, was due to the fact that the prices of India's chief exports went up much faster during these three post-war years than its import prices, the article says. One disturbing factor in the merchandise transactions was, that Government imports - which were primarily of foodstuffs - remained substantially high throughout the period at a level of 1000 million rupees in each year, and contributed in each case the major share to the total external deficit, the article ~~adds~~ adds.

The article emphasises that there are several reasons why any comparison between the figures for the three years should not be cut too fine. Not only are sources of data for all the years not the same but also the data are for undivided India for 1946 and 1947 and exclude, for 1948, the exchange transactions of the Indian Union with Pakistan. Still, a rough idea of the course of India's balance of payments deficit which was 290 million rupees in 1946 - it would have been larger but for the recoverable war expenditure of the United Kingdom in India which had not yet ceased - rose to the neighbourhood of 1000 million rupees the next year. This dwindled to 640 million rupees in 1948, if the amount paid for the purchase of the defence ~~stores~~ stores of United Kingdom, in India are not taken into accounts. These deficits were met in each of the three years

from 1946 to 1948 chiefly by a fall in the assets held abroad by the Indian banking system, including the Reserve Bank of India. This fall was particularly steep in 1948 when the Government of India purchased annuities for pensions payable in sterling by making a lump sum payment of 2240 million rupees. The data on private capital movements are not complete but indicate that this factor has generally operated on the payments side, mainly on account of the repatriation of British capital.

The data on India's transactions with hard currency countries show that from a negligible figure of about 50 million rupees in 1946, the deficit in these currencies rose in 1947 to some 860 million rupees mainly owing to the spurt in private imports from these areas by about 1020 million rupees over the previous year. The severe cuts in these purchases which became effective in 1948 and the rise in export values together helped to ~~the~~ change the 1947 private trade deficit of 250 million rupees to a surplus of 220 million rupees in 1948. The overall unfavourable balance was in consequence reduced to 500 million rupees, despite an increase of about 100 million rupees in the net Government expenditure in these currencies which had been high enough at about 490 million rupees in each of the years, 1946 and 1947. Of the 500 million rupees deficit in 1948, a part was met by purchasing United States dollars worth about 230 million rupees from the International Monetary Fund, and the rest was financed by converting released sterling.

From these estimates ^{of} balance of payments, the article draws certain broad conclusions. It points out that the terms of trade which have so far been moving in India's favour cannot be expected to do so any longer. At the same time, import controls which have been an important instrument of foreign exchange management, do not offer a satisfactory solution of the problem especially when India is thereby starved of goods that are by and large essential. The emphasis on increasing the volume of exports is well conceived. But in view of the structural changes that have taken place inside and outside India, it would be well not to expect too much on this count. While the role that these balancing forces can play is thus limited, the only major source of possible relief must be sought in reducing the value of food imports. These imports gather significance not only from the fact that they were the principal contributory factor to the current account deficit in each of the three post-war years - particularly in respect of hard currencies - but ^{also} because the prices paid on imported foodgrains whether ⁱⁿ the hard currency countries or the sterling area were often exorbitantly high. In the case of rice, for instance, during the period India had paid on an average 80r imports from the sterling area nearly four times the pre-war price in India and for imports from the dollar area over six times that price. During the same period the domestic price in India was just about two and a half times the pre-war price. In a sense, therefore, it can be said that India's balance of payments problem hinges on food imports. (The Hindu, dated 10-8-1949).

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44. Prices and Cost of Living.

India - August 1949.

Report on Family Budgets of Middle Class
Government Employees: Large Proportion
in Debt*.

A substantial percentage of the middle class employees of the Government of India - varying from 40 in Delhi to more than 75 per cent in Calcutta - are involved in debt, according to an enquiry into the family budget of middle class employees of the Central Government conducted by the Office* of the Economic Adviser to the Government of India. A precise definition of the term "middle class" by specifying upper and lower income limits, was, however, rendered difficult by the existence of a large body of clerical workers with a rather low basic salary (as low as 30 rupees per month in some cases) who, nevertheless, demanded inclusion in this class. The fixation of an upper income limit presented similar difficulties and it was decided to go up to the level of 500 rupees per month". As the total number of salaried employees falling within the upper limits was several hundred thousands a selected sample was made and the 'lottery' method was employed in the actual selection. Four quarterly budgets for November 1946, February 1946, May 1946 and August 1946 were collected. The total number of finally eligible budgets was 6,198 and with a view to obtaining an indication, however rough, of the sufficiency of the sample obtained, the latter was divided at random into two equal parts and the means and variances of the two portions worked out separately. The main results of the analysis are briefly summarised below.

Composition of family.- Households selected for study comprised natural as well as joint families. A natural family is a self-contained unit consisting of husband, (head of the family), wife and minor children as well as unmarried grownup sons and daughters. A joint family on the other hand denotes a group of relatives

* Office of the Economic Adviser to the Government of India:
Report on an Enquiry into the Family Budgets of Middle
Class Employees of the Central Government: Manager,
Government of India Publications, Delhi, 1949: Price:
Rs.5-0-0- or 8Sh.; pp. iv x 314.

living together as one household. It was found that in all regions except Bengal and Assam, natural families formed a higher proportion of the total number than joint households, the proportion being the highest, at about 80 per cent in the case of Delhi.

The size of the average family was smallest in Bombay City with 5.3 persons, and this was closely followed by Bombay Province with 5.7 persons. Bihar and Orissa showed the largest average size at 7.4 persons. If, on the other hand, the modal size of the family be considered, it was found that Bengal and Assam, and the Punjab took the lead each with 7.0 persons while Bombay city came last with 4.1 persons.

In every case there were a number of dependents who lived away from the family but to whom remittances were made every month. Their number ranged from 0.3 in Madras City to 1.4 in the United Provinces on an average.

Number of earners.- The average number of earners in the family ranged from 1.1 in the Central Provinces (including Central India) to 1.4 in the Punjab region. The average number of dependents per family earner varied from 4.5 in Bombay city to 6.7 in Bihar and Orissa. Bengal and Assam came next to Bihar and Orissa, every earner in the former regions having to support 6.1 persons in addition to himself. The report points out that these figures do not take into account the age and sex of the dependents and cannot, therefore, measure the true extent of the economic positions of the families in the various income categories. In order that families of different size and sex composition might be brought into correct comparison with one another as regards their standards of living it was necessary that the data should be measured in terms of a common unit. The sizes were usually reduced to consumption units in terms of equivalent male adults according to a standard scale. In the present analysis the following ratios have been assumed: adult men (15 years or over) 1.0; adult female (15 years or over) 0.8; children below 15 years 0.6.

The table below shows the number of earners in the family and economic pressure:-

Areas	Number of budgets.	Average size of families	Consumption units	Average number of earners per family.	Average number of persons per family earner.	Average number of consumption units per family earner*.
Bombay City.....	400	5.3	4.1	1.23	4.3	3.3
Bombay Province etc..	240	5.7	4.4	1.12	5.1	4.0
Madras City	388	6.4	4.9	1.12	5.7	4.4
Madras Province etc..	440	6.0	4.6	1.17	5.1	4.0
Calcutta.....	664	7.2	5.6	1.23	5.9	4.6
Bengal and Assam etc..	276	6.9	5.3	1.10	6.2	4.8
Bihar and Orissa.....	340	7.5	5.8	1.14	6.5	5.0
United Provinces.....	380	6.2	4.7	1.15	5.4	4.1
Punjab etc.....	316	6.5	4.9	1.39	4.7	3.5
Central Province and Central India.....	300	6.5	5.0	1.09	6.0	4.6
Delhi.....	284	6.2	4.7	1.14	5.3	4.0

*Note: C.u. means consumption unit.

Monthly income.— The average monthly income of the family consists of the salary and allowances of the head of the family and other members, and, in addition, income from other sources such as land, investments, contributions from relatives and so on. Receipts from borrowings were not always been shown in the budgets although it was stated in the relevant context that the deficits had been met from loans or other sources. Subject to this reservation, the average income per family varied from 159 rupees and 6 annas in the Province of Madras to 286 rupees and 1 anna in Delhi. The greatest single source of income was generally the earning of the head of the family, including pay and allowances, which accounted for 82 per cent of the family income in the case of Bengal and Assam and the Punjab, and between 86 ~~percent~~ and 92 per cent in other territories. The contribution from other earners of the family varied from 1.7 per cent in Bombay Province to 6 per cent in the case of the Punjab Block. Income from other sources ~~was~~ varied from 7 rupees and 11 annas or 3 per cent in Bombay city to 31 rupees or 16 per cent in Bengal and Assam closely followed by 26 rupees and 12 annas per month or 11 per cent in the case of the Punjab.

The following table shows the monthly income of the family:—

Areas	No. of budget analysts	Total income analysed.	Income of the head of the family).	Income of the family and allowances.	Percentage of (4) to (3).	Income from other earners in the family.	Percentage of (6) to (5).	Income from sources.	Percentage of (8) to (5).
1	2	3	4	5	6	7	8	9	
		Rs.As.	Rs.As.		Rs.As.		Rs.As.		
Bombay City..	400	253 6	234 6	92.49	11 5	4.4	7 9	3.11	
Bombay Province etc.....	240	183 13	166 7	90.55	3 2	1.7	14 4	7.75	
Madras City..	588	163 9	143 11	87.80	8 7	4.9	11 7	7.30	
Madras Province etc.....	440	159 6	139 7	87.40	5 12	3.6	14 3	9.00	
Calcutta.....	664	229 14	205 2	89.20	4 2	1.8	20 10	9.00	
Bengal and Assam etc..	276	198 5	163 9	82.32	3 12	1.9	31 0	15.78	
Bihar and Orissa.....	540	191 9	165 12	86.52	6 10	3.2	19 3	10.28	
United Provinces.....	380	169 5	154 5	91.13	5 2	3.0	9 14	5.87	
Punjab etc...	316	234 9	193 13	82.90	14 0	6.0	26 12	11.10	
Central Province and Central India.....	300	190 5	164 1	86.20	7 12	4.2	18 8	9.60	
Delhi.....	284	286 1	257 9	90.00	9 12	3.4	18 12	6.60	

Expenditure.- The table below gives the income and expenditure per consumption unit and the income and expenditure per family earner:-

Area	Income per c.u(1)	Expenditure per c.u(2)	Ratio of (2) to (1)	Income per earner.	Expenditure per family earner.	No. of c.u's per earner.
1	2	3	4	5	6	7
	Rs. As.	Rs.As.		Rs.As.	Rs.As.	
Bombay City..	61 12	71 14	1.16	208 14	239 8	3.3
Bombay Province.	41 12	47 11	1.14	164 2	187 5	4.0
Madras City..	33 6	39 12	1.19	146 0	177 6	4.4
Madras Province.	34 10	40 2	1.16	136 3	157 14	4.0
Calcutta.....	41 1	49 5	1.20	186 14	224 10	4.6
Bengal Province and Assam....	37 7	45 2	1.21	180 4	217 8	4.8
Bihar and Orissa	33 1	41 2	1.21	170 0	209 13	5.0
United Provinces	36 0	44 8	1.23	147 4	181 13	4.1
Punjab Block..	47 14	58 5	1.22	168 12	205 11	3.5
Central Province	38 1	45 14	1.21	174 10	210 7	4.6
Delhi.....	60 10	64 2	1.05	244 8	257 11	4.0

* c.u. means consumption unit.

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A very large proportion of the families were involved in debt. The percentage varied from 37 in the Punjab to more than 75 ~~percent~~ in Calcutta. The causes of indebtedness were generally marriages or sickness in the family. Loans were taken mostly from General Provident Fund and Co-operative Credit Societies. The average amount spent towards payment of interest and repayment of loans varied from 2.0 per cent of the monthly income in Delhi to 7.4 per cent in Central Province and Central India. The details are given in the table below:-

Areas	Number of families.	Number of families in debt.	Percentage of col. 2 to col. 3.	Monthly debt payment of families in debt.	Monthly debt payment of all families.	Percentage of (5) to the total income.	Percentage of (6) to the income.
1	2	3	4	5	6	7	8
				Rs. As.	Rs. As.		
Bombay City..	100	64	64	20 13	13 5	8.2	5.4
Bombay Province etc....	60	33	55	16 7	8 0	9.0	4.0
Madras City...	97	66	68	16 14	11 7	10.3	7.0
Madras Province etc.....	110	78	71	15 9	11 1	9.8	7.3
Calcutta.....	166	126	76	20 15	15 15	9.1	6.9
Bengal Province and Assam etc.	69	46	67	18 8	12 11	9.3	6.5
Bihar and Orissa.	85	47	55	15 0	8 5	7.8	4.3
United Provinces.	95	50	53	20 0	10 8	11.8	6.2
Punjab etc....	79	29	37	21 11	6 5	9.2	2.7
Central Province and Central India.....	75	47	63	22 0	14 0	11.6	7.4
Delhi.....	71	28	40	14 12	5 13	5.1	2.0

Food.- The average monthly expenditure on food varied from 75 rupees and 1 annas per family in Madras to 117 rupees and 9 annas in the Punjab. Milk and fats accounted for the highest proportion of total food expenditure and they were followed closely by cereals and fruits and vegetables, the three sub-groups together constituting about 70 per cent of the total expenditure on food. In terms of consumption units monthly expenditure on cereals was between 4 rupees and 5 rupees per unit in Calcutta City, Bengal and Assam, Bombay City and Delhi, and between 3 rupees and 4 rupees in the remaining places.

Housing.- In the matter of house-rent, Bombay City was leading with 23 rupees 8 annas per month while the United Provinces returned the lowest figure viz., 8 rupees and 7 annas per month. The average number of rooms per family was 3 in Bombay Province, Madras City, Calcutta, the Central Provinces and Central India and between 2 and 3 in other regions; the average number of persons per room varied from 1.9 in Bombay Province to 2.8 in Calcutta.

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The number of rooms per family and the average number of persons per room by area are given in the table below:-

Areas	Average No. of rooms per family.	Average No. of persons per room.	Average No. of c.u's per room.
Bombay City	2.2	2.5	1.9
Bombay Province etc.....	3.0	1.9	1.5
Madras City.....	3.0	2.0	1.6
Madras Province etc.....	2.4	2.6	1.9
Calcutta.....	3.0	2.8	1.8
Bengal and Assam etc.....	2.8	2.6	2.0
Bihar and Orissa.....	2.9	2.5	2.0
United Provinces.....	2.9	2.0	1.5
Punjab etc.....	2.6	2.3	1.8
Central Provinces and Central India.....	3.1	2.0	1.6
Delhi.....	2.7	2.2	1.7

Committee on National Income set up by Government of India.

The Government of India has been giving consideration for some time to the inadequacy of the factual data available for the formulation of economic policies. One important gap is the absence of authoritative estimates of the national income and its various components. To remedy this defect the Government has appointed a committee to advise how best this gap could be filled up. The Committee consists of Prof. P.C. Mahalanobis, Indian Statistical Institute as chairman, and Prof. D.R. Gadgil, Head of the Gokhale Institute of Economics and Politics, Poona, Prof. V. K.R.V. Rao, Head of the Delhi University School of Economics, as members and Dr. R.C. Desai, National Income Unit, Ministry of Finance as Secretary. The committee will also avail itself of the advice of three foreign experts on national income: Prof. Simon Kuznetz of the National Bureau of Economic Research, New York, Mr. J.R.N. Stone of the Cambridge University and Dr. J.B.D. Derksen of the United Nations Statistical Office, Lake Success.

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The terms of reference of the Committee are to prepare a report on national income and related estimates, to suggest measures for improving the quality of available data collection of further essential statistics and to recommend ways and means of promoting research in the field of national income. The National Income Unit in the Ministry of Finance will work under the committee's guidance to compile authoritative estimates of the national income.

(The Gazette of India, Extraordinary,
dated 6 August, 1949, page 1399).

Family Budgets of Industrial Workers in
Berhampur: Government of India Report.

The following information regarding family budgets of industrial workers in Berhampur is taken from a report on an enquiry conducted during 1944-1945 in connection with the Government of India's All-India Cost of Living Index Scheme.

Berhampur is situated in the Province of Orissa and had during 1944-1945 a population of about 45,000 persons. There are hardly any large-scale industries at Berhampur. The only industrial concern registered under the Factories Act are some powerdriven factories employing in all about 200 workers. The rest of the workers are either artisans or those employed in small-scale cottage industries, such as, handloom weaving, basket making, etc. The industrial population of Berhampur was estimated to be about 3,000 persons at the time of the enquiry. The number of families engaged in different industries and crafts was estimated to be about 1,000.

Number of budgets collected.- The actual budget collection work was started on 15 December 1944, and the enquiry was completed on 15 September 1945. In all, 150 family budgets were collected. Out of these only 123 were finally accepted for tabulation, the remaining 27 were rejected on account of incomplete or inaccurate information. As cottage workers form a bulk of the total

*
Government of India: Report on an Enquiry into Family Budgets of Industrial Workers in Berhampur: by S.R. Deshpande, Director, Cost of Living Index Scheme. Price As.10 or 1sh.; pp. vii x 35.

number of workers in Berhampur covered by the survey, the budgets of such workers have been analysed along with those of industrial workers. No singlemen's budgets were collected.

