

INTERNATIONAL LABOUR OFFICE
INDIAN BRANCH

1948

Industrial and Labour Developments in January, 1948.

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

| <u>Contents.</u> | <u>Pages.</u> |
|---|---------------|
| <u>CHAPTER 1. INTERNATIONAL LABOUR ORGANISATION.</u> | |
| 11. <u>Political Situation and Administrative Action:</u> | |
| (a) Mr. Daulatram appointed Food Minister in Government of India. | 1 |
| (b) Meeting of National Executive of Socialist Party, Bombay, 10 to 15 January, 1948. | 1-2 |
| 12. <u>Press and opinion:</u> | |
| Demand for Permanent I.L.O. Regional Commission for Asia: I.P.L. Conference Resolution. | 3 |
| 13. <u>Conventions and Recommendations:</u> | |
| (a) Indian Dock Labourers' Regulations, 1948. | 4 ✓ |
| (b) Conventions Nos. 50 and 64: Implementation under consideration in Ceylon. | 4-5 |
| 14. <u>Resolutions:</u> | |
| Action taken in India on Resolutions of the I.L.O. Textiles Committee. | 6. |
| <u>CHAPTER 2. INTERNATIONAL ORGANISATIONS AND NATIONAL NON-PROFESSIONAL ORGANISATIONS.</u> | |
| 24. <u>National Non-Professional Organisations:</u> | |
| 20th Session of All-India Women's Conference, Madras, 29 December 1947 to 1 January 1948. | 8 |
| <u>CHAPTER 3. PROFESSIONAL ORGANISATIONS.</u> | |
| 31. <u>Workers' Trade Union Movements:</u> | |
| (a) Third All-India Conference of Indian Federation of Labour, Bombay, 31 December - 1 January: Reorganisation of Trade unionism urged. | |
| (b) Working of Indian Trade Unions Act in United Provinces for year ending 31-3-1946. | |
| (c) Working of Indian Trade Unions Act in Madras during 1946-1947. | |
| (d) The Cochin Trade Unions Act (Amendment) Bill, 1947: Obligatory Recognition of Representative Trade Unions. | |

Contents.

| | <u>Pages.</u> |
|---|---------------|
| CHAPTER 4. <u>ECONOMIC QUESTIONS.</u> | |
| 41. <u>Industrial and Mining Production:</u> Progress of the Indian Cotton Textile Industry in 1946-1947: Annual Statement of Millowners' Association, Bombay. | 15-17 |
| 44. <u>Prices and Cost of Living:</u> | |
| (a) Government of India relax Cloth Controls. | 18 |
| (b) Food-grains Control lifted in the United Provinces: Special provision for low-income groups. | 18 |
| (c) Pakistan to retain Food Control: Food Minister's statement. | 19 |
| 46. <u>Wages:</u> | |
| (a) Average Earnings of Factory Workers in British India during 1945. | 20 |
| (b) Higher Rates of Pay for Railway Workers in Hyderabad State: Effect given to Central Pay Commission's Recommendations. | 21 |
| (c) Standardisation of Textile Workers' Wages in Madras Province: Workers' unwillingness to accept scheme. | 21-22 |
| (d) Rural and Urban Wages in Madras during 1946: Rise in Cash Wages of Agricultural Labourers. | 23-24 |
| 47. <u>Reconstruction Plans:</u> Development and Planning Advisory boards set up in Pakistan. | 25 |
| CHAPTER 5. <u>WORKING CONDITIONS.</u> | |
| 51. <u>Hours of Work:</u> Forty-Four Hour Week for factories in Burma: Factories (Amendment) Act, 1948 (Burma). | 26 |
| 52. <u>Welfare and Workers Leisure:</u> | |
| (a) Mica Mines Labour Welfare Fund (Bihar and Madras) Rules, 1948. | 27 |
| (b) Advisory Committee set up to advise on Labour Welfare in Coal Mines. | 28 |
| (c) Utilisation of Leisure by Mill Workers in Kanpur: Results of Enquiry. | 28 |
| (d) Draft Amendment to United Provinces Factories Rules, 1935: Larger Factories required to provide Canteens for Workers. | 29 |
| (e) Bihar Factories (Canteens) Rules, 1948: Draft. | 29 |
| (f) Mysore Factories (Second Amendment) Bill, 1947 passed: Provision for Canteens. | 30 |