Family by income /
map shows that crop

Composition of family.- The average family consisted of 5.50 persons; 1.60 were men, 1.77 women and 2.13 ~~children~~ children. The labour was mostly local and the average number of dependants living away from the family was only 0.06. An analysis of the composition for the income group 80 rupees ~~xx~~ and below 90 rupees containing only six budgets, the size of the family generally increased according to income, the range of variation being 4.05 persons in the income group, 30 rupees and below 40 rupees and 8.33 persons in the income group, 100 rupees and above. Although on an average, there ~~xxxx~~ were 5.50 persons per family, in 6.50 per cent of the cases, there were only two persons in the family and in 13.82 per cent of the cases only three. There were, however, instances of very large families and it ~~is~~ was found that in no fewer than 17.07 per cent of the cases, there were as many as seven persons and in 15.02 per cent of the total more than seven. In six families there were as many as 11 persons each.

Earners and dependants.- Of the 5.50 persons in the family 2.05 were earners. Among the latter, 1.33 were men, 0.45 women and 0.27 children. The average number of earners per family generally increased with the income. Although, on an average, there were 2.05 earners in the family, it was found that in 54 or 43.90 per cent of the cases there was only one earner and in 37 or 30.08 per cent of the cases there were two earners; in 32 or 26.02 per cent of the cases there were three or more earners and in seven cases it was found that there were more than five earners.

In the families covered, there were in addition to the 123 heads of the families, 129 other earners, 67 men and 62 women. Among the men earners, it was found that in 141 cases a son was helping the father and in 16 a brother was helping the head of the family. In regard to women earners, in 33 cases it was the wife, in 5 a sister, in 5 a mother and in 19 cases other women relatives.

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

<u>Average monthly income (123 budgets)</u>			
	Rs.	As.	P.
Average monthly income from regular work.	59	8	1
Average monthly income from sources other than regular work.....	0	4	7
Total monthly income.....	59	12	8

Average monthly expenditure (123 budgets)

	Rs.	As.	P.	
Food	48	10	6	(62.42)
Fuel and lighting.....	5	13	4	(7.48)
House rent.....	2	9	0	(3.28)
Clothing and foot-wear.....	7	15	5	(10.22)
Household requisites.....	0	14	6	(1.17)
Miscellaneous.....	12	0	5	(15.43)
Total monthly expenditure.	<u>77</u>	<u>15</u>	<u>2</u>	<u>(100.00)</u>

Note: The figure in brackets indicate percentage expenditure to total expenditure.

Indebtedness.- 73 of the 123 families, that is 59.35 per cent of the total, reported that they were in debt. The average debt per family reporting indebtedness was Rs 191 rupees 12 annas and 11 pies. It was stated that money was generally borrowed from co-operative banks, friends and relatives and the causes of indebtedness were marriages, sickness, slack work, etc. The rate of interest varied from 2 1/2 per cent to 12 per cent.

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

The following information regarding the family budgets of industrial workers in Narayanganj is taken from a report published by the Government of India on an enquiry conducted during 1943-1944 in connection with the Central Government's All-India Cost of Living Index Scheme.

Narayanganj is in the District of Dacca in Bengal and is a mart for jute and country produce and also a depot for boats and boatmen engaged in inland trade. According to the census of 1941, Narayanganj had a population of 56,007; the total number of industrially occupied persons at the time of the enquiry was 10,000.

* Government of India: Report on an Enquiry into Family Budgets of Industrial Workers in Narayanganj, by S.R. Deshpande, Director, Cost of Living Index Scheme; Price As. 12 or 1sh; pp. vii x 47.

Number of budgets collected.- In all 301 budgets were collected. Of these 218 were for those living with their families and 83 for those living singly. Of the 218 family budgets, 198 were accepted for tabulation and 20 were rejected as they either contained incomplete information or did not belong to industrial workers.

Composition of family.- The average family consisted of 5.78 persons of whom 1.68 are adult men, 1.54 adult women 1.37 male children and 1.19 female children. The report state, that the labour force in Narayananj was mostly local in character and the families, therefore, seldom had any dependants living away from them. The size of the family almost progressively increased according to income groups; ~~xxx~~ it varied from 3.58 persons in the lowest income group to 12.29 persons in the highest income group.

An analysis of the frequency distribution of families according to size showed that while four, five and six member families accounted for 54.05 per cent of the total, there were no fewer than 34 families having eight or more persons and eight families having eleven or more persons. In the highest income group no family had less than six persons, while in the first two income groups there was no family having more than six persons.

Earners and dependants.- On an average, there were 1.45 earners in a family and 4.33 dependants. Of the average number of earners in the family (1.45), 1.35 are men, 0.03 women and 0.07 male children. In the 198 families studied, there were in all 288 earners and 856 dependants, giving a ratio of 297 dependants to every 100 workers. Generally speaking, the average number of earners increased according to increase in the family income.

Although there were 1.45 earners per family, in the majority of the cases or 66.16 per cent of the total, the families were one-earner families. In fact in the two lowest income groups in which there were 37 budgets all the families were single earner. The figures showed that out of a total of ~~88~~ 88 cases among men earners (other than the head of the family) in no fewer than 64 a brother was helping, in 12 a son, in 8 a father and in 4 other relatives. There were only two cases of women earners and in both these the wife was the earner.

Income and expenditure.- The average weekly income of a family was 19 rupees 9 annas and 4 pies, 14 rupees and 1 pie accruing from earnings from regular employment; in the shape of wages, allowances, money value of concessions, etc. and 5 rupees 9 annas and 3 pies from sources other than regular employment. The average expenditure was 18 rupees 8 annas and 1 pie, thus, leaving a small balance of 1 rupee 1 anna and 3 pies. If, in the latter figure, the average expenditure on interest on loans, remittances to dependants, etc., are added the balance comes to 13 annas and 1 pie only. While, however, on an average, the workers were just able to balance their budgets the figures show that in the lower income groups up to

below 13 rupees 15 annas and 3 pies per week they are unable to do so. Out of 198 budgets, 93 were deficit budgets and in 105 cases the income exceeded the expenditure.

The percentage distribution of expenditure on the six main groups were as follows:

Food 75.31; fuel and lighting 7.85; house rent 5.46; clothing and footwear 5.75; bedding and house hold requisites 0.25; miscellaneous 5.40.

Singlemen's budgets.- The average weekly income of industrial workers living singly in Narayananj came to 9 rupees 15 annas and 9 pies as compared to 9 rupees 8 annas and 11 pies, the average weekly income of the head of a working class family in Narayananj. There was thus a fairly close resemblance between these two figures. The total weekly expenditure, excluding remittances to dependants and interest on loans etc., which amounted to 3 rupees 12 annas and 5 pies per week, came to 5 rupees 15 annas and 9 pies. An analysis of the figure shows that the singleman ~~intends to remit to his dependants~~ ~~remit~~ remitted to his dependants almost whatever was left over from his expenditure. Of the total weekly expenditure, 4 rupees 2 annas and 7 pies or 69.56 per cent was on food, 9 annas and or 9.57 per cent on fuel and lighting, 3 annas and 3 pies or 3.35 per cent on clothing and footwear, 6 pies or 0.50 per cent on bedding etc. and 10 annas and 5 pies or 10.87 per cent on miscellaneous items of expenditure.

The table below compared the percentage distribution of expenditure on the various groups of working class families and singlemen in Narayananj:-

Groups.	Percentage expenditure of for	
	Families.	Singlemen.
1	2	3
Food.....	75.31	69.56
Fuel and Lighting.....	7.85	9.37
House Rent	5.46	3.35
Clothing and Footwear.....	5.75	6.35
Bedding etc.	0.23	0.50
Miscellaneous.....	5.40	10.87
	100.00	100.00

45. Economic Development and Control.

India - August 1949.

Closure of Bombay Textile Mills: Committee appointed to advise Government.

A six-man committee to examine all intimations of actual or apprehended closure of textile mills and advise the provincial Government about remedial measures appropriate to each case, was ~~been~~ appointed by the Bombay Labour Advisory Committee at a meeting held at Bombay on 2 August 1949. The committee will consist of three representatives from the textile industry and three from labour. The Secretary to the Labour Department will be its Chairman.

Mr. Gulzarilal Nanda, Labour Minister, Government of Bombay, who presided over the meeting referred to the discussions at the meeting of the Central Advisory Council on Industries held in Delhi during July 1949 (vide paragraph 45, pages 14-18 of the report of this Office for July 1949), and stressed the importance of remedial measures against closure of mills.

(The Times of India, dated 3-8-1949).

Madras: The Madras Sugar Factories (Control) Act, 1949 (No. XX of 1949).

The Madras Sugar Factories (Control) ~~Act~~ Bill, (vide paragraph 45, page 34 of the report of this Office for December 1948), as passed by the legislature received the assent of the Governor on 13 July 1949 and has been gazetted as the Madras Sugar Factories (Control) Act, 1949 (No. XX of 1949).

(The Fort St. George Gazette, Part IV-B, dated 19 July 1949, pages 131-137).

47. Reconstruction Plans.

India - August 1949.

'Eastern Economists' 5-Year People's Plan: Raising of National Income by 6.5 Per Cent envisaged.

The Eastern Economist, in its Independence Number dated 12 August 1949, has published a five-year scheme, to be known as the Peoples' Plan, 1950-55, for the economic development of India. The following is a brief summary of the plan.

The background: lack of proper statistics.- Commending the plan, to the Prime Minister as a 'workable plan' because the ~~largest~~ targets aimed at are easily attainable, the 'Eastern Economist' points out that in the last two years India has gained much in political confidence, but these successes have been gained at least in part at the expense of her economic front. Over the last ten years, the national income of the Indian provinces, has increased steadily in money terms from about 19,000 million rupees in 1939-40 in India undivided to 46,000 million rupees in the provinces of the Indian Union in 1948-49 for which estimates have been prepared. This looks like spectacular advance but when adjustments are made for prices it represents no net advance, but exhibits in recent years, significant decline from the best years even in the war. The Eastern Economist index of agricultural production, with a base of the average of the years 1936-39=100, shows that India reached her peak agricultural production of 106 in 1943-44 and that her production in 1947-48 was only 97 while preliminary calculation for 1948-49 show it as low as 93. In other words, in the last two years, when the food front has held India in peril; she has lost significant ground and not won an inch. The Eastern Economist index of industrial production, with the year ended August 1939=100 as base, reached the figure of 126.8 for 1943-44 but has never, since Independence, come anywhere near this mark. Its highest figure was 120 in July 1948, the only happy fruit of textile decontrol; since then the monthly index has oscillated between the limits of 105 and 118, leaving an average figure of about 115 for the year 1948, higher, indeed, than in 1947-48, but still about ten per cent below the peak production of 1943-44. The Eastern Economist index of Indian Business Activity which reached a peak of 119.7 in 1945-46 has in the two years of Independence also been running at a level of ten per cent below its peak. There is no sector of Indian economic life which is currently recording advance.

These indications of stagnations in the economic life are not the fruit of austerity in either the public or private sector of the economy but due to unproductive expenditure. Further, reckless inflationary finance has in the last three years been the main instrument of the rise in the cost of living. The reason for this being that Government expenditure has held money incomes high while production was stagnant and even on the decline. The plan, therefore, aims at recovering the peak levels, in the three main sections of the economy, within a specified time which India had reached within the last six years.

Structure of the plan.- The three main heads of the plan are agriculture, industry and tertiary activity.

(a) Agriculture.- In the case of agricultural production the average of the Eastern Economist index of agricultural production for the last ten years runs at 98, variations due to the monsoon causing a range of variation in the index from as much as 106 on one side to 93 on the other. The figure of 106 for 1945-44 corresponded with a position of almost full equilibrium, the imports for that year being only 278,000 tons. The plan for agriculture therefore aims at the re-emergence of this equilibrium but, to provide for increase in population, the average mean factor has now been fixed at 110, seasonal variations above and below yielding six per cent in each direction. At this level India's imports over a period of five years following the attainment of the target should be negligible. Primarily the main problem of agriculture is that of providing security when rains are inadequate; that is, it is a matter of irrigation. As vast irrigation projects would not only take time but lock up money and defer irrigation, minor irrigation schemes must be pushed through.

India's shortage of foodgrain has been estimated at about 4 million tons, that is to say, to attain self-sufficiency in food an increase of 4 million tons has to be secured, partly in rice production and partly in wheat production, since these two cereals are the most acceptable articles of diet with the Indian people.

The combined production of rice and wheat is, at the present time, in the neighbourhood of 24 million tons and the extra effort needed is, therefore, of the order of 16 per cent. After suggesting various details whereby provinces may increase production, the plan suggests that crop-wise, the over-all target of 4 million tons may be broken up into 2.5 million tons of rice and 1.5 million tons of wheat. The following target for the five year food drive is proposed:

Area in Thousands of Acres: Yield in Thousands of Tons

Areas.	Target for Reclamation.			New Production from RRR Reclamation.		
	1949-50/ 1950-51.	1951-52/ 1953-54.	Total	1949-50/ 1950-51	1951-52/ 1953-54	Total
	Madras.....	Nil	Nil	Nil	Nil	Nil
Bombay.....	Nil	Nil	Nil	Nil	Nil	Nil
Central Provinces, and Berar.....	450	150	600	150	50	200
United Provinces.....	150	150	300	50	50	100
Bihar.....	100	50	150	33	17	50
Orissa.....	Nil	Nil	Nil	Nil	Nil	Nil
Assam.....	Nil	Nil	Nil	Nil	Nil	Nil
West Bengal....	Nil	Nil	Nil	Nil	Nil	Nil
East Punjab....	100	200	300	33	67	100
States including Hyderabad.....	1000	1000	2000	350	350	660
Total..	1800	1550	3350	596	514	1110

Areas	New Production from Intensive Cultivation.			Five year New Production Targets.		
	1949-50/ 1950-51.	1951-52/ 1953-54.	Total.	Rice	Wheat	Total
	Madras.....	300	200	500	500	Nil
Bombay.....	100	75	175	85	90	175
C.P. and Berar..	150	150	300	340	160	500
United Provinces.	300	270	570	170	500	670
Bihar.....	300	243	543	550	43	593
Orissa.....	150	120	270	270	Nil	270
Assam.....	80	54	134	134	Nil	134
West Bengal.....	150	130	280	280	Nil	280
East Punjab.....	80	40	120	Nil	220	220
States including Hyderabad.....	200	158	358	255	763	1018
Total.....	1810	1440	3250	2584	1776	4360

Policy for food prices.- Emphasising the need for a firm policy for food prices the plan points out that dear food makes for high costs and higher prices allround; it eats up the incentive element in wages, the margin for comfort in middle-class budgets, the urge to produce more in a largely non-capitalistic agricultural economy, the saving potential in the country at large. It breeds discontent in the working population, distress in urban middle class life, social unrest and an unreasoning quest for a violent change, the fruits of which only appear to be good. With a view to controlling the prices of free market supplies the plan suggests that farmers should be encouraged to make deliveries in excess of their procurement obligations. This should be managed on a voluntary basis through the provision of appropriate concessions and attractions. It suggests that a part of the stock of silver being sold by the Reserve Bank may be used for this purpose. In the first place, it should be confined to rice and wheat; millets are largely grown for the producers' own consumption, while procurement difficulties are not acute in the case of inferior

grains. The combined production of rice and wheat is about 24 million tons. In 1949-50, it will go up to 25 million tons according to ~~the~~ the plan and the marketable surplus may be in the neighbourhood of 7 million tons. On the assumption that 3 million tons of this surplus can be secured through compulsory procurement, the problem boils down to one of dealing with the remaining 4 million tons. A part of these 4 million tons may be secured at procurement prices by offering farmers silver at a price attractively below the market price in exchange for such grain deliveries as they make in addition to their procurement obligations. The arithmetic of this transaction may be somewhat as follows. Assuming the procurement price per maund, ~~taken~~ on an all-India average for rice and wheat, to be 15 rupees, the farmer may be given the right to buy from the nearest Treasury silver at the concession price to an extent of one-third of the value of his excess deliveries i.e., he will be eligible to buy 5 rupees worth of silver for every maund he delivers.

Silver strategy is one blade of the scissors with which high prices can be cut. The other blade is a bold, frontal attack on free prices in the principal whole-sale markets in areas, where these markets are permitted to function. For the year 1949-50, procurement prices may be maintained at present levels. An increase is out of the question, while a reduction is ruled out by political and administrative considerations. It may be assumed that compulsory procurement and silver strategy, between themselves, will succeed in securing 4 million tons of rice and wheat. The balance of the marketable surplus of these two cereals, which may be about 3 million tons, will be offered at grey prices and the problem is to control these grey prices at a reasonable level, say, at 25 per cent above the procurement prices ruling in the area concerned. This may be done by permitting the principal wholesale grain markets to function and then by Government stepping into these markets as a free seller of rice or wheat at 25 per cent above the procurement prices of the respective areas. It would be enough if operations are confined to selected centres, which have traditionally functioned as important assembling markets. In the case of wheat about 18 centres in all may be selected in East Punjab, the United Provinces and the Central Provinces; and in the case of rice some 25 centres in all in West Bengal, Assam, Bihar, Orissa, Madras, the Central Provinces and the United Provinces. The annual flow of the two cereals into these markets, given a procurement (compulsorily and through silver) of a million tons, is not likely to exceed 500,000 tons and it ought to be possible to control effectively the price level of this volume of supplies by setting apart for this purpose a stock of 250,000 tons, which will be strategically distributed and available for selling operations at the various centres. The stocks should be used not to depress prices to low levels, but to arrest an advance in grey prices by more than 25 per cent over the procurement prices.