Contents.

| | <u>Pages.</u> |
|---|---------------|
| 56. <u>Labour Administration:</u> | |
| (a) Conditions of Work in Ceylon during 1946: Administration Report of the Commissioner of Labour for 1946. | 31-36 ✓ |
| (b) Factories Act, 1934: Administration in the United Provinces during 1946. | 37-38 ✓ |
| (c) Working of the Factories Act, 1934, in Sind during 1946. | 38 ✓ |
| 57. <u>Holidays:</u> | |
| (a) West Bengal: Draft Amendments to Factories (Holidays) Rules, 1945, and Bengal Factories Rules, 1940. | 39 |
| (b) Mysore Factories (First Amendment) Bill, 1947 passed: Provision for Holidays with pay. | 39 |
| 59. <u>General:</u> | |
| (a) Labour Conditions in Cochin State: Report of Committee of Enquiry, November, 1947. | 40-45 |
| (b) Repeal of Wartime Labour Enactments: Repealing and Amending Act, 1947. | 45 |
| (c) Factories Act, 1934: Provisions extended to Small Dyeing, Bleaching and Printing Establishments in Bombay. | 46 |
| (d) Colliery Workers in Central Provinces and Orissa to get more leave and medical facilities. | 46 |
| (e) Fresh Concessions for Sugar Workers: United Provinces Government Press Note. | 47 |
| CHAPTER 6. <u>GENERAL RIGHTS OF WORKERS.</u> | |
| 60. <u>Co-operation of Industrial Organisations in the Social and Economic Organisation of the State:</u> | |
| (a) First Meeting of C.P. Labour Advisory Committee: Nagpur, 3-1-1948. | 48 ✓ |
| (b) Central Standing Labour Advisory Board set up in Bihar. | 48 ✓ |
| 62. <u>Right of Association:</u> | |
| (a) Bombay Industrial Relations Act, 1946: extended to Sugar Industry in Bombay. | 49 ✓ |
| (b) C.P. and Bihar Industrial Disputes Settlement (Amendment) Act, 1947. | 49 ✓ |
| 64. <u>Wage Protection:</u> | |
| (a) Payment of Wages Act extended to Coal Mines: Government of India Notification. | 50 |
| (b) Coal Mines in Central Provinces: Earlier notification extending Payment of Wages Act cancelled. | 50 |
| (c) Amendment to Madras Payment of Wages Rules, 1937: Rules extended to Plantations, Tramways and Motor Transport Services. | 50 |
| (d) Mysore Payment of Wages Bill, 1947, passed by Mysore Legislature. | 51 |

Contents.

| | <u>Pages.</u> |
|---|---------------|
| 66. <u>Strike and Lockout Rights:</u> Bihar Essential Services Maintenance Act, 1947: Offence for Government Servants to go on Strike. | 52 ✓ |
| 67. <u>Conciliation and Arbitration:</u> | |
| (a) United Provinces Industrial Disputes Act, 1947: Provision for Prevention of Strikes and Lockouts and Enforcement of Adjudication Awards. | 53 ✓ |
| (b) Central Provinces and Bihar Industrial Disputes Rules, 1947. | 53 ✓ |
| (c) Provincial and District Industrial Courts set up in Central Provinces and Bihar. | 53 ✓ |
| (d) Industrial Disputes Act to be amended in Madras: Arbitration Awards to be strictly enforced. | 54 ✓ |
| (e) Labour Disputes Board to be set up in East Punjab. | 54 ✓ |
| (f) Cochin Industrial Disputes Bill, 1947 published. | 55 ✓ |
| 69. <u>Workers' Participation in the Management or Profits of Undertakings:</u> Works Committees in West Bengal: Beginning to be made with Calcutta Jute Mills. | 56 ✓ |
| <u>CHAPTER 7. EMPLOYMENT AND UNEMPLOYMENT.</u> | |
| 71. <u>Organisation of the Labour Market:</u> | |
| (a) Meeting of Central Employment Advisory Committee, New Delhi, 15-1-1948: Expansion of Employment Services Recommended. | 57 |
| (b) Working of Resettlement Organisation: Employment Exchanges: Working during December 1947. | 58 |
| (c) Factory Employment in British India: Trends during 1939-1945. | 59-61 |
| <u>CHAPTER 8. SOCIAL SECURITY.</u> | |
| 81. <u>Social Insurance:</u> Working of the Workmen's Compensation Act in British India during 1945. | 62 |
| 85. <u>Benefits Organised or paid by Employers:</u> Retirement pensions for coal miners: Proposed compulsory Provident Fund scheme for collieries. | 63 |
| <u>CHAPTER 11. PROBLEMS PECULIAR TO CERTAIN OCCUPATIONS OR CATEGORIES OF OCCUPATIONS.</u> | |
| 111. <u>Agriculture:</u> | |
| (a) Inquiry into Land Tenures in India: Congress President sets up Agrarian Reforms Committee. | 64 |
| (b) Burma Disposal of Tenancies Act, 1948: Government empowered to take over estates above 50 acres. | 64 |
| (c) Bombay Warehouses Act, 1947. | 65 |
| (d) Orissa Legislature passes Tenants Protection Bill, 1947. | 65 |