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In regard to commercial crops, the plan envisages an increase in cotton and jute production. Indian mills' dependence on foreign cotton is to the extent of 1 million bales of Pakistan cotton and .7 million bales of other foreign cotton. The plan suggests that it would be necessary to put about 4 million acres more under cottons of the desired styles to produce some 8 million tons. Regarding jute, India² depended on Pakistan to the extent of 5 million bales, while domestic production is about 2.5 million bales. The plan admits that it may not be impossible to increase production to 4 million bales over a five year period, but points out that the jute acreage in the Indian Union was 749,000 acres in 1948-49 as compared with 850,000 acres in 1942-43. Experience has shown that this loss can be made good for the most part, without injuring rice production, by double ~~ex~~ cropping, i.e., by growing jute as an earlier additional crop in Amman paddy land and by reclaiming culturable waste lands in the jute growing provinces. It is also possible that new areas of jute production may be established in Travancore in South India. Emphasised² the whole, however, should be laid not so much on an extension of acreage as on better seeds, manuring and intensive cultivation.

(b) Industrial Production.- In industry, against a current, Eastern Economist Industrial Production Index level of 114, the plan provides for the attainment in five years of a level of 135, that is, a rise of about 18 per cent to come from both existing and new units. In 1943-44 the Eastern Economist Index reached 126.8, but since conditions are never likely to be so favourable with merely existing units to depend upon maximum capacity at an Eastern Economist Index level of 122 from these units only is assumed, the remainder of production coming forth entirely from new units. This increase, the plan proposes to achieve, according to the following timetable:-

Industry	Unit	1948-49	1949-50	1950-51
Cotton cloth including handloom	In million Yds.	5500	5700	5900
	E.E.* Index	120.0	124.4	128.7
Steel	In 000 tons	860	900	1000
	E.E. Index	114.0	119.3	132.6
Cement	In million tons	1.9	2.3	2.7
	E.E. Index	95.0	115.0	135.0
Paper	In 000 tons	100	105	115
	E.E. Index	124.6	130.8	143.8
Coal	In million tons	30	31	32
	E.E. Index	109.3	112.9	116.6
Machine tools	In Numbers	2000	2500	3000
Fertilizers	In 000 tons	-	-	100
General Index.	To August 1939=100	114	117	120

*E.E. Index: Eastern Economist Index.

Industry	Unit	1951-52	1952-53	1953-54	1954-55
Cotton cloth including handloom	In million Yds.	6100	6300	6500	6600
	E.E. Index	133.1	137.5	141.8	144.0
Steel	In 000 tons	1100	1300	1500	1800
	E.E. Index	145.8	172.5	198.8	238.6
Cement	In million tons	3.1	3.5	3.9	4.2
	E.E. Index	155.0	175.0	195.0	210.0
Paper	In 000 tons	130	150	155	160
	E.E. Index	162.0	186.9	193.1	199.4
Coal	In million tons	33	34	35	36
	E.E. Index	120.2	123.9	127.5	131.2
Machine tools	In Numbers	4000	12000	18000	24000
Fertilizers	In 000 tons	200	300	350	350
General Index	To August 1959= 100	123	127	131	135

In discussing the details, the plan, among other things, ~~recommends~~ advocates the withdrawal of the Industries (Development and control) Bill (vide paragraph 45, of pages 42-43 of the report of this Office for April 1949), the fostering of new industries as a vital plank in the anti-inflationary programme and a tariff policy favouring aided industrialisation when due cause is shown for such assistance.

Wages and Employment.— The execution of the plan implies the wholehearted co-operation of labour. Towards this the plan suggests two steps: (i) Cut in cost of living.— The incentive to effort must firstly arise out of the progressive reduction in the cost of living which will be the effect of the food plan and the plan for production of more cloth. This reduction of prices, which must commence with foodgrain prices, must set in motion the forces which will make for reduction of prices in other sectors and at the end of the first of the five years it is contemplated that there should be 10 to 15 per cent reduction in the cost of living bringing it down by about 30 points. Real average earnings per head which were estimated at 287.5 rupees in 1939-40 increased to 291 rupees in 1942-43 but dropped in the next year to as low as 212 rupees and thereafter gradually increased to 249.5 rupees in 1947-48. This decline which is mainly due to the rapid increase in the cost of living, should be reversed in the next five years, so as to give labour a higher real wage than before the war. (ii) Maintenance of employment.— The object of the plan being as much to maintain employment as to increase production, the next important gain to labour must arise out of the attempt to insulate Indian economy against the recessionary trends in the economy as a result of world factors leading inevitably to unemployment. Employment in organised industry in 1947 and in the first-half of 1948 was held at 2.235 millions which, though below the level of 2.44 millions for the Indian Union in 1945-46, is yet satisfactory according to present needs. This is due to the fact that most industries have not been able to carry out their schemes of rationalisation partly because of labour opposition born out of the fear of retrenchment and partly because of lack of the required machinery.

To secure labour's cooperation the plan emphasises the need for a programme for industrial housing on an extensive scale, a programme for the maintenance and gradual extension of employment, a programme linking rationalisation with measures to absorb displaced labour and a programme of securing real wages so that they never fall below the 1939 figure.

(c) ~~National Income~~ Tertiary activity.- The expansion of India's tertiary activity, mainly trade and transport, depends on activities in the sectors of agriculture and industry and it may be presumed that with the advances in these sectors provided in the plan, some advance will be automatically communicated to tertiary activity. In terms of the Eastern Economist Index of Business Activity, it is carried from 106 now running to 118 in five years.

National income.- The national income during the 5-years period, has been deduced from the constituent elements of income from primary sources, industry and tertiary sources reckoned in each case against the corresponding elements for the year 1948-49. The national income has been expressed in terms of 1948-49 prices for purposes of comparison. In terms of these constant prices the national income is computed to rise by about 2.5 per cent per year or 12.5 per cent for the entire period of the plan. When allowance is made for an increase in population at the rate of 1.2 per cent a year, the rate of advance in per capita real income may be taken at 1.3 per cent per year, or about 6.5 per cent at the end of five years. The breakdown of these figures is as follows:-

NATIONAL INCOME OF INDIAN PROVINCES AT 1948-49 PRICES.
(Rupees in Millions).

	1948-49	1950-51	1951-52	1952-53	1953-54	1954-55
Income from Primary Sources.....	24780	27180	27710	28250	28780	29310
Income from Industry.....	11540	12150	12460	12860	13270	13670
Income from Tertiary Sources.....	9990	10420	10610	10800	10980	11180

PER CAPITA ANNUAL INCOME AT 1948-49 PRICES
(Rupees)

	1948-49 (Estimated)	1950-51	1951-52	1952-53	1953-54	1954-55
Primary Sector....	148	159	160	161	162	163
Industrial Sector..	585	596	401	403	417	425
Tertiary Sector....	192	195	197	198	199	200

It will be seen that the real national income in agriculture is scheduled to rise by 12 per cent in five years while that in industry rises by 20 per cent and in tertiary occupations by 12 per cent. When it is remembered, it, however, that the agricultural sector is more than twice as large in its net contribution to national

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income than either of the other sectors, the advance postulated for agriculture is relatively greater than that in the other two sectors. In terms of 1948-49 prices, the increased annual production from agriculture is expected to be 3600 million rupees while that in industry in gross terms is about 2000 million rupees, and that in tertiary occupations about 1200 million rupees. Distributionally, therefore, this plan is tilted towards the agricultural sector which, for numerous reasons, demands the greatest attention at the present time.

Financing of the Plan.- According to the plan a sum of 11660.6 million rupees, in all, may be available during the 5-year period, the sources being mainly internal savings by Government, and industry etc., export surplus, and external financial aid.

(The Eastern Economist, 12-8-1949).

Pakistan: The West Punjab Thal Development Act, 1949 (No.XV of 1949).

The West Punjab Thal Development Bill (vide paragraph 47, pages 32-33 of the report of this Office for June 1949), received the assent of the Governor on 28 July 1949 and has been gazetted as the West Punjab Thal Development Act, 1949 (No.XV of 1949).

(The West Punjab Gazette, Extraordinary, dated 29 July 1949, pages 127-152).

48. Public Finance.

India - August 1949.

Indo-British Agreement of Sterling Balances:
India to cut down Dollar Imports.

The Finance Minister of the Government of India, Dr. John Matthai, announced at a Press conference in New Delhi on 4 August 1949, details of the sterling agreement recently concluded by India and the United Kingdom. The agreement provides for a substantially larger sterling and dollar allotments for India compared with the year 1948-49 (vide paragraph 48, pages 37-38 of the report of this Office for July 1948). In terms of sterling releases, India will receive a sum of £81 million to cover drawals in 1948-49; £50 million each for 1949-50 and 1950-51, instead of £40 million each, as agreed to earlier; and an additional unspecified sum to pay for outstanding import commitments in 1948-49. India's dollar acquisitions amount to 84 million dollars from the Central convertible sterling pool, representing over drafts, and an approximate sum of 140 million dollars to cover the expected gap between her imports from and exports to dollar areas in 1949.

India's share of the Central convertible sterling pool this year is based, in common with other Commonwealth countries, on a 25 per cent cut in ~~her~~ her dollar imports for 1948, when she received only \$60 million from the pool. ~~At the Commonwealth Finance Ministers' Conference held in London during July 1949, it was agreed that India should have all the rights and obligations of full membership of the sterling area and the consequent removal of a quantitative limitation on her right to draw hard currency from the Central reserves.~~ At the Commonwealth Finance Ministers' Conference held in London during July 1949, it was agreed that India should have all the rights and obligations of full membership of the sterling area and the consequent removal of a quantitative limitation on her right to draw hard currency from the Central reserves.

Explaining the terms of the agreement the Finance Minister, emphasised that the privilege of unlimited drawals was governed by the corresponding obligation to ~~her~~ strengthen the sterling area by adding to its resources through an increase in exports to hard currency areas. As the largest single holder of sterling balances in the Commonwealth, India was vitally interested in maintaining the stability of sterling and towards that end she would direct all possible efforts. Stressing the need for economy in the expenditure of foreign exchange, the Finance Minister said that, though India had been able to secure a more liberal release of dollars and sterling, it did not follow that she had thereby acquired greater ability to spend more. Both by increasing her exports to dollar areas and by reducing expenditure of foreign exchange, India must try to balance her budget, for although deficit coverage by the Central pool was

provided for this year under the agreement, the matter was as much a cause for concern as for satisfaction.

Arising out of the Commonwealth Finance Ministers' Conference, administrative arrangements for the future included the appointment of a Standing Committee on which India was to be represented. It had been arranged that all matters affecting the sterling area would be periodically reviewed, including questions about the dollar position, to see if a change was possible in the 25 per cent reduction in imports which Commonwealth countries had already accepted.

(The Statesman, dated 5-8-1949).

34 Million Dollar Loan to India:
Announcement by World Bank .

On 18 August 1949, India received from the World Bank a loan of 34 million dollars for reconstruction and development of State railways. The loan will be used to finance part of the purchase price of locomotives, boilers and spare parts.

The loan is for a term of fifteen years and carries an interest rate of three per cent plus commission of one per cent. Amortization payments calculated to retire the loan by maturity, will start on 15 August 1950.

(The Hindu, dated 19-8-1949).

Report of States Finance Enquiry Committee:
Integration with Centre proposed.

The States Finance Enquiry Committee, under the chairmanship of Sir V.T. Krishnamachari, appointed by the Government of India to report on Indian States Finances, has recommended the integration of Federal Finances in Indian States and Union of States with those of the rest of the country. It has suggested that the integration should start from the beginning of next financial year, i.e. 1 April 1950. For Travancore-Cochin however, the Committee has fixed 17 August 1949, when the new financial year of the States Union begins as the date on which this process should commence.

Process of integration.- The committee has expressed the view that the process of financial integration need not itself be gradual but should be complete in all essential respects from the outset. Certain transitional adjustments which would cushion the effect of integration and graduate the process in convenient stages, have, however, were provided for.

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According to the report, the process of federal financial integration essentially involved firstly, a bifurcation of the present composite Governments of States and States Unions into two functional entities, "Central" and "Provincial"; secondly, the integration of the Central aspects and functions with the Central Government, i.e., the assumption by the Centre of financial responsibility and control in regard to Central revenues, expenditure, services, assets and liabilities; and thirdly transitional arrangements for gradual administrative transfer of certain Central functions and for necessary financial adjustments to avoid dislocation of the financial structure of the States. Central-revenues include income-tax and corporation tax (excluding agricultural income tax); customs duties including export duties; central excises; railways; posts, telegraphs and telephones; opium cultivation, manufacture and sale for export; taxes on stock exchange transactions (other than stamp duty); taxes on the capital value of assets (~~excluding~~ exclusive of agricultural land) and on the capital of Companies; and salt.

Central services include defence (Indian State Forces); aviation; broadcasting; meteorology; archaeology; Geological survey; patents, copyrights and trade marks; registration of joint stock companies; National highways; currency, coinage and mint; and accounts and audit.

The Committee has further suggested various schemes of integration in respect of individual States and States Unions.

(The Hindustan Times, 11-8-1949).

Pakistan: United Kingdom-Pakistan Agreement
on Sterling Balances: 12 Million Sterling to
be released during 1949-50.

The agreement relating to sterling balances between Pakistan and the United Kingdom, concluded recently, provides for the release to Pakistan of a sum of 12 million pounds during the one year period 1 July 1949 to 30 June 1950. It further provides for transfer of an additional amount not exceeding five million pounds for the purpose of meeting Pakistan's external expenditure on special requirements (including purchases of goods and execution of capital projects) for the settlement and rehabilitation of refugees. These special transfers shall be made as and when required by the Government of Pakistan for these purposes. Further, any of the special transfers which remains unspent on 30 June, 1950, shall be available for the same purpose until 30 June 1951.

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A authoritative report from Karachi said that Pakistan, which has become a full member of the sterling area, would be able to spend 65 million dollars (£16,250,000) in western hemisphere countries by 30 June 1950. This was because Pakistan had undertaken to cut her dollar expenditure by 25 per cent of the 1948-49 total of 87 million dollars (£21,750,000) and not by 25 per cent of the 1948 calendar year total of 48 million dollars (12 million sterling).

How much of the 65 million dollars Pakistan would need to convert from the central pool depends on how many dollars Pakistan earned herself.

(The 1948-49 agreement was reviewed at paragraph 45, pages 58-59 of the report of this Office for July 1949).

('Dawn', dated 17-8-1949).

Ceylon: Sterling Agreement with United Kingdom:
Releases to be doubled.

Ceylon will be able to draw twice as much as last year from her sterling balances under the renewed sterling balance agreement concluded with Britain recently. The agreement covers the twelve months ending 30 June ~~1949~~ 1950. It will enable Ceylon to draw £7,000,000 instead of £3,500,000 in the preceding twelve months. ~~XXXXX~~ In addition, the Ceylon Government will continue to have the right, in the event of a substantial unforeseen rise in the price of essential foodstuffs unbalanced by other sources of income, to call, after consultation, for an addition of £1,000,000 to the working balance.

The amount in Ceylon's Number 1 account (the one from which she can spend her sterling) is understood to ~~stand~~ amount to around £9,000,000 at present. Since Ceylon has agreed to keep a "working balance" of £4,000,000 in the Bank, the addition of £7,000,000 will give her a spendable amount of about £12,000,000 over and above her earnings - in the twelve months ending next June.

A statement issued by the British Treasury on 22 August 1949 said that when the Ceylon Government established a Ceylon Reserve Bank, the operation of the Ceylon Number II Account (the unspendable balance) will be transferred to the new ~~Central~~ Bank. The balance in the Number II Account is understood to be about £45,000,000 at present. Ceylon is the only ~~self-governing~~ self-governing member of the sterling area who makes a net contribution to the area gold and dollars pool.

(The Hindu, dated 23-8-1949).

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CHAPTER 5. WORKING CONDITIONS.

INDIA - AUGUST 1949.

52. Welfare and Workers' Leisure.

Coal Mine Labour in Hyderabad: More Amenities
planned.

The Advisory Committee of the Hyderabad State Coal Mines Labour Welfare Fund at a meeting held at Hyderabad on 21 August 1949, decided to spend over 700,000 rupees during October 1949-50 for providing further amenities to the 55,000 coal mine workers in the State. The amount was earmarked for providing more welfare centres, school buildings, resting sheds, play grounds, parks and hospitals.

The Committee further decided that the employment of child labour in the mines should be regulated according to the Government of India Mines Act.

The Coal Mines Labour Welfare Fund was constituted four years ago being built up mainly from a coal cess of 6 annas per ton. The Fund now stands at 1 million rupees and will be replenished during the year by another .6 million rupees. An Advisory Committee with the Member for Labour as its Chairman has been administering the Fund.

The Fund Committee has so far spent about .2 million rupees for the construction of welfare centres, canteens and water tanks for the use of mine workers.

(The Hindu, dated 22-8-1949)

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59. General.

India - August 1949.

Working Conditions of Postal Staff:
Expert Committee recommends 44-Hour
Week.

The Posts and Telegraphs Expert Committee constituted by the Government of India (vide paragraph 59, page 68 of the report of this Office for April 1948) has, in a report submitted to Government, made a number of recommendations on the service conditions of the staff in the Posts and Telegraphs Department. The report, it is understood, covers a wide field in regard to the existing rules relating to duty hours, weekly holidays, regulation of overtime and extra duty, form of compensation for overtime, hardships resulting from split duty and frequent incidence of night duty and inadequacy of night duty conversion factor.

Hours of work.- The Committee has pointed out that few other Government Departments have so many different types of services, with such widely varying duty terms and conditions as the workers of the Postal Department. Although an identical standard for all classes was impracticable a degree of uniformity of principles should be aimed at. A fairly uniform basis would be to adopt three broad classifications (1) the bulk of the staff with marginal exceptions; (2) those who are strenuously worked and (3) those who get more rest or idle period in their normal duty terms. The Standard of hours of work in the Posts and Telegraphs Department for the general run of the staff might be a 44-hour six-day working week. The Committee also suggested reducing the hours of work for telegraphists, telephone operators and wireless operators, whole time postal signallers, ~~Rail~~ Royal Mail Service travelling staff of sorters and van peons and acid and fireworkers in the workshops, to 40 hours in a six-day working week and up to 42 hours in the case of smaller offices. The Committee was of the opinion that no justification existed for a special reduction or discriminatory treatment in matters of hours of work in the case of women and children beyond ~~the~~ what was already allowed under the existing rules. Boy peons, it was recommended, should not be brought on split or night duty or overtime.

Dealing with the night duty aspect of the work, the Committee thought that the existing definition of 'night duty' as extending from 8 p.m. to 6 a.m. was quite satisfactory and that night duty staff should be rotated with day duty staff as frequently as possible. On the question of 'split duty' the Committee did not favour any concession for the staff provided with quarters in the

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premises and stated that where it was not practicable to give a time allowance, a split duty allowance might be sanctioned at a flat rate of 10 rupees to all categories of staff, to meet the extra cost of transport and other incidental expenses in connection with the extra journeys home and back.

For the travelling staff of Royal Mail Service the standards of weekly working hours, 30-36 hours as at present, were recommended, with an allowance of half-an-hour for Record Office attendance and fifteen minutes for the exchange of mails at each terminal station. For transit sections 38-44 hours were recommended. Save in exceptional circumstances the Committee suggested that the run of Royal Mail Service sections should be limited to 6-8 hours by night and 8-10 hours by day. That no official should be required to proceed on line within 12 hours of his return to Headquarters was another recommendation made. It is also suggested that night shifts in Mail Offices should as far as practicable not exceed 6 hours. Call Duty should be reduced to the minimum by giving fixed duties where practicable combined with other duties if necessary.

Weekly holidays.- On the questions of regulation of weekly holidays the Committee recommended that at least one day off in the week should be given to all categories of staff in the Department. This off-day should ordinarily fall on a Sunday, or staggered throughout the week by employment of extra staff. If neither of these was possible, the Committee recommended that such persons should be compensated on overtime basis at holiday rates. Payment of monetary compensation was recommended only when compensatory rest to the extent of double the overtime period was not possible owing to the peculiarity of the work concerned. For purposes of calculating overtime rates, pay should include special pay, dearness or cost of living allowance, but should exclude other types of allowances such as house rent allowance, conveyance allowance etc. Outstation allowance was recommended for the entire period of absence provided this exceeds the minimum of six hours. A schedule allowance was also suggested.

The Committee further suggested that village postmen who did not return home from their beat oftener than once in a week should be given an additional off-day in the week, over and above the regular weekly off-day common to all the staff. Village postmen might be given a periodic rotation of duties with the postmen, if any, attached to the office.

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Indian Posts and Telegraph Department:
Review of Work during 1948-1949 and
1949-1950*.

The following information in respect of the staff of the Indian Posts and Telegraphs Department, during the year 1948-1949 and 1949-1950 is taken from a review of the activities of the Department and published by the Government of India.

General.- The Indian Posts and Telegraphs Department is under the Ministry of Communications. The head of the organisation is the Director-General who is assisted by a number of officers at the Headquarters. The whole country is divided into 12 Circles, including four Telephone Districts. The total staff including officers consists of 153,062 men (permanent 114,602; temporary 38,460) with 777 gazetted officers. The Department is responsible for running the postal system, including agency functions like the Post Office Savings Bank, etc., telegraph, including Wireless and the telephone system of the Indian Union. Barring a few States the entire postal, telegraph and telephone systems of Indian States are also controlled centrally.

Reorganisation of staff and establishment.- During the year 1948-1949, a reorganisation of the system of work in Circle offices and tightening of control and supervision in the Presidency towns was made. As a result thereof 23 posts of Deputy Postmasters-General were reduced to 18 and they were split up into two grades, the designation being changed to "Director". With effect from 15 September 1948 half the number of posts in the Postal Superintendents' Service were placed in Class I, the other half being reserved for Departmental employees. A new service called the Indian Postal Service Class I, was constituted. Recruitment to this cadre is made from the general examination held by the Federal Public Service Commission for Indian Administrative Service and other Services. The object of this reorganisation was to remove some obvious defects in the administrative machinery.

*
Indian Posts and Telegraphs Department: Activities:
(a) during 1948-1949 and (b) those contemplated in
1949-1950.

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Incentives for promotion.- In keeping with the recommendations of the Central Pay Commission for creating enthusiasm and incentive and avenues of promotion for the staff in the various cadres, the extent of reservation for promotion from lower grades to higher grades was increased in respect of several classes of officials. For categories in lower ranks new recruitment rules were framed permitting them to be recruited as mechanics under certain conditions and a new cadre of selection grade mechanics with higher scales of pay was also introduced. For the purposes of promotion, greater emphasis was given on merit and knowledge as against seniority, which used to play a prominent part in the past. Various types of tests and syllabus were introduced and in many cases the training period of new as well as existing officials who are required to undergo training was extended.

The Department intends to extend its training schemes, and the engineering and technical personnel will be encouraged to take up correspondence courses with outside technical institutions and qualify in examinations conducted by such institutions as City and Guilds. It is also intended to lay down suitable tests or examinations for passing of efficiency bar for all technical cadres for whom such a bar exists.

Industrial workers.- As regards industrial workers, the recommendations of the Pay Commission for creation of incentive for work was also followed. The system of employing workers through contractors was abolished and labour put on monthly rates of pay, thus doing away with exploitation by contractors. In addition, the question of giving a bonus by way of incentive was also being considered. The labour in one workshop was offered, as an experimental measure, the option of running it on co-operative lines with the stipulation that the Department would purchase the products manufactured at the market price. If the experiment succeeds, the system would be extended to other workshops.

As regards prospects and promotion of industrial workers, formerly direct recruits used to be appointed in different categories but it has now been decided that even an unskilled labourer may be promoted to the grade of chageman if found suitable. Daily wage workers have been given monthly rates of pay according to their skill and ability.

Works Committees.- Under the provisions of the Industrial Disputes Act, Works Committees were set up in the various factories and under administrative orders issued by the Ministry of Labour, Welfare Fund Committees were also formed. The latter Committees were entitled to get grants-in-aid from the Government. The Provident Fund Scheme had been further extended, and medical facilities on an improved scale were being provided for industrial workers.

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The question of decentralising various cadres in non-gazetted services from All-India Service to Circle Service was also taken up with a view to reduce long distance transfers and to mitigate the inconvenience felt by low-paid staff.

Welfare.- During the year 1948-1949 three Labour Welfare Officers were appointed for the three Telegraph and Telephone Workshops at Bombay, Jubbulpore and Alipore (Calcutta). In addition to these, 8 more posts of Labour Welfare Officers were created for the Posts and Telegraphs Circles and one for the Directorate. It has been decided to run the whole welfare work on co-operative lines and an experienced and senior co-operative officer has recently been appointed as Director, Welfare, for overall supervision and direction of welfare activities of the Department. Accordingly co-operative societies of multi-purpose type have been and are being opened and departmental help in the form of subsidy or grant and free accommodations, furniture, light, etc., is being made available to them. The societies will include the following among other objects:- (i) wholesale procurement and distribution of essential consumers' goods like foodgrains, cloth etc.; (ii) starting and running of canteens, tiffin rooms, night classes etc.; (iii) recreation ~~and~~ clubs; (iv) subsidised medical dispensaries; (v) maternity homes; (vi) housing accommodation; and (vii) welfare schemes.

Medical aid.- All Government servants are entitled to free medical treatment for themselves and their families in the local hospitals and if any special treatment is prescribed by the Civil Surgeon or other authorised medical attendant, the actual cost is reimbursed to them in case it is received in the hospital. The question of establishing a separate medical organisation for the Posts and Telegraphs Department is under consideration.

Appellate Tribunal.- During 1948-1949 an Appellate Tribunal was set up as an experimental measure to deal with appeals of subordinate staff against statutory punishments. The Tribunal functions in a purely advisory character and its jurisdiction is at present confined to the United Provinces, East Punjab, Delhi, and Bihar and Orissa only. If the experiment succeeds, it is proposed to extend it to other Circles.

Workshops and technical training.- The Department relies on its three workshops at Alipore, Jubbulpore and Bombay for all line stores, except insulators and wire, all manual telephone exchanges, telegraph instruments (except teleprinters) and telephone instruments, for which the dials and microphones are imported. All the parts for the telephone instruments, including the bakelite bodies are made in these workshops. A new foundry is ~~now~~ under construction at Jubbulpore and new machinery is proposed to be installed at all the three places.

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The Department is actively considering the question of training of technical staff which had been badly neglected during the war. It is proposed to build a new training centre, fitted with up-to-date equipment during 1949-1950 at Jubbulpore.

Activities during 1949-1950.- The main activities of the Department contemplated during the year 1949-1950 will include: (1) Decentralisation of various cadres in non-gazetted service of the Telegraph Branch from the All-India Service to Circle Service; (2) provision of increased openings for the lowest paid employee for promotion; (3) opening of co-operative stores, canteens recreation clubs and dispensaries; (4) extension of the system of the existing Appellate Tribunal; (5) extension of Telecommunications Training Centre at Jubbulpore; and (6) opening of a postal training school.

Labour Conditions in Woollen Textile Mills
in India.

An enquiry into the conditions of labour in the woollen textile industry was conducted by the Labour Investigation Committee in 1944-45 and a report published in 1946.* With a view to bringing the data contained in the Report up-to-date, the Labour Bureau, Government of India, issued questionnaires to the 18 woollen mills covered by the Enquiry Committee. A note based on the replies received from 10 of 18 mills is published in the June 1949 issue of the Labour Gazette. The following is summary of the note:

Number of workers.- Statistics of factories and of employment in respect of the woollen mills in the various provinces are available in the annual reports on the working of the Factories Act. These statistics for the years 1939, 1944, 1945 and 1947 are shown below. As information for the Punjab is not available for 1947, the figure for 1945 has been used in estimating the total for this year.

* Labour Investigation Committee - Report on an Enquiry into Conditions of Labour in the Woollen Textile Industry in India by S.R. Deshpande (DL).91, Manager of Publications, Delhi, 1946, pp.32, price As.14 or Is.5d.

Province	1939		1944		1945		1947	
	No. of factories	No. of workers employed	No. of factories	No. of workers employed	No. of factories	No. of workers employed	No. of factories	No. of workers employed
Bengal	1	161	1	179	1	182	*	*
Bihar	1	413	1	668	1	766	1	513
Bombay.....	4	1784	5	5029	5	5438	5	5851
Madras.....	1	52	1	60	1	56	7	354
Punjab.....	6	2661	22	4600	23	4649	**	**
United Provinces...	3	2362	5	4612	5	4622	4	3856
Total.....	16	7433	35	15148	36	15715	17	15203*

* The Bengal Factory is in Dacca (Pakistan)
 ** Figures not available.
 * Include the 1945 figures for the Punjab.
 *

In September 1948 the average daily number of persons employed in the ten factories, which replied to the questionnaire, was 10,715 of whom 10,146 were men, 566 women and only 3 children. This shows that in woollen factories there is very little employment of women and almost none at all of children.

Recruitment.- Recruitment in the mills was mostly direct and was effected on the recommendations of the heads of various departments. One of the units had an employment officer for this purpose. Three units sought the assistance of Employment Exchanges, particularly for the employment of skilled labour. The Kashmir unit reported that it consults the workers' union, when labour is to be recruited.

The figures show that about two-thirds of the workers in the woollen textile industry are paid on time-rates. Only in the United Provinces, piece-rated workers outnumbered time-rated workers.

In seven of the units out of 1,526 workers 8,827 were permanent and 499 temporary. The usual privileges given to permanent workers were: leave with and without pay, notice of termination of service, housing facilities, membership of provident fund, gratuities, etc. In a few mills, bonus was given only to permanent workers.

Apprenticeship.- Five out of the ten units reported that they had apprentices. Some of these apprentices are sent by the Government, while some others are students from technical institutes. The Government apprentices are generally paid a fixed monthly stipend of 15 rupees and dearness allowance. Other apprentices are generally treated as regular workers.

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Works Committees.- Works committees consisting of equal representatives of workers and employers were functioning in three units. The total number of representatives varied from three to fourteen.

Five out of the ten units had Labour Officers. One of them had in addition a Chief Labour and Welfare Officer. The Labour Officer acts as a liaison officer in all matters relating to labour welfare between workers and management and is expected to look into the grievances of the workers. One of the Labour Officers was charged with the duties of looking to the safety of operatives while working on machines, distribution of cloth at cheap rates, distribution of wheat, etc.

Wages and Earnings.- According to the Report of the Labour Investigation Committee the basic minimum wages of unskilled workers in the different centres of the woollen textile industry varied at the time of the enquiry (1944-45) from 7 annas per day to 10 annas per day; the rates of dearness allowance also varied from centre to centre and amounted to 10 rupees p.m. in Kashmir and 30 rupees p.m. in Bombay city. Basic wages since 1944 have registered considerable increases in many centres and in some, such as Bombay and Ambernath, enhanced rates of minimum basic wages have been granted by awards of adjudicators. The minimum daily basic wages obtaining during September, 1948 in the different centres of the industry were 15 annas in Amritsar, 1 rupee 1 anna and 3 pies in Ambernath, 1 rupee 2 annas and 6 pies in Bombay city, 6 annas and 9 pies to 8 annas in Kanpur. The Government of the United Provinces has fixed, with effect ~~from~~ from 1 December 1948, a basic minimum wage of 30 rupees per month, 14 annas and 9 pies in Bangalore and 13 annas and 9 pies in Srinagar.

Dearness allowance.- All the units surveyed, with the exception of four units in East Punjab, paid dearness allowance, linked to the cost of living index numbers. The amount of dearness allowance paid in all such centres had gone up considerably in 1948, as compared to 1944, mainly due to the rise in the cost of living. Of the four units in the East Punjab, two did not pay any dearness allowance, but paid a consolidated wage. Of the other two, one paid at a flat rate of 50 per cent of basic wages and the other according to sliding scale of income, the lowest paid workers and all weavers (irrespective of wages) getting 50 per cent of their basic wages as dearness allowance. The units in Bombay and Ambernath paid dearness allowance, linked to the cost of living index numbers, on the same scale (i.e., 1.9 pies per point of rise above 105 in the Bombay cost of living index number) as for the cotton mill workers in the city of Bombay. In the Kanpur mills, dear food allowance is governed by the scale laid down by the Employers' Association of Northern India and amounted to 2 rupees 13 annas and 6 pies per day or 73 rupees 15 annas per month in September, 1948. The Bangalore Woollen, Cotton and Silk Mills paid dearness allowance at the rate of 2 1/2 annas per point of rise above 100 in the cost of living index figure for Bangalore city compiled by

the Mysore Government. The unit in Srinagar granted dearness allowance on a sliding scale graduated according to income, the actual rate ranging from 11 annas per rupee of basic wages in the case of the lowest paid workers, to four annas per rupee in the case of employees getting more than 150 rupees per month. In addition to this, a lump sum of 8 rupees per month was given to all workers as a temporary allowance.

Bonus.- Of the ten units for which information is available, 3 units, did not pay any bonus. Among the units in Amritsar paying bonus one granted a month's basic wages and the other a bonus equivalent to 25 percent of the basic wages to its workers. The unit in Bombay paid bonus amounting to 1/5th of the earnings for 1947 and the one at Ambernath paid according to the decision of the Bombay Millowners' Association. The units in Kanpur paid, for 1946 as well as 1947, a bonus of 4 annas per rupee of the basic earnings (based on ~~1948~~ 1938 rate of pay) and the unit in Bangalore paid for 1947, a bonus of 15 per cent of earnings for permanent workers and 2 annas and 3 pies per rupee of earnings for temporary workers; this unit has also paid, for the 1st half of 1948, a bonus equivalent to 20 per cent of the earnings to all the workers.

Shifts, hours of work and rest periods.- Most of the concerns worked more than one shift. A majority of the woollen mills, however, worked two shifts. Actual hours of work in each shift varied from 7 1/2 hours to 9 hours; but 8 hours might be taken as an average for each shift. The rest-interval was ~~with~~ either of half an hour or of one hour.

Four out of ten concerns paid extra allowance to night-shift workers. Of these, three concerns paid the allowance at the rate of one anna per night, while the fourth gave 12 1/2 per cent extra pay to night-shift workers.

Welfare and housing.- Barring three factories in East Punjab, others had adequate medical facilities, in the form of dispensaries with either full-time or part-time doctors. In this respect the note makes special mention of a mill in the United Provinces which maintained three dispensaries, in which 7,393 patients were treated during September, 1948. The dispensary of the Mysore mill was fully-equipped and its medical staff consisted of 3 doctors, 4 compounders, one nurse and 4 dressers. The ~~max~~ mill also maintained a maternity and child welfare centre.

Only three out of the ten mills provided canteens for their workers. These canteens served only tea and light refreshments. Only two mills had creches for women workers.