Contents .

Pages .

117. Shopworkers :

Mysore Shops and Establishments Bill, 1947:
passed by Legislative Council, 12-1-1948.

66

CHAPTER 12. INDUSTRIAL COMMITTEES.

121. Special Information :

First Meeting of Industrial Committee on Cotton
Textiles, New Delhi, 12 to 14 January, 1948.

67-69

LIST OF THE MORE IMPORTANT PUBLICATIONS RECEIVED IN THIS
OFFICE DURING THE JANUARY, 1948.

70

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CHAPTER 1. INTERNATIONAL LABOUR ORGANISATION - INDIA -
JANUARY, 1948.

11. Political Situation and Administrative Action - India -
January, 1948.

Mr. Daulatram appointed Food Minister in Government
of India.

Consequent on the resignation of Dr. Rajendra Prasad, the Governor-General of India has appointed Mr. Jairamdas Daulatram to be Minister of Food and Agriculture in the Government of India. Mr. Daulatram took charge of his Office on 14 January 1948.

(The Gazette of India Extraordinary,
dated 15-1-1948, page 21).

Meeting of National Executive of Socialist Party,
Bombay, 10 to 13 January, 1948.

The National Executive of the Socialist Party (India) which met in Bombay for four days from 10 to 13 January 1948 adopted resolutions welcoming the proposed industrial truce in India (vide pages 29-31 of the report of this Office for December 1947) and defining the Party's attitude with regard to control measures. The meeting was attended by nearly 25 members and invitees, including Mr. Jai Parkash Narain, Mr. Achyut Parwardhan and Mr. Shivnath Banerjee. Dr. Ram Manohar Lohia presided.

Industrial truce.- The Party welcomed the proposal for industrial truce as necessary and in the interests of the country, and assured the Government of its anxiety to implement it. But the Party was of the view that it would succeed only if conditions were created by which the workers would feel enthused and the consumers were assured of a fair deal. The Party demanded that the Government should declare its policy regarding wages and social security and set up a joint machinery of workers, employers and consumers to control the conditions of work, the quantum, and quality of production and ensure the limitation of profits.

2

Control measures. - The resolution relating to controls, adopted by the Executive, stated that a policy of food should comprise, among other items, cessation of imports except from Asian neighbours, removal of controls, co-operative handling of food grains, better use of available food, compulsory declaration of food stocks, and price regulation. Similar policies should also be adopted in respect of other commodities and the Government should so shape its policy that the supply of essential commodities was guaranteed to the poorer sections at prices that would not add to their cost of living.

(The Times of India, 12-1-1948;
The Bombay Chronicle, 15-1-1948).

12. Press and Opinion - India - January 1948.

Demand for Permanent I.L.O. Regional Commission for Asia: I.F.L. Conference Resolution.

The Third All-India Conference of the Indian Federation of Labour which met in Bombay on 31 December 1947 and the following day adopted a resolution appreciating the steps taken by the International Labour Organisation in holding the Preparatory Regional Asian Conference in India and welcoming its decision to hold an Asian Conference in China in 1949.