The Mysore mill and one of the United Provinces mills made provision for educational facilities for the workers' children. The Mysore mill maintained

a nursery school, a primary day school, a reading room and a library. The United Provinces mill maintained a boys' school, a girls' school and a night school for adults. In September 1948, the number of students on rolls in these schools were 170, 211 and 16 respectively.

Out of the ten mills only three (two in Bombay and one in Mysore) had cheap grain shops. In one of the Bombay mills, the grainshop was handed over by the management to the Workers' Cooperative Society. In the Mysore Mill, the Mill Workpeoples' Stores were controlled by a Committee of four representatives of workers and two of the Management; the Stores supplied non-perishable foodstuffs, rationed articles, clothing, etc., at prices generally lower than those prevalent in the local market.

Three mills provided facilities for sports, etc.

Seven out of the ten mills provided housing for their workers. Two of them, however, provided housing facilities only to their watch and ward staff. Some details of housing provided by the remaining five mills are given below:-

Units	Proportion of workers housed.	Rentals (p.m.)			Remarks
		Rs.	As.	P.	
Bombay.....	20 per cent.	3	0	0	30 chawls
East Punjab I..	80 "	Free			
II..	40 "	0	8	0	
United Provinces.		1	4	0	for single quarter (654 quarters)
I....	22 "	4	8	0	for double room double tiled quarter (105 quarters)
		8	0	0	for double room double tiled quarter (30 quarters)
Mysore I.....	31 "	5	8	0	for simple tenement)
		7	0	0	for garden type house) #
		8	8	0	for four-room house)
					420 Houses.

Provident fund, gratuity and pension.- Only the Mysore mill had a regular contributory provident fund scheme. This scheme was open only to permanent employees. Members contribute 7 1/2 per cent of their basic earnings and the Company contributes an equal amount. The member is not entitled to claim Company's contributions till after 5 years of continuous and approved service, except

in cases of death and ill-health. There were nearly 6,000 members. The Kashmir^{Wool} also had a Fund to which only the employers contribute half an anna per rupee of the basic wage of the worker. Gratuities were in vogue in three mills, but there were no definite rules. Gratuities were granted at the discretion of the management on the merits of each case. Pensions were also given on similar terms in two mills.

Production trends.- Diverse opinions have been expressed as regards the effect of the reduction in the daily and weekly hours of work on the output. One of the Bombay mills estimated this fall at 7 to 8 per cent while an East Punjab mill estimated it at 20 per cent.

The following table shows figures of output given by three of the mills:-

MILL	1945	1946	1947	1948
	Lbs.	Lbs.	Lbs.	Lbs.
Bombay - I				
(i) Woollen Piece Goods Production.....	575,821	572,553	490,311	609,242
(ii) Woollen Hosiery-Knitting Yarn Production.....	419,802	454,422	327,479	521,755
Bombay - II	1217,622	1022946	1451230	-
United Provinces (weaving)....	-	358,311	320,245	360,860

Among the reasons stated for the fall of production in 1947 was: (i) reduction in working hours from 9 to 8; (ii) "go slow" tactics adopted by labour; (iii) transport difficulties; (iv) migration of skilled labour from India to Pakistan (particularly in East Punjab); (v) wearing out and deteriorating of machinery and difficulty in replacing the worn-out parts; and (vi) the general decline in working efficiency of labour, along with deterioration in the standards of discipline.

In this connection the note points out that during the war, a number of woollen mills were engaged on bulk production of supplies for the Defence Services and this entailed the consumption of coarse quality of wool. After the war, these mills had to cater for the civilian market which required entirely different types of materials. The type and variety of materials manufactured by woollen mills had thus changed since 1944 and hence any comparison on a weight or yardage basis might be misleading.

Assam: Factories Act, 1948: Tea Factories
exempted from certain Sections relating to
Working Hours.

The Government of Assam has exempted, by a notification dated 1 August 1949, all tea factories in the province from sections 51, 52, 54, 55, 56 and 61 of the Factories Act, 1948, during the year 1949 on the following conditions: (1) The total number of hours of work in any day shall not exceed ten; (2) the period of exemption shall be during the months of August, September and October; (3) the total number of hours of overtime during a quarter shall be limited to 50 hours; (4) the spread-over including rest period shall not exceed 12 hours per day; (5) the over time wage shall be paid at double the ordinary rate of wages and recorded in the overtime register; (6) no worker shall be employed for more than fourteen consecutive days without a rest period of 24 consecutive hours; and (7) compensatory holidays for loss of weekly holiday shall be given within one month of the day on which the weekly holiday is not given to the ~~workers~~ workers. (Sections 51, 52, 54, 55, 56 and 61 relate respectively to weekly hours, weekly holidays, daily hours, intervals for rest, spreadover and notice of periods of work for adults).

(The Assam Gazette, Part II, dated
3 August 1949, page 1126).

Orissa: Factories Act, 1948 applied to
Partially Excluded Areas.

In pursuance of Section 92 of the Government of India Act, 1935, the Governor of Orissa has directed that the Factories Act, 1948 shall apply to all the partially excluded areas in the province.

(The Orissa Gazette, Part III, dated
12 August, 1949, page 1430).

Burma: The Mines (Amendment) Act, 1949:
Date of Enforcement.

By a notification dated 30 July 1949, the Government of the Union of Burma has directed that the Mines (Amendment) Act, 1949 (vide paragraph 59, page 35 of the report of this Office for July 1949) shall come into force with effect from 1 August 1949.

(The Burma Gazette, Part I, dated 6 August, 1949,
page 690).

64. Wage Protection.

India - August 1949.

India: The Payment of Wages (Coal Mines) Rules, 1949.

The draft Payment of Wages (Coal Mines) Rules, 1949 (vide paragraph 64, page 67 of the report of this Office for September 1948) have now been approved and gazetted on 23 July 1949.

(The Gazette of India, Part I-Section 1, dated 23 July 1949, pages 1003-1008).

Pakistan: Payment of Wages Act, 1936, extended to Persons employed in Mines.

By a notification dated 7 July 1949, the Government of Pakistan has extended the provisions of the Payment of Wages Act, 1936 to persons employed in any mine in the provinces of Pakistan and the capital of the Federation. (The proposal to extend Payment of Wages Act to mines was reported at paragraph 64, page 58 of the report of this Office for April 1949).

(The Gazette of Pakistan, Part I-Section 1, dated 15 July 1949, page 334).

Burma: The Payment of Wages (Amendment) Act, 1949: To come into effect from August 1949.

By a notification dated 28 July 1949, the Union of Burma Government has directed that the Payment of Wages (Amendment) Act, 1949 (vide paragraph 64, page 82 of the report of this Office for May 1949), with the exception of section 4 shall come into force with effect from 1 August 1949.

(The Burma Gazette, Part I, dated 6 August 1949, page 690).

65. Collective Agreements.

India - August 1949.

Draft Industrial Statistics (Labour) Rules
framed by the Orissa, United Provinces and
West Bengal Governments.

Draft Industrial Statistics (Labour) Rules have been framed by the provinces of Orissa, United Provinces and West Bengal recently under section 12 of the Industrial Statistics Act, 1942. These rules require employers to furnish, (a) statements showing details relating to revisions in wages and allowances, annual, quarterly, or other periodical bonuses declared for payment to workers and conditions of eligibility for such bonuses, and (b) quarterly returns in appropriate forms dealing with employment and attendance and hours of work and earnings, for the various categories of workers.

(The Orissa Gazette, Part III, dated
22 July 1949, pages 1345-1360;

Government Gazette of the United Provinces,
Part I-A, dated 13 August 1949, pages 797-804;

The Calcutta Gazette, Part I, dated
21 July 1949, pages 1251-1260).

66. Strike and Lockout Rights.

India - August 1949.

Madras: Sugar Industry declared Public Utility Service under Industrial Disputes Act, 1947.

By a notification dated 9 July 1949, the Government of Madras has declared sugar industry a public utility service for the purposes of Industrial Disputes Act, 1947, for a period of six months commencing from 25 July 1949.

(The Fort St. George Gazette, Part I, dated 19 July 1949, page 1089).

United Provinces: Sugar Industry declared Public Utility Service under United Provinces Industrial Disputes Act, 1947.

By a notification dated 3 August 1949, the United Provinces Government has declared the sugar industry and every undertaking connected with the manufacture or distribution of sugar to be a public utility service for the purposes of the United Provinces Industrial Disputes Act, 1947, for a period of 6 months from 10 August 1949.

(The Government Gazette of the United Provinces, Part I, dated 13 August 1949, page 614).

United State of Travancore and Cochin: Motor Transport Services declared Public Utility Service under Travancore Industrial Disputes Act.

By a notification dated 16 July 1949, the Government of the United State of Travancore and Cochin has declared motor transport services to be a public utility service under the Travancore Industrial Disputes Act of 1924 (Malayalam Era 1948-1949) for a period of six months from 16 July 1949. (The States of Travancore and Cochin have recently been merged to form the United State of Travancore and Cochin).

(United State of Travancore and Cochin Gazette, Extraordinary, dated 16 July 1949, page 3).

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67. Conciliation and Arbitration.

India - August 1949.

East Punjab: Draft Industrial Disputes
(East Punjab) Rules, 1949.

The Government of East Punjab has published the draft Industrial Disputes (East Punjab) Rules, 1949, relating, inter alia, to the procedure for reference of industrial disputes to boards of conciliation, courts of inquiry or industrial tribunals, powers, procedure and duties of conciliation officers, boards, enquiry courts and industrial tribunals, remuneration of members of boards, courts and tribunals, representation of parties and procedure relating to setting up of works committees. The draft rules will be taken into consideration after 12 September 1949.

(The Government Gazette, of East Punjab,
dated 12 August 1949, pages 752-759).

Pakistan: Industrial Disputes (West Punjab)
Rules, 1949.

In exercise of the powers conferred by section 38 of the Industrial Disputes Act, 1947 (XIV of 1947), the Governor of West Punjab has approved the Industrial Disputes (West Punjab) Rules, 1949. The Rules, inter alia, deal with the procedure for the conduct of disputes before boards of conciliation, courts of inquiry and industrial tribunals, constitution of works committees, etc.

(The West Punjab Gazette, Part I,
dated 29 July 1948, pages 311-316).

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CHAPTER 7. EMPLOYMENT AND UNEMPLOYMENT.

INDIA - AUGUST 1949.

71. Organisation of the Labour Market.

India: Employment Exchanges: Working during June 1949.

Employment situation.- During June 1949, improvement in the employment situation was reported from Assam, Central Province and Berar, Delhi and Ajmer-Merwara, East Punjab and United Provinces owing to a large number of vacancies in Railway and Government departments, the construction of canals and railway workshops, increased co-operation from commercial bodies, progress in the mechanical cultivation scheme, recruitment to certain police and R.I.A.F. vacancies and technical and industrial expansion. It was estimated that this would absorb a large number of skilled and unskilled workers. On the other hand, Bombay, Madras, and West Bengal regions reported a deterioration in the employment situation on account of the closing down of certain textile mills and the threat of stoppage of production in others, the closure of certain seasonal factories, retrenchment in Ordnance Factories and Depots and private industrial concerns, and continued slump in jute, iron and steel and aluminium industries. The general shortage of skilled technicians in the engineering and building trades continued to exist. There was also a shortage of statisticians, librarians, stenotypists, stenographers, typists, trained teachers, physical instructors, sanitary engineers etc. On the other hand there was a surplus of clerks, untrained teachers, unskilled and semi-skilled workers, motor drivers, peons, chowkidars etc.

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

	June 1949	May 1949	June 1948
Total Number of Registrations.	102,498	98,314	93,907
Total number of persons placed in employment	34,160	24,433	25,379

Of those placed in employment 2,109 were ex-Servicemen and 4,091 displaced persons. The total number of registrations effected during the month of June 1949 was the highest ever recorded - viz., 102,498 as compared with 98,314 in the previous month. This was due to an increase in registrations in all regions except Assam, Bombay and

(2)

East Punjab. The highest increase (2,244) was recorded in the Madras region and was due to various factors such as registration of a large number of unskilled workers, fresh graduates, applicants seeking recruitment ~~the~~ to the Police and the ~~Kanpur~~ Bengal Nagpur Railway at Vishakapatnam. The next highest increase (2020) was recorded in the United Provinces region and was caused partly by retrenchment in the Central Ordnance Depots at Cheoki (Allahabad) and Kanpur and partly by the registration of a large number of applicants at Almora exchange for vacancies of primary school teachers and vacancies under the 'Panchayat Adalat' scheme. As regards placements, all regions recorded an increase except East Punjab, Bombay and Central Provinces and Berar. The substantial increase of 786 in the United Provinces Region was due to the filling up of vacancies under the 'Panchayat Adalat' Scheme and in textile mills at Kanpur. An increase of 515 in placings in the Madras region was due to the recruitment of labour by Public Works Department contractors through the exchanges and placings effected in the Fire Service, Plantations, Police, Marine Department and Railways.

Opportunities for the employment of applicants in higher grades were reported to be limited. Nevertheless 22 applicants were placed on salaries ranging between 200 rupees and 500 rupees per month.

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

<u>Wage groups: basic monthly pay</u>	<u>Number of placings</u>
Above 101 rupees	488
61 to 100 rupees	3,027
30 to 60 rupees	17,462
29 rupees and below.....	3,183

Employment exchanges in Indian States.- Returns received from employment exchanges in Indian States showed that upto the end of the month a total of 107,452 applicants had been registered of whom 21,391 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 15,548 as compared with 16,667 during May. The number placed in employment was 4,091. Many exchanges received notification of railway vacancies arising out of the Adjudicator's Award, a percentage of which had been reserved for displaced persons. The response from displaced persons in Bombay in connection with the recruitment to railway vacancies was very poor owing to their unwillingness to go out of Bombay. Jubbulpore experienced difficulty in resettling illiterate displaced persons who were reluctant to work as manual labourers.

Technical and vocational training.- During June 1949, there were 79 technical training centres and 97 vocational training centres functioning, with 5,932 ex-Servicemen trainees respectively under training. 7,548 displaced persons were undergoing training at the training centres in Bihar, Bombay, Central Provinces and Berar, Delhi and Ajmer-Merwara, East Punjab, United Provinces and West Bengal. 264 displaced girls and women were undergoing training at the New Delhi centre run by the Ministry of Labour. ~~30~~ 10 trainees passed the trade test bringing the total of passed out trainees to 229. 737 trainees (both ex-Servicemen and displaced persons) passed the trade tests in technical trades, bringing the total passed out trainees to 12,774. In the Vocational Trades 197 trainees passed out, bringing the total of passed out trainees to 2797. 15 disabled ex-Servicemen were undergoing training in the three special training centres. 22 trainees passed the prescribed test bringing the total passed out to 1414. An amount of 1,700 rupees was distributed to 9 disabled trainees who had successfully completed the training course, for the purchase of tools and equipment. Upto the end of June 1949, altogether 788 disabled trainees had been awarded an aggregate sum of 143,235 rupees for this purpose. 165 adult civilians were undergoing training on 30 June 1949, at the Combined Training Centre, Koni, Bilaspur (Central Province). 222 primary school teachers were undergoing training in woodwork at the training centre in Aundh (Poona) under arrangements made with the Government of Bombay.

The third batch consisting of 114 instructor trainees were under training at the Central Institute for Training Instructors at Koni, Bilaspur.

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

Administrative Region.	Selected and posted			
	Technical Training		Vocational Training.	
	During the month.	Cumulative to date.	During the month.	Cumulative to date.
Assam.....	17	425	23	311
Bihar.....	20	3,521*	18	1,364*
Bombay.....	85	5,039	17	2,497
C.P. and Berar.....	22	1,913	15	905
Delhi and Ajmer-Merwara.	14	1,790	-	723
East Punjab **	47	831	21	400
Madras.....	650	28,426	224	8,869
Orissa***.....	-	156	-	142
United Provinces....	45	7,325	141	9,649
West Bengal.....	51	3,143	48	1,474
Total	931	52,569	507	26,334

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

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

*** Cumulative figures are for the period beginning with 1 October 1948. Figures relate to May, 1949.

(P.T.O.)

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(Review of the Work done by the Directorate General of Resettlement and Employment during the Month of June 1949, issued by the Government of India).

Pakistan: Employment Position during May 1949.

According to the Pakistan Employment Service Review for July 1949, (issued by the Department of Resettlement and Employment, Ministry of Law and Labour, Government of Pakistan), the total number of applicants registered by the 23 employment exchanges functioning in Pakistan stood at 17,395 during May 1949. Of these 6,784 were placed in employment, leaving a balance of 65,130 employment seekers and 2,908 outstanding vacancies. Set against the figures of the previous month both registrations and placements indicated a slight fall. The number of outstanding vacancies increased by 192.

The categories in excess or shortage have come to occupy a more or less a static position and there was hardly any change in comparison with previous months. Categories like stenographers, typists, overseers, compounders, ~~xxx~~ trained teachers, accountants, nurses and wireless operators still continued to be in demand while those like motor drivers, motor mechanics, untrained clerks, fitters, tailors etc. figured on the surplus side. Increased efforts were made to meet the deficiency in deficit categories and training was imparted to some selected trades in which the need was most urgent and training facilities available.

Opportunities for employment are expected to increase as work on various reconstruction projects and new factories near completion. There are a number of co-operative ex-Service men's Societies, at Lyallpur, like the Goods Co-operative ~~Saxia~~ Transport Society, Multi-purposes Co-operative Societies and Co-operative Societies for running abandoned cotton and ginning factories. These societies employed a number of people through the local employment exchanges.