No separate standards for backward regions.- The Conference, however, emphasised that the function of such Regional Conferences should be to consider difficulties in the way of applying internationally accepted standards to Asian countries and of drawing up plans of action for reaching them within a number of years and not the evolution of separate standards for backward regions.

Demand for Regional Commission.- The Conference also urged the setting up of a permanent Regional Commission with a well-equipped regional office similar to that set up by the United Nations Organisation, with the following functions: (a) To study peculiar problems of industrial and agricultural workers in Asian countries and suggest new Conventions and Recommendations in order to solve those problems. (b) To advise the ~~Executive~~ Governing Body of the I.L.O. on the Asian questions and the Asian aspect of the general questions.

Demand for extension of I.L.O. Conventions to Indian States.- Finally, the Conference maintained that whatever advantages had accrued due to the association of India with the I.L.O. had been confined to British India. It, therefore, urged the Government of India and the I.L.O. to take the necessary steps so as to extend the application of Conventions and Recommendations to the Indian States also.

The other resolutions adopted by the Conference are summarised at pages 10-12 of this report.

(Copy received in this office of Resolutions adopted at the Third All-India Conference of the Indian Federation of Labour, Bombay, 31 December 1947 and 1 January 1948).

4

13. Conventions and Recommendations - India - January 1948.

Indian Dock Labourers' Regulations, 1948.

The Indian Dock Labourers' Regulations, 1948, framed by the Government of India under the Indian Dock Labourers Act, 1934 (Act XIX of 1934) and giving effect in India to Convention No. 32 (Revised) concerning the protection against accidents of workers employed in loading and unloading ships, have been published. The rules prescribe the duties of inspectors and lay down in detail the various safety measures to be adopted by (i) the authority in charge of the management and control of a dock, wharf or quay; (ii) the owner, master, officer-in-charge or agents of the ship; (iii) the owner of machinery or plant used in the loading or unloading of cargo or fuel; and (iv) the person who by himself, his agents or employees engaged in the loading or unloading of cargo or fuel.

Reference was made at page 1 of the report of this office for June 1947 to the ratification of the Convention by the Government of India.

(The Gazette of India, Part I, Sec. 1,
dated 17-1-1948, pages 88-89).

Conventions Nos. 50 and 64: Implementation under
consideration in Ceylon.

The Government of Ceylon has had under consideration, for some time past a Draft Bill for giving effect in Ceylon to Convention No. 50 concerning the regulation of certain special systems of recruiting (vide page 21 of the report of this office for December 1945). It was, however, found on examination that if the Draft Bill was passed into law, Servants' Agencies would have to go out of existence. As the Executive Committee of Labour, Industry and Commerce was of the view that such agencies should be allowed to function, subject to the regulation of their activities, instructions were issued to the Legal Draftsman to make necessary amendments to the Draft Bill. The Legal Draftsman has, however, pointed out that as the ~~Convention~~ Convention has been applied to Ceylon without modification, it would not be possible to make such an amendment. The advice of the Secretary of State has therefore been sought in the matter.

A draft bill to give effect in Ceylon to Convention No. 64 concerning the regulation of written contracts of employment of indigenous workers was under preparation at the close of 1946.

The Government of Ceylon has also accepted, for application in Ceylon, some of the provisions of Recommendations Nos. 70 and 74 relating to Minimum Standards of Social Policy in Dependent Territories,

5

and the necessary action to implement these provisions was under consideration during 1946.

(Administration Report of the Controller of Labour—December 1947, Government Record Office, Colombo).

6

14. Resolutions - India - January 1948.

Action taken in India on Resolutions of the
I.L.O. Textiles Committee.

One of the memoranda submitted to the first meeting of the Industrial Committee on Cotton Textiles which began at Delhi on 12 January 1948, summarises the action taken hitherto by the Government of India on the resolutions passed at the first session of the Textile Committee of the I.L.O. at Brussels during November 1946.

Resolution on Improved Working Conditions and Welfare Facilities.- The various points raised in this resolution are covered either directly or indirectly by the provisions of the new Factories Bill framed by the Government of India (vide pages 2-4 of the report of this office for December 1947). The Ministry of Labour is further issuing a series of pamphlets on the various subjects mentioned in the resolution for the guidance of the Inspectorates in the provinces and States.