There were very few ex-Service personnel requiring employment assistance due to their absorption in the defence and police services. The Recruiting Office at Peshawar notified to the Employment Exchanges 186 vacancies for matriculates to be employed in the army, as clerks and for training in engineering lines. 354 candidates were placed as army recruits through the Exchange at Sargodha, during the month. A few ex-Service men were also recruited in the Army at Multan.

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Employment statistics from 15 August 1947 to 31 May 1949 is shown in the table below:-

Months ending.	Total Registration during the month.	No. of vacancies notified during the month.	Total placed in employment during the month.	No. of employers using the Exchanges during the month.
1	2	3	4	5
15-8-47 to 30-9-48.	31243	15626	7703	1089
31-10-47.....	26463	11361	11748	1140
30-11-47.....	20472	9473	7312	963
31-12-47.....	23937	9362	6946	761
31-1-48.....	23552	8626	7470	701
29-2-48.....	15854	5693	4464	750
31-3-48.....	14076	5267	3448	682
30-4-48.....	14603	5699	3915	682
31-5-48.....	11538	4824	2847	739
30-6-48.....	13042	6400	3851	729
31-7-48.....	15855	7319	4475	936
31-8-48.....	13939	5694	4028	897
30-9-48.....	14064	6371	4146	1048
31-10-48.....	15138	7207	5349	983
30-11-48.....	15770	7736	6844	913
31-12-48.....	18751	9592	8588	894
31-1-49.....	20433	9134	7918	843
28-2-49.....	19773	8475	7713	782
31-3-49.....	20560	8542	7779	1045
30-4-49.....	17987	8733	7287	984
31-5-49.....	17395	7891	6784	993
Total.....	384445	168823	130615	12554

(Pakistan Employment Service Review,
July, 1949)

72, Vocational Guidance and Training.

India - August 1949.

Technical Manpower Needs of India: Special Committee's Estimate.

It is understood that the Scientific Man-Power Committee of the Government of India has assessed India's requirement in scientific and technical man-power in the next five to ten years at nearly 50,000. According to a Press summary of the report of the Committee, which is expected to be released shortly, shortages of technical personnel in principal industries would range from 20 to 90 per cent.

In agriculture, the Committee has indicated a surplus of over 6,000 personnel but this is not considered a real surplus as the Committee, ~~have~~ taken into consideration only the requirements for Government activities in agriculture, at present mostly confined to advisory functions and research. The assessment of personnel required at 50,000 excluded the number of qualified persons needed in the medical and teaching professions, as also junior grade staff required in all categories. The estimated requirement of doctors and dentists in the period is understood to be near about 20,000, of non-medical personnel such as nurses 32,500, of science teachers nearly 20,000 and of junior ~~xx~~ grade personnel in all categories over 35,000.

The assessment of man-power requirements was divided into three categories for industry, for Government and Government-sponsored departments and for educational and research institutions. The Committee made a survey over 20 principal industries including metallurgy, mining, fuel, power, ~~having~~ heavy chemicals, textiles and engineering. The survey also included communications, railways mercantile marine, agriculture, education and defence.

Requirements in different fields.- The following summarises the data collected by the Committee (Total requirements of personnel, training capacity during the next ten years and the estimated deficit are placed against categories of personnel in their order):

- Engineers of all categories 25,233.
- Chemists and chemical technologists 6,543, 4,791, 1752.
- Physicists 3,291, 2,050, 1,241.
- Metallurgists 1,062, 580, 482.
- Glass and ~~xx~~ ceramics technologists 315, 300, 15.
- Textile technologists 776, 340, 436.
- Leather technologists 546, 110, 236.
- Geologists and geophysicists 1,420, 40, 1,010.
- Mathematicians and statisticians 1,560, 1,210, 350.

Botanists 899, 605, 294.
 Zoologists 1,425, ~~1,200~~ 720, 705.
 Biologists 686, 100, 586.
 Agricultural scientists 2,636, 3,726, 6,090(Surplus).
 Dairy technologists 695, 180, 515.
 Miscellaneous and unclassified personnel 2,100.

The requirement figures and deficit refer only to senior grade man-power but in certain industries like engineering, chemicals, textiles, glass and leather a greater (or at least an equal) number of junior grade technologists than of the senior grade would be required.

The basic data for the conclusions were understood to have been provided, besides other considerations, by figures of employment of industrial labour in the country during 1945. The following figures give the average number of factory workers in different industries during the year:

Government and Local Fund Factories 460,000;
 Textiles 1,011,000;
~~Mineral~~ Engineering 270,500;
 Minerals and metals 125,500;
 Food, drink and tobacco 210,000;
 Chemicals, dyes, etc. 1,01,700;
 Wood, stone and glass 101,200;
 Gins and presses 130,000;
 Skins and hides 36,350;
 Miscellaneous 44,000;
 Total 2.5 millions approximately.

(The Hindu, dated 19-8-1949).

Pakistan: Recommendations of Scientific Manpower Committee: Need for training Pakistanis in Technical subjects urged.

According to a Press note the Government of Pakistan had set up a Scientific Manpower Committee, under the chairmanship of Dr. Nazir Ahmad, Secretary, Pakistan Development Board, with the following terms of reference: (a) To collect and tabulate information regarding the Scientific and Technical talent available in or willing to serve Pakistan; (b) to make recommendations regarding the best possible utilisation of this talent in the service of Government Departments, Universities, Scientific and Technical Institutions in Pakistan; (c) to suggest ways and means of speedily making up the deficiencies between the actual requirements of and the scientific personnel available for Pakistan.

The Government has finally approved the following main recommendations of the Committee: (1) An inquiry should be instituted by the Government departments,

scientific organisations and other institutions regarding the suitability of employment of their scientific staff and the possibility of their making up the deficiencies from those who are available. (2) The cases of technical persons holding non-technical appointments of a clerical or purely administrative nature should be examined, and, as far as possible, they should be made available for technical posts. (3) For the selection of scientists and technologists, a suitably qualified and experienced scientist or if necessary, more than one scientist should be continued to be associated with the Public Services Commissions. (4) There should be no bar, as at present to scientists of eminence taking charge of even the highest administrative posts. (5) Proper care should be paid to training of Pakistan nationals in technical subjects; existing institutions should be improved and new institutions should be set up in which training in the following subjects should be imparted in the future. Chemistry: Bio-chemistry and applied chemistry, Engineering: agricultural, automobile, aeronautical, hydro-electric, marine or navigation, radio engineering, chemical engineering and sanitary. Metallurgy. Physics: geo-physics, nuclear physics and atomic energy and meteorology. Biology: genetics, plant breeding, micro-biology, plant pathology, plant physiology, entomology, helminthology and systemic botany. Forestry: geology and mining. Technological subjects: leather technology, cotton technology, jute technology, textile technology, rubber technology, paper technology, plastic technology, fuel technology, ceramics, oil and fats, refrigeration, canning and industrial fermentation. Food and Drugs: food technology and pharmaceutical drugs. Medical science: bacteriology, pathology, radiology and public health, and Veterinary Science.

(6) A permanent Information Bureau should be set up at the Centre with a branch in East Pakistan: to (a) prepare and maintain an up-to-date register of scientific and technical manpower available in the country, (b) prepare records of industrial organisations, extent of their work, ~~and~~ labour and technicians employed by them and also the various institutions and people who can help the industry.

(7) An annual directory of scientific and technical manpower, classified according to subjects, should be published, which should also give information regarding the institutions in which the scientists are working and the nature of their researches.

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73. Migration and Colonisation.

India - August 1949.

Rubber Workers' Wages cut in Malaya:
About 170,000 Indian Workers affected.

Consequent on the fall in prices of rubber the Malayan Planting Industries Employers' Association has decided to impose cuts in the earnings of rubber tappers with effect from 1 September 1949. The cuts will be in the daily bonus earned by tappers and will be on a sliding scale. The bonus will diminish under this scale for every two cents the price of rubber falls ~~was~~ below 35 cents per lb. The present price of rubber in the Singapore market is 53 1/2 cents. About 170,000 Indian labourers employed in rubber estates in Malaya will be affected by the decision.

Meanwhile it is understood that the question of rubber tappers' earnings is to be referred to an Arbitration Tribunal shortly. This has been agreed to by the Association and the representatives of six rubber workers unions.

(The Hindu, dated 6-8-1949).

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CHAPTER 9. LIVING STANDARDS.

INDIA - AUGUST 1949.

92. Housing.

Pakistan: Housing for Refugees:
Trust Founded by Central Muslim
League.

The Central Muslim League has sponsored a scheme envisaging a trust with 30 million rupees to build ~~many~~ cheap houses for refugees in an area of 1,000 acres of land set aside for ^{the} purpose by the Government of Pakistan. The Government has promised to spend a sum of 9.8 million rupees on roads, electricity, water-supply and other development works for the colony. A Chief-Engineer has been put in charge of the development works. He will act according to advice tendered by the Trust and instruction received from the Government.

Laying the foundation stone ~~and~~ of the colony at Golimar in Karachi, on 19 August 1949, the Prime Minister of Pakistan said that Karachi's greatest need ~~for~~ of the hour was housing. The refugees who had come to the city in thousands were faced with great difficulties and they had to undergo hardships on account of acute housing shortage. But now the scheme, coming as it did to celebrate the second anniversary of Pakistan's independence, would prove a great boon to them.

Mr. Khaliquzzaman, President of the League, explaining the scheme ~~and~~ said that of the 30 million rupees 120,000 rupees had so far been collected. He added that the Trust would not be controlled by the League and that the money raised would be the ultimate responsibility of the Trust. The Muslim League would help in every way towards making the scheme a success.

It is estimated that within a year the Golimar colony would have 10,000 small houses.

(Dawn, dated 20-8-1949).

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93. Co-operation.

India - August 1949.

Co-operative Stores for Railway Employees:
Government of India accepts Proposal.

The Government of India has accepted the recommendation of the Railway Grainshops Inquiry Committee regarding the promotion of railway employees' co-operative stores (vide paragraph 52, pages 57-59 of the report of this Office for November 1948). The Railway Administrations have been directed to encourage the setting up of such stores though the initiative will rest with the staff and co-operation from the recognised unions will be welcomed. The stores will be entirely managed by the railway servants, but the Railway Administrations may provide, wherever available, suitable premises at a nominal rent, in addition to the grant for the first three years of a subsidy not exceeding half of the administrative and establishment charges, provided the working of the stores is certified as satisfactory by the provincial ~~ex~~ Co-operative Department concerned.

(The Hindustan Times, 12-8-1949).

Co-operation in Villages: Food Minister
suggests Three-year Plan.

Addressing a meeting of the Executive Committee of the Indian Co-operative Union at New Delhi on 8 August 1949, Mr. Jairamdas Daulatram, Food and Agriculture Minister, suggested a three-year plan of action for developing multi-purpose co-operatives in the villages of India. He added that this would be the best contribution towards the food production drive as also to the speedy improvement in the present economic situation of the country. The Central and provincial Governments, would willingly co-operate in the implementation of such ~~xxx~~ a programme.

Mr. Jairamdas pointed out that the wall between the non-official and the official side of the co-operative movement should be removed and the former feeling of separateness must be replaced by a feeling of oneness. It was in India's interest that her agricultural production be greatly increased and the villages made self-dependent for their essential needs. The villages for their necessaries would greatly depend upon the services which the co-operative movement could render to the rural population of the country.

Regretting that the co-operative movement had not been able to make much headway among the agricultural population, though the movement had been there for half a century, Mr. Jairamdas pleaded for speedy extension of the co-operative movement among agriculturists, the extension of which must multiply and include not only credit but all forms of economic and social activity of the rural population. He explained that production, marketing, consumption and all the ancillary operations including the supply of finance, seeds, implements, etc., should be the objectives of multipurpose co-operative societies in the rural areas.

(The Statesman, dated 9-8-1949).

Progress of Co-operative Farming in U.P.:
Extension of System to more Villages proposed.

According to the special provincial Representative of "The Statesman", one year's experiment in co-operative farming in two villages of Jhansi in the United Provinces, has proved a valuable experience and it is now proposed to extend it to a compact unit of 10 villages of Jhansi and some other typical villages of certain districts.

The experiment yielded a number of conclusions: (1) by rational use of bullock and manpower, the cost of production ~~was~~ was reduced; (2) by planning of crops, made feasible by ~~plans~~ pooling of land, and the use of manure resources to the best advantage, produce per acre was increased; (3) a balanced production of crops lead to a balanced diet of peasants and cattle; and (4) it gave the tenant all the advantages obtainable only from a large farm. The State also benefited as it had to deal not with innumerable tenants but with a manageable number of villages. It was therefore possible to plan agricultural production according to national needs.

Among the disadvantages are listed increased unemployment and comparative lack of initiative on the part of individual parties. It is, however, pointed out that a sober estimate debars any tempting or discouraging generalization at this stage as factors ensuring success, or threatening failure, might differ from district to district. But the fact that members of the two-co-operative farms had asked for continuation of the system showed that they realized its overall advantages.

The two villages under experiment ^{were} ~~the~~ Nanvara and Darama. The first had ~~535~~ 485 acres and the second 412 acres under cultivation. Less than a total of 100 acres remained outside the scope of the co-operative farms. Nanvara consists of 81 families and Daurana 31. The cost of production of crops in Nanvara was 35,000 rupees, which included 16,000 rupees as labour charges. Income was 49,000 rupees. Total profits, therefore, amounted to 13,000 rupees. But if the sum of 16,000 rupees, charged to labour cost, is included in the profits, the figure would be 30,000 rupees. The labour charges ~~were~~, in a sense, an advance upon profits.

The Nanvara society distributed a sum of 7,355 rupees out of its total declared profits, at the rate of 15 rupees per acre. Of the balance, a portion went into a reserve fund. 1,000 rupees ~~more~~ were allotted to construction of bunds, and a sum of 3,256 rupees was entered as the dividend equalization fund, a kind of insurance against bad production years. The ~~profit~~ ^{profit} per acre in Nanvara, inclusive of labour charges was ^{about} 60 rupees per acre.

The income per acre in the case of the second village was about 52 rupees, inclusive of labour charges. This is considered by competent authorities a good return for the investment.

These calculations do not include incidental, but substantial, advantages of the system. Members obtained foodgrains at controlled rates. They did not have to go to a moneylender.

On the production side it was evident that the total production of a co-operative farm ^{is} ~~is~~ greater than that of a similar village run by individual effort.

It is understood that official view of the experiment is that co-operative farming must, as in the case of the two Jhansi villages, be based on a pooling of land. This is not interpreted as relinquishment of individual titles to land, but merely the use of the entire land on which the village lives. ^{is} ~~is~~ In the two societies every family in the village ^{is} ~~is~~ a member. A survey of animal population of the village was one of the first tasks of the society. A pooling of animal power might become necessary under certain circumstances, but replacement of uneconomic resources by better bulls, better milch animals and implements received the highest priority. Under individual farming every farmer tries to become self-sufficient in these resources which become surplus in the planned system of co-operative farming. In one village one-third the number of bullocks were found to be surplus.

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Secondly, the experiment shows that while a small holding ~~is~~ inadequate to feed the farmer's family and his bullocks, the co-operative system reduced the strain, particularly when surplus cattle ~~can~~ be disposed of. ~~Implementation of co-operatives~~ Evaluation ~~according~~ of pooled land for purposes of sharing profits was an important hurdle crossed. Evaluation according to productivity was agreed upon by the villagers. For working expenses the societies needed funds which had to be advanced. A minimum of 10,000 rupees per society for its working expenses and about 25,000 rupees for replacement was found necessary. Crop planning was the next step. The existing irrigation and manure resources had to be kept in mind. The success achieved in the two co-operative farms was despite the inexperience of the agricultural staff. In fixing labour charges it was important that a low wage rate meant a larger surplus for distribution. A higher wage rate meant the reverse. In the two societies, one paid for labour at the average rate of 200 rupees per family and the other at the average rate of 400 rupees per family.

Two factors which might ~~retard~~ retard the growth of the system are the levy of agricultural income-tax, whose incidence is higher on a society than on an individual farmer, and, secondly, controls over prices of foodgrains. If foodgrain prices are controlled, an individual ~~can~~ can still possibly escape the full rigour of controls by selling a part of his crop in the black market. A society can not enter into such a surreptitious bargain.

(The Statesman, dated 21-8-1949).

Pakistan: West Punjab Economy to be built
on Co-operative ~~Banks~~ Basis: Scheme Formulated
by Co-operative Department.

According to the Associated Press of Pakistan, the West Punjab Co-operative Department has formulated a 'master plan' so as to place the economy of the Province on a completely co-operative basis. The plan, which is a multi-purpose co-operative scheme, envisages the establishment of a chain of societies for producing, manufacturing, marketing and selling not only consumer goods but also heavy machinery and chemicals. The respective stages in industry and the various aspects of economic life in the province are all expected to be covered by the proposed co-operative societies. If, for instance, a cotton textile mill is started the supply of cotton, ginning, processing, spinning, ~~of~~ weaving and ultimate selling of the finished cloth or yarn will all be done by these societies. At a later stage even the ~~grow~~ growing of cotton is planned to be done on a co-operative basis. It is pointed out in this connection, that cotton is already being ~~grow~~ grown in Thal and certain other districts of West Punjab on a "Co-operative collective basis" as part of the provincial Government's collective farming experiment.

The plan has already passed beyond the blue print stage and three societies with an aggregate authorised capital of ~~Rs. 50 million~~ 35.0 million rupees were recently registered for the manufacture of cotton and woollen textiles and for conducting insurance business. Early in August the insurance society was formed. The society has an authorised capital of 10 million rupees divided into 100,000 shares of rupees hundred each. A cotton textile mill with an authorised capital of 15.0 million rupees has also been established at Khanewal and efforts are being made to speed up the purchase of machinery so as to get the mill going before the ~~close~~ ^{close} of the ~~current~~ year. A woollen textile mill with an authorised capital of 10 million rupees is to be established near Hasan Abdal.

In all these concerns only co-operative societies or members of such societies can be share holders and 60 per cent of the membership of the respective managing committees of the concerns, it is understood, has been reserved for those whose holdings ~~do~~ do not exceed 10 shares of 100 rupees each. In all industrial undertakings operated by the societies one fourth of the annual profits will be treated as reserved capital. A part of the profits will be reserved for depreciation of machinery, yet another part for public utility works such as schools, hospitals and provision of amenities for workers and about 20 per cent of the profits will be distributed among the share holders.

Apart from the three societies others covering the following branches of trade and industry are expected to be formed in the near future: (1) An agricultural implements factory with an approximate authorised capital of about 15 million rupees. This factory will be so planned to be able to manufacture heavy agricultural machinery at a later stage; (2) A society to manufacture all plastic goods which are at present sold in the market; (3) tannery; (4) shoe factory; (5) dairy products including condensed and processed milk, milk powder and milk sweets. These will be canned and would also be available for export; (6) biscuit factory; and (7) apiaries.

In addition, more co-operative supply and sales stores are also expected to be opened in different cities of the province.

The sponsors of the plan point out that if successfully worked the scheme would not only completely eliminate black marketing but would also provide a satisfactory solution of the problems arising out of clash of interests between labour and capital, grower and manufacture, and producer and consumer.

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Ceylon: Administrative Report on the
Working of Co-operative Societies from
1-5-1945 to 30-4-1948.

The following information about the working of the co-operative societies in Ceylon is taken from the Administrative Report of the Co-operative Department for the period 1 May 1945 to 30 May 1948.

Stabilisation of co-operative stores.- Reviewing the general progress of the co-operative movement in Ceylon the report states that in view of the extraordinary expansion which took place during the years 1942-45, and pace at which that ~~expn~~ expansion took place, the Department's main effort was directed during the period under review towards the consolidation of the gains achieved during the war years, particularly in the field of consumer co-operation, which within that brief period came to displace co-operative credit from the predominant position it had held in the movement for a full quarter of a century. It points out that latterly, in the popular mind, co-operation had come to be identified with co-operative ~~shops~~ stores, hence it was decided to give the highest priority to the task of stabilising the consumer aspect of the movement. During the period under review a separate Ministry of Co-operation was created.

Number of societies.- Although there was a slight reduction in the actual number of co-operative stores from 4,004 at the end of April 1945 to 3,887 at the end of April 1948, the total number of societies of all types rose during this period from 6,385 to 6,559, while the total membership increased from 1,106,573 to 1,157,588, and the total working capital of the movement increased by over 50 per cent from 26,046,836 rupees to 39,254,515 rupees.

Practically all sections of co-operative activity, credit, thrift, distribution, production and marketing shared in this general progress; the most striking advance however was in respect of co-operative production and marketing societies, which increased in number

* Ceylon: Part IV - Education, Science, and Art (E): Administration Report of the Working of Co-operative Societies from May 1, 1945, to April 30, 1948: (Edmund J. Cooray, Esq.): July, 1949: Government Publications Bureau, Colombo: Price Rs.2; pp.52.

from 160 in 1945 to 195 in 1948, while their total sales rose during this period from 5 million rupees to over 9 million rupees - an achievement towards which the major contribution ~~was~~ was made by the 49 Agricultural Production and Sale Societies, which formed numerically the largest, and also the most flourishing, group in the field of co-operative marketing and production.

Another important section of the co-operative producers' movement which has recently come into considerable prominence is that which concerns the coconut growers' organisation. It is represented by 39 primary societies (seven of them possessing their own desiccated coconut and oil mills), while their central organisation, the Ceylon Co-operative Coconut Producers' Union, which is a direct shipper of coconut products; handles the sales of its member-societies' produce - copra, desiccated coconut and coconut oil - the value of which amounted to over 7.5 million rupees in 1948.

Co-operative credit.- The number of credit societies increased from 1811 in 1945 to 1959 in 1948, while the amount of loan issued to members ^{rose} from 3 ~~million~~ million rupees in 1945 to 5 million rupees in 1948.

There was also an increase in the turnover of the co-operative central financing institutions, namely, the 4 Co-operative Central Banks and the 6 Banking Unions, which during 1948 issued to their member-societies loans amounting to nearly 92 million rupees, as against 15 million rupees in 1945. This increase was mainly due to the demand for financial accommodation on the part of the co-operative retail societies, and especially of the new co-operative stores unions, which act as the wholesalers of the societies. The lending of the central banks is by way of overdraft or cash credit, and that, mostly to the retail societies and their unions. A co-operative "Apex" bank, has been registered under the designation of "The Co-operative Federal Bank of Ceylon, Ltd."

The following tables show the general progress made during the last three years, and also the distribution of societies according to province

Table on next page.

General Progress

(a) Number of Societies.

Type of Society	1944-45	1945-46	1946-47	1947-48
Ceylon Co-operative Federal Bank.....	-	-	-	-
Central Banks.....	4	4	4	1
Banking Unions.....	6	6	6	4
Land Mortgage Banks.....	1	1	1	6
Credit Unlimited.....	1696	1742	1782	1
Credit Limited.....	115	116	120	1837
Thrift Societies.....	198	207	215	122
Supply Societies - Retail Stores....	4027	4034	3961	228
School Supply(unregistered).....	46	48	56	5887
Marketing and Production.....	158	172	171	65
Other Types.....	33	33	33	193
Unions				
1.. Credit Unions	65	69	70	71
2.. Award Unions.....	2	2	2	2
3.. Wholesale Unions.....	80	90	92	93
4.. Marketing and Production.....	4	6	6	7
5.. Administrative Unions.....	1	1	2	5
Total.....	<u>6436</u>	<u>6531</u>	<u>6521</u>	<u>6559</u>

(b) Number of Members

Type of Society	1944-45	1945-46	1946-47	1947-48
Ceylon Co-operative Federal Bank.....	-	-	-	166
Central Banks.....	2121	2501	2508	2651
Banking Unions.....	349	368	369	293
Credit Unlimited.....	49638	52123	54550	57138
Credit Limited.....	4789	5366	5640	8472
Thrift.....	17009	18647	19910	21308
Supply Societies(Retail Stores).....	980710	1022134	1036999	1021984
Marketing and Production Societies.....	12567	15409	17709	23165
Wholesale Unions.....	2512	3115	3325	3356
Other Unions.....	1869	2284	2835	3333
Other types.....	7704	9159	13557	15722
Total.....	<u>1079268</u>	<u>1130906</u>	<u>1157202</u>	<u>1157588</u>

(c) Working Capital

Type of Society	1944-45	1945-46	1946-47	1947-48
	Rs.	Rs.	Rs.	Rs.
Ceylon Co-operative Federal Bank.....	2714061	-	-	45333
Central Banks.....	2714061	4492253	4882954	6166015
Banking Unions.....	285665	370624	361896	382585
Credit Unlimited.....	2777307	3311502	3853854	4130365
Credit Limited.....	710300	688581	740454	1186157
Thrift.....	2044465	2603088	2805853	2942668
Supply Societies(RetailStores).....	15187886	19508484	13691792	14100901
Marketing and Production.....		2426099	2585817	5943402
Wholesale Unions.....	2327152	2592,117	2860358	3865514
Other Types.....		165075	454779	491575
Total.....	<u>26046836</u>	<u>36157803</u>	<u>33217737</u>	<u>39254515</u>

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Classification of societies according to
provinces and grades of excellence.

Province	A (Very Good)	B (Good)	C (Ordinary)	D (Bad)	Unclassified (New Socie- ties, Unions, etc.).	Total
Western.....	18	227	1022	206	36	1509
Northern.....	64	305	409	151	40	969
Central.....	3	137	781	86	24	1031
North-Central..	1	7	142	15	14	179
Southern.....	1	49	775	97	5	927
North-Western..	19	145	483	51	13	711
Sabaragamuwa...	4	62	458	53	13	590
Uva.....	2	35	185	16	10	248
Eastern.....	3	51	235	61	45	395
Total..	<u>115</u>	<u>1018</u>	<u>4490</u>	<u>736</u>	<u>200</u>	<u>6559</u>

Administration.- During the period under review separate Assistant Registrars in four more provinces were appointed so that at present each of the nine provinces of the Island was a separate administrative division with Assistant Registrar. Where the number of Societies in a province is fairly large (generally over 800), as is the case of the Western, North-Western, Central, Northern and Southern Provinces, the Assistant Registrar is given the services of an Additional Assistant. Each Province is divided into a number of "circles" based not on any strict geographical demarcation, but on the number of Societies in the area. There are 85 such co-operative "circles" in the Island, each of which is in charge of a Circle Inspector, who is assisted by a number of Sub-Inspectors, some of whom are auditors, while the rest are supervisors, though in a few cases it has been found necessary to entrust both supervision and audit to the same officer.

The report mentions that during the period under review Mr. Rao, Mr. Colombain and Mr. Jain of the I.L.O. visited Ceylon and met representatives both official and ~~non~~ unofficial, and discussed various problems regarding the organisation and development of the Co-operative movement in Ceylon.

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94. Education.

India - August 1949.

Education Ministers' Conference, New Delhi,
18-19 August 1949: Committee on Juvenile
Delinquency set up.

A meeting of provincial Education Ministers was held at New Delhi on 18 and 19 August 1949. Maulana Abul Kalam Azad, Education Minister of the Government of India, presided.

The conference, among other things, considered the problem of juvenile delinquency and passed a resolution recommending that in view of the fact that a number of provinces had no acts dealing with the problem connected with the juvenile delinquents and in view of the importance of the problem and its inter-provincial ramifications, a committee be appointed with powers to examine the legislation at present in force in the different provinces, the provisions for the implementation and administration of such legislation, and the different aspects of the problem of delinquent children. The committee would suggest legislation for all the provinces to deal with the problem of the delinquent child and provision for juvenile courts or investigation centres; appointment of probation officers for enquiry into the life histories and environmental conditions of children brought into courts and centres; establishment of training houses, care homes and reformatories; training of officers, magistrates and persons in whose charge children will be placed; finances and all other incidental matters.

The problem of destitute and uncared for children was also considered by the conference which recommended that the State should take immediate steps for their welfare and implement the provisions of the draft Constitution for protection of children against exploitation and moral degradation.

As regards medium of instruction, the conference decided that the medium of instruction and ~~exam~~ examination in the junior basic stage should be the mother tongue of the child and passed a resolution reiterating the resolution adopted by the Central Advisory Board of Education at its meeting in Allahabad in January 1949, (vide paragraph 94, pages 89-92 of the report of this Office for January 1949), with certain clarifications.

(The Statesman, dated 20 and 21-8-1949)

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Universities Commission's Recommendations:
Vital changes in system of Education proposed.

The Universities Commission, appointed by the Government of India, under the chairmanship of Dr. S. Radhakrishnan, in its report has recommended a complete overhaul of the university educational system and drastic changes in the structure of universities with a view to bringing university education more in line with Indian thought and life and aligning it to the cultural and historical genius of the Indian people. The medium of instruction for higher education would be the regional language with the option to use the federal language either for some subjects or for all subjects. No hasty replacement of English, drastic changes in the examination system and banning co-education in the secondary stage are some of the other important recommendations.

The report deals with various aspects of the present day Indian education. Subjects dealt with include medium of instruction, professional education, standards of teaching, post-graduate training and research; religious education, financing of universities, co-education, etc.

Medium of instruction.- On the question of medium of instruction, the commission has proposed a seven-point programme, both as a medium of instruction and also for development of a Federal as well as regional languages for India. While urging the development of Hindi in Devanagari script as India's Federal language as early as possible, the Commission has advocated retention of English as the medium for Federal business till the provinces are ready for the change-over to Hindi and the provincial educational institutions have spread the Federal language adequately. English, however, the Commission has emphasised, must continue to be studied.

Reform of examination system.- Denouncing the present system of examinations in the country, the Commission has stressed that the chief purpose of the present examinations was not organically related to the actual process of education. They were a means to the giving of a hall-mark of competence which employers, public and private, might recognise as a more or less reliable indication of the possession of certain intellectual and perhaps, moral qualities and of certain types of knowledge and skill. A University degree was a kind of passport for jobs. With the great economic pressure due to the prevailing poverty in the country, the ~~India~~ insistence of a University degree as the minimum requirement even for posts of minor officials and clerks had put a premium on a number of evils which had come to be associated with the examination system. It has subjected teaching to the examination, made it ~~almost~~ almost impossible to provide true education and

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to develop wider interests and has created temptations of cheating, corruption and favouritism. The obsession ~~was~~ to secure, as it were, a ticket in the lottery of job-securing has over-shadowed the educational purpose which a good examination could serve.

The Commission, therefore, has suggested the replacement of the present system of examinations by 'objective tests' on the lines of those prevailing in the United States of America at the earliest possible time, without which Indian higher education is said to be in danger of 'falling into chaos'. Pending development of these 'objective tests', the Commission has also made several recommendations to correct the evils now existing in the examination system, the ~~most~~ most important one being that a University degree should not be required for Government Administrative Services. The Commission ~~suggests~~ suggests that special State examinations for recruitment to the various services should be organised and should be open to whosoever cares to take them up.

Other points made in the report include the following: Elections in the teaching profession must be avoided and important posts like those of vice-chancellors and deans should not be thrown to academic log rolling. The State should be liberal in the grant of scholarships. Evening colleges for workmen and other employed people should be started. The maximum strength for any college should be 1,500.

Co-education.- In regard to co-education, the Commission's recommendation was that in the secondary stages there ~~was~~ should be separation and in the basic and collegiate stages co-education.

Explaining the recommendations at a Press conference on 25 August 1949, Dr. Radhakrishnan said that ~~the~~ the aim of the universities should be to produce the right type of men for the nation and that the changes recommended by the Commission sought to lift the life of the people to a higher level of culture. Their aim had been to see that the criticism that university education in India was on an un-Indian basis was met and that university education was more adjusted to the genius of the country.

(The Hindustan Times, 26-8-1949;
The Hindū, dated 27-8-1949).

CHAPTER 10. INDUSTRIAL SAFETY.

INDIA - AUGUST 1949.

101. Prevention of Accidents.

Pakistan: Central Boilers Board set up.

In pursuance of Clause 27A of the Boilers Act, 1923, the Government of Pakistan has set up a Central Boilers Board, consisting of 6 members with Mr. A. Khaleeli, Joint Secretary, Ministry of Education and Industries, as chairman and Mr. N.N.A. Kureshi, Under Secretary, Ministry of Education and Industries, as Secretary.

(The Gazette of Pakistan,
Part I- Section 1, dated
15 July, 1949, page 330).

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

INDIA - AUGUST 1949.

111. Agriculture.

The Bihar Abolition of Zamindaris Act, 1949,
(No. XVIII of 1949).

The Bihar State Acquisition of Zamindaris Bill, 1947 (vide page 30 of the report of this Office for October 1947) providing for the transference to the State of the interests of proprietors and tenure-holders in land and of the mortgagees and lessees of such interests including interests in trees, forests, fisheries, ferries, bazars, mines and minerals, etc., as passed by the Legislature received the assent of the Governor-General on 6 July 1949 and has been gazetted as the Bihar Abolition of Zamindaris Act, 1949 (No. XVIII of 1949).

Rates of compensation.- The Bill underwent several changes before its enactment, mainly relating to rates of compensation. Under the provisions of the Bill the ~~stated~~ rates of compensation varied from five times the net income in cases where the net income exceeded 50,000 rupees to 12 times where it fell below 2,500 rupees. According to the Act, the rate varies from 3 times the net income for net incomes exceeding 100,000 rupees to 20 times for net incomes ~~for~~ of 500 rupees and below.

(The Bihar Gazette, Extraordinary,
dated 22 July 1949, pages 1-47).

Land Reform in East Punjab States Union:
Ordinance to make Tenants Proprietors.

An Ordinance envisaging the division of land between occupancy tenant and landlords, was issued on 20 August 1949 by the Patiala and East Punjab States Government. Under the Ordinance, the landlords would get one-fourth of land and the remaining three-fourths would go to the tenants thus making the tenant a peasant-proprietor. The tenant has also been given the choice to claim the landlord's share of one-fourth land against cash payment. But the landlords cannot claim the tenant's share.

The value of land according to the Ordinance shall be determined not by landlord but by a high-power Partition Committee to be appointed for a specific purpose and partition will be effected by the Partition Officer who will also determine the assessment of compensation and settle disputes between landlords to file suits forma pauperis in respect of ~~realisation of~~ realisation of arrears of rent.

The Ordinance also provides for a clause according to which a tenant or his heir who had been dispossessed of his land during the last nine years for non-payment of dues to landlord is entitled to reclaim his land on payment of the dues.

(The Statesman, 22-8-1949).

The Madras Agricultural Bill, 1949:
Government empowered to take over
uncultivated or inefficiently cultivated
Land: Guaranteed Price and assured
Markets for Agricultural Produce.

The Government of Madras has published the Madras Agricultural Bill, 1949 with a view to place ~~agricultural~~ agriculture in the province on an efficient basis. Among others, the Bill provides for guaranteed prices and assured markets for the products of agriculture, control over cultivation of lands, acquisition of uncultivated or inefficiently cultivated lands and the constitution of Agricultural Improvement Boards whose main function would be the management of lands owned or taken over by the Government. The Bill, which has been framed on the suggestion of the Economic Research Department of the All-India Congress Committee, is on the lines of the British Agricultural Bill.

Guaranteed prices and assured markets for agricultural produce.- Under the provisions of the Bill the Government may fix prices, for a period not less than one year, for products mentioned in a Schedule, attached to the Bill, and guarantee the producers thereof the payment of such prices and assured markets for the same. The Schedule lists, among other products, paddy, wheat, millet, groundnut, gingelly, potatoes, sugarcane and cotton. For this purpose the Government may purchase the produce itself at the guaranteed prices or authorise

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such purchase by any other person or persons, and take such steps ~~as~~ as may be necessary to provide an assured market to the producers at the guaranteed prices.

Control over cultivation.- The Bill provides that the Government may, by notification from time to time, publish lists of agricultural products, which, in ~~their~~ its opinion, it is necessary in the national interest, to produce in the province, and may by like notification prohibit on any lands or any class of lands in any locality the production of any crops other than those mentioned in such lists. The Government may also direct that any land which is lying waste and uncultivated be brought under cultivation; ~~direct~~ prescribe the manner in which, and the produce for raising which, any land is to be used; direct that a particular area be maintained for growing grass for pasturage purposes; prohibit the use of seeds which have not been tested; and give any other direction it considers necessary for the purposes of the Act.

Appointment of agricultural supervisors.- It is further provided that the Government may appoint any ~~an~~ officer of the Agricultural Department as an agricultural supervisor for the purposes of supervising agricultural operations in any locality and ensuring that all persons engaged in the agricultural industry in the locality are ~~satisfied~~ satisfactorily fulfilling their responsibilities. It would be the duty of such officer to report to the district collector any lapses on the part of any such person and any defects in the agricultural operations in the locality together with his suggestions for remedying the lapses or defects. If it appears to an agricultural supervisor, that it is expedient for the purpose of preventing damage to crops, pasture, foodgrains, livestock, trees, hedges, tanks or any works on any land to require the person concerned to take ~~within~~ within the time specified in a notice, such steps as may be mentioned therein, including steps which may be necessary for killing, taking or destroying on such land any animal or bird specified in the order or the eggs of any such bird.

The Bill requires that owners and tenants of agricultural lands shall manage the lands under their control in accordance with the needs of good agricultural management and good husbandry so as to maintain an efficient standard of production in respect of both the kind of produce and its quantity and quality. In particular they are to see, among others, that no land which is capable of being cultivated is left uncultivated; ~~and~~ that every arable land is kept in a good state of cultivation and fertility and in a good condition; that necessary steps are taken to secure and maintain crops and livestock free from disease and from infestation by insects or other pests; that crops are protected and harvested properly and in time; that necessary works of maintenance and repair which it is their duty to carry out are properly carried out; and that a proper rotation of crops is maintained, ensuring such proportion of area under food crops to the total as may be prescribed.

If the collector of a district is satisfied on the report of an agricultural supervisor, that any land is not properly managed by its owner, he may, after giving notice to the owner and hearing his objections, order that the land be entrusted to some other person for management for such period as he may think fit, under specified conditions. The collector is also empowered to terminate a tenancy and order the owner either to cultivate the land or to let it out to some other tenant of his choice, and if he fails to do either, to nominate a tenant to whom the land shall be let, in cases of unsatisfactory cultivation by a tenant. Also where the land in the possession of any owner is lying waste or uncultivated, the collector may require him to take steps to reclaim the land or bring it into cultivation within a specified period; in default, the land will be let to such person as may be chosen by himself.

Acquisition of uncultivated or inefficiently cultivated lands.- It is also provided that where any agricultural land is left uncultivated or is badly cultivated, the Government may acquire the land by compulsory purchase or lease from the owner, and may make such arrangements as it may think fit for its proper and satisfactory cultivation. If, in the opinion of the Government, any land so acquired cannot be satisfactorily cultivated, except in conjunction with another land, it may acquire such other land also by compulsory purchase or lease.

Cultivation of fallow land.- The Government may order, in any agricultural year, owners of land to cultivate, except under certain conditions, in addition to the area cultivated in the previous year, certain proportion - 10 percent in the case of land between 49 and 100 acres and 20 per cent in the case of land in excess of 100 acres - of fallow land.

Constitution of Agricultural Improvement Boards.- The Bill provides for the setting up of an Agricultural Improvement Board, to be appointed by the Government for the purpose of ~~executing~~ carrying out the functions entrusted to the Government under the Bill. The Government may transfer to the Board for the purpose of management, any land owned by it or taken possession of by it under the Bill, and place at the disposal of the Board funds for its working expenses. The Board shall, among others, carry out any improvements on or for the benefit of the lands under its control, if necessary, lease out the lands in its possession, cultivate the land lying uncultivated owing to negligence, incapacity or absence of the owner, and generally manage the lands in its possession, with due regard to the needs of agriculture in the province, including (a) preservation and improvement of soil, (b) prevention of soil erosion, (c) improvement of water-supply by the utilisation of water in rivers, rivulets, tube-wells, boring or construction of wells and conservation of rain water by construction of dams and by use of power, (d) improvement in the methods of cultivation, (e) introduction of dry-farming methods, (f) supply of good seed, improved agricultural implements,

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manures and fertilisers, (g) development of horticulture and planting of fruit trees, (h) reclamation of land lying waste through water-logging, accumulation of sand, growth of jungle or soil erosion, (i) regulation or prohibition of grazing and browsing, (j) control and maintenance of tree growth, (k) regulation or prohibition of firing of vegetation, (l) planting or sowing of trees, shrubs, grasses, etc., for the purpose of afforesting uncultivable land or providing shelter beds against wind or sand, and (m) protection from pests and diseases. The Board may let out holdings of not less than 5 acres of wet land, 10 acres of dry land or 2 acres of garden land.

The Government may make contributions to the Board and grant loans to owners and farmers of land, for purchasing seeds, manures, fertilisers, tractors or agricultural implements and may also take steps to give facilities for the acquisition and transport of the same.

Statement of Objects and Reasons.- The Statement of Objects and Reasons, appended to the Bill, points out that agriculture, the basis industry of the province, is still carried on mostly according to the traditional methods to which the agriculturist is accustomed, and not much improvement has been effected. The time has come for placing the industry on a more scientific basis. Again, considerable extent of land have now been allowed to remain waste and uncultivated. It is necessary in the public interest to bring these lands under the plough. Even in the case of cultivated lands, sometimes on account of motives of profit and sometimes on account of ignorance or lack of resources, crops other than food-crops are raised and this leads to a deficiency in the production of food of which the province stands in dire need. Therefore, it is considered necessary to take power not only to require the agriculturists to cultivate their lands efficiently but also to specify the crops which should be raised. In cases where the cultivation of any land does not come up to a reasonable standard of efficiency, there must be power to change the management of the land, and also, where necessary, to acquire the land. At the same time, the interests of agriculturists require that the Government should guarantee fair prices for agricultural products. The Bill makes provision for the above purposes. It also contains provisions empowering the Government, where it is necessary to do so, to constitute Agricultural Improvement Boards for the management of lands owned or taken over by the Government and to place sufficient funds at the disposal of the boards for their working expenses. The Bill also empowers the provincial Government to make contributions to the boards, and to advance loans to agriculturists for purchasing seeds, manures, fertilisers, tractors and agricultural implements.

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The United Provinces Agricultural Tenants
(Acquisition of Privileges) Act, 1949.
(No. X of 1949).

The United Provinces Agricultural Tenants (Acquisition of Privileges) Bill, 1949 (vide paragraph III, pages 59-60 of the report of this Office for July 1949), as passed by the Legislature, received the assent of the United Provinces Governor on 10 August 1949 and has been gazetted as the United Provinces Agricultural Tenants (Acquisition of Privileges) Act, 1949 (No. X of 1949).

(The Government Gazette of the United Provinces, Extraordinary, dated 11 August, 1949, pages 1-6).

Hyderabad: Abolition of Jagirs: Administration
to be taken over.

The Hyderabad Government has decided to take over the administration of jagirs in the State under the Hyderabad Abolition of Jagirs Regulation which was promulgated on 14 August 1949. The Regulation marks the second step in the programme of reforms initiated earlier in the year with the amalgamation of Sarf-e-khas (Nizam's personal property) with the Diwani (Government land) (vide paragraph III, page 95 of the report of this Office for February 1949).

The Regulation provides for the payment to the jagirdars and hissedars of certain interim maintenance allowances leaving the question of commutation open for consideration in the near future. It is further stated that in the case of jagirs granted to temples, mosques and other institutions established for religious or public purposes, the amount payable would not exceed ten per cent and the balance would be available for maintenance of institutions concerned in accordance with the wishes of the grantor and in consonance with the custom and usage. The personal property of the jagirdar or hissedar will not be touched.

The jagirs of Hyderabad cover an area of 25,600 square miles or 30.9 per cent of the total area in the State and comprise 6,535 villages or 29.5 per cent of the villages in the State. Except in the case of Samastans jagir villages are to be found in a continuous block. The annual income of a jagir ranges from ~~500,000~~ 500 rupees to 2.5 million rupees. The main sources of income of jagirs are land and excise revenues. Most of the large jagirs maintain a miniature administration of their own consisting of different departments. In all jagirs the collection of revenue is the sole responsibility of the jagirdar. Because of these features the standard of administration has varied considerably in the

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different jagirs. The new regulation aims at raising the standard of administration in the jagirs and at providing amenities to the ryots and completes the process of emancipation of the peasants from feudal land-lordism. This measure brings the administration of all the areas in the State under one unified control ~~with~~ which has for its aim the welfare of the people. The Regulation requires the jagirdars to pay to the Government 58 1/3 per cent of the gross revenue for expenses connected with the administration of jagirs in case of jagirdars ~~with~~ which income exceeding 0.5 million rupees per annum. The percentage for those whose income is between 0.1 million rupees and 0.5 million rupees is 50, for more than 25,000 rupees and not more than 0.1 million rupees 40 and for those whose income is not more than 25,000 rupees it is fixed at 25.

(The Hindu, dated 15-8-1949).

Agrarian Reforms in Rajasthan and Madhya Bharat:
Fact Finding Committee appointed by the Government
of India.

The Governments of Rajasthan and Madhya Bharat Unions have had, for some time, under their consideration the question of reforming the land revenue system in these Unions with a view to bringing about direct relationship between the State and the tillers of the soil. The Government of India has, at the request of these two Governments, decided to appoint a fact-finding committee under the chairmanship of Mr. C.S. Venkatachari to assist them in settling this question in a satisfactory manner. The terms of reference of the Committee cover a wide field and include problems such as working of the jagirdari system, revenue administration, the regulation of relations between the landholder and the tenant and suggestions for evolving a uniform revenue and land tenure system. The Committee has been asked to submit its report by the end of October 1949.

(The Eastern Economist; dated
26-8-1949).

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Pakistan: The East Bengal Transfer of
Agricultural Land Bill, 1949.

The East Bengal Government has published the East Bengal Transfer of Agricultural Land Bill, 1949, which restricts the transfer of certain agricultural lands in the province.

The Statement of Objects and Reasons, appended to the Bill, states that it was brought to the notice of Government that in some areas the land-holders were selling out or otherwise transferring all kinds of lands including waste lands in their khas possession on a large scale with a view to get a greater benefit out of the provisions of the East Bengal State Acquisition and Tenancy Bill, 1948, when enacted and put into operation. It was apprehended that if such transfers were allowed to go on unrestricted, the land-holders would dispose of their excess khas lands leaving little land to be acquired by Government under the proposed State Purchase Scheme for distribution among agriculturists having no land or possessing uneconomic holdings. It was, therefore, considered necessary that immediate steps should be taken to restrict such transfers of khas lands on a large scale. As the Legislature was not in session, the East Bengal Transfer of Agricultural Land Ordinance, 1948, (vide paragraph III, page 99 of the report of this Office for January 1949), was promulgated for the purpose. The Ordinance has been temporarily enacted and continued in operation by the East Bengal Ordinances Temporary Enactment and Re-enactment Act, 1949. It is now necessary to replace the Ordinance by an act of the legislature and also to safeguard the actions taken under the Ordinance, and hence this Bill ~~has~~ has been framed. The provisions of the Bill are the same as those of the Ordinance.

(The text of the East Bengal State Acquisition and Tenancy Bill, 1948, has not been received in this Office).

(The Dacca Gazette, Part IV-A, Extraordinary, dated 15 July 1949, pages 481-484).

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117. Shopworkers.

India - August 1949.

Madras: The Madras Shops and Establishments Act, 1947: Exemptions.

By a notification dated 6 July 1949, the Government of Madras has exempted all shops in the province from the provisions of section 11(1) of the Madras Shops and Establishments Act, 1947, subject to the condition that this exemption shall apply only so far as the receiving of goods into the shops is concerned. (Section 11(1) relates to the closing of shops on one day in a week).

By another notification dated 10 July 1949, the Government of Madras has exempted the following shops and establishments other than shops from the provisions of sections 7 and 13 of the Madras Shops and Establishments Act, 1947: Petrol bunk; Chemists and druggists shops; Shops and restaurants situated near railway premises, bus-stands under the control of local bodies, theatres, and places of public amusement or entertainment; Shops situated within vegetable markets under the control of local bodies; Motor transport undertakings; Shipping departments of commercial establishments; and Departments engaged in recording transactions in 'day cash books' in commercial establishments.

(Sections 7 and 13 related to opening and ~~hours~~ closing hours of shops and establishments other than shops respectively).

(The Fort St. George Gazette, Part I, dated 26 July 1949, page 1149).

16 / Pakistan: The Bengal Shops and Establishments Act, 1940 extended to 4 Municipalities in East Bengal.

By a notification dated 14 July 1949, the Government of East Bengal has directed that the Bengal Shops and Establishments Act, 1940 shall apply to the Municipalities of Rajshahi, Jessore, Chandpur and Narayanganj.

(The Dacca Gazette, Part I, dated 4 August 1949, pages 576-577).

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

Professional Organisations

- x
over
 (Working of the Indian Trade Unions Act, 1926 during 1946-47: Ministry of Labour, Labour Bureau; Government of India; Published by the Manager of Publications, Civil Lines, Delhi, 1949; pp. 15.

Economic Questions

- x
over
 (a) Office of the Economic Adviser to the Government of India, Ministry of Commerce; Report on an Enquiry into the Family Budgets of Middle Class Employees of the Central Government: Printed for the Manager, Government of India Publications Branch, Delhi; by the Manager, Government of India Press, Simla, 1949; pp. iv x 314, price Rs. 5 or 8sh.
- x
over
 (b) Government of India: Report on an Enquiry into Family Budgets of Industrial Workers in Narainganj, by S.R. Deshpande, Director, Cost of Living Index Scheme: pp. vii x 47, price As. 12 or 1sh.
- (c) Indian Post and Telegraphs Department: Activities: (a) During 1948-49 and (b) those contemplated in 1949-50; pp. 20.
- x
over
 (d) Government of India: Report on an Enquiry into Family Budgets of Industrial Workers in Berhampur, by S.R. Deshpande, Director, Cost of Living Index Scheme; pp. 35.
- x
over
 (e) Government of India: Report on an Enquiry into Family Budgets of Industrial Workers in Ajmere: By S.R. Deshpande, Director, Cost of Living Index Scheme; Published by the Manager of Publications, Delhi: Price Annas 12 or 1sh.; pp. vii x 58.
- x
over
 (f) Government of India: Report on an Enquiry into Family Budgets of Industrial Workers in Silchar; by S.R. Deshpande, Director, Cost of Living Index Scheme: Published by the Manager of Publications, Delhi; pp. vii x 57, price Annas 12 or 1sh.

Working Conditions

- x
over
 (a) Annual Report of the Chief Inspector of Mines in India for the year ending 31st December 1946 on Indian Mines Act, 1925; published by the Manager of Publications, Delhi, 1949; pp. iv x 211; price Rs. 5-6-0 or 8sh. 6d.
- x
over
 (b) Government of Madras: Administration Report of the Labour Department on the work done for the amelioration of the eligible communities for the year ending 31st March 1948; Printed by the Superintendent, Government Press, Madras, 1949; pp. 44 x 4; price 14 Annas.

Social Security

X

Copy from

Administration Report of the Director of Social Services for 1948, June 1949: To be purchased at the Government Publications Bureau, Colombo; pp.22, price 45 cents.

Living Standards

X

Copy from

Administration Report on the working of Co-operative Societies from May 1, 1945, to April 30, 1948; July 1949: To be purchased at the Government Publications Bureau, Colombo; pp.52, price Rs.2.

Problems Peculiar to Certain Occupations and or Categories of Occupations

(a) Proceedings of the Seventh Meeting of the Animal Husbandry Wing of the Board of Agriculture and Animal Husbandry in India, 16th-20th December 1946: Printed in India for the Manager, Government of India, Publication Branch; pp.iii x 262, price Rs.9 or 14s.6d.

X *Copy from*

(b) Welfare Work in Orissa in 1948-49: Retrospects and Prospects: Printed by the Syndicate's Press, 8, Jackson Lane, Calcutta; pp. 40.

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