Resolution on Joint Committees on Health, Welfare and Safety.- Effect is given to this resolution by the Factories Bill referred to above and the Industrial Disputes Act. The Factories Bill makes provision for provincial Governments framing rules requiring that in any factory or class or description of factories representatives of workers employed in the factory shall be associated in the management of arrangements for the welfare of the workers. The Works Committee provided for under the Industrial Disputes Act, 1947 can deal with the matters of common interest or concern to the employers and workers.

Resolution on Social Security.- Provision for insurance against the risks of sickness, maternity, and employment injuries has been ~~not~~ made in the Workmen's State Insurance Bill (vide pages 3-4 of the report of this office for November 1947) now before the Indian legislature. The questions of unemployment insurance and provision for ~~and~~ old age are under consideration.

Resolution on Holidays with Pay.- Workers in the Cotton ^{and} Textile Industry in India have now the statutory right for holidays with pay for a period of 10 days. Further consideration of this question ~~is~~ has been deferred for the time being.

Resolutions 6 and 7 on the Need for Increased Production and Reduction of Working Hours.- In India also there is a serious shortage of textiles and the question of ways and means of increasing production has been placed on the agenda of the first meeting of the Industrial Committee on Cotton Textiles. The Government of India endorses the appeal for coordinated joint efforts by managements and workers within the cotton textile industry with a view to meeting the needs of the consumer. The necessity for the installation of new and modern machinery in place of out-of-date equipment is again fully recognised by all parties in India, but the difficulty is one of getting machinery on an adequate scale.

Resolution on a Guaranteed Adequate Minimum Weekly Wage.- This question, it is felt, requires further study and the Government of India proposes to place it on the agenda of a subsequent meeting of the Indian Industrial Committee on Cotton Textiles.

Proposed Resolution concerning Increased Wages in Textile Industry and Equal pay for Equal work.- The question of wages has been placed as the first item on the agenda of the meeting of the ~~Indian~~ Indian Industrial Committee on Cotton Textiles.

Proposed Resolution on the Recruitment and Training of Personnel.- Questions relating to recruitment referred to in this resolution have, in the opinion of the Government of India, no application to India. The question of technical training for textile workers, however, is among the subjects to be considered by the Indian Industrial Committee on Cotton Textiles at its first meeting.

(summarised from a copy of the memorandum received in this office from the Department of Labour, Government of India).

(A copy of the memorandum was forwarded to Montreal with this office Minute No.D.2/78/48 dated 15-1-1948 and another to Geneva with this office's Minute No. D.2/77/48 of the same date).

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8

CHAPTER 2. INTERNATIONAL ORGANISATIONS AND NATIONAL
NON-PROFESSIONAL ORGANISATIONS. - INDIA - January 1948.

24. National Non-Professional Organisations - India - January 1948.

20th Session of All-India Women's Conference, Madras,
29 December 1947 to 1 January 1948.

The 20th Session of the All-India Women's Conference was held at Madras from 29 December 1947 to 1 January 1948. The Conference was presided over by Mrs. Anasuyabai Kale.

Presidential address. - Mrs. Anasuyabai Kale, in her presidential address, referring to the alarming increase of population in India pleaded for a sustained effort to keep the balance between population and production of foodgrains. She suggested the establishment of a Ministry of Social Affairs both at the Centre and in the Provinces to tackle such problems as removal of caste distinction and untouchability and safeguarding of social security and justice; adult education and literacy; raising of the consciousness of the masses to assert their basic rights; framing of uniform laws of marriage and inheritance for all subjects of the State; and regulating the population according to the needs of the country.

Resolutions: Charter for employed women demanded. - The Conference adopted a number of resolutions ~~are~~ demanding the provision of better facilities ~~of services~~ for women employed in different professions and adopted a charter for them. One of the resolutions stated that the Conference viewed with alarm the approaching unemployment which women employees in temporary departments were facing in several parts of India and requested the Governments concerned to provide these women with suitable alternate employment. In cases in which such provision was not found possible, it recommends that the scheme of training in operation regarding ex-servicewomen should be applied to them. The resolution on the employed women's charter, stated that as a result of the achievement of freedom by India, the Central and the provincial Governments were evolving schemes of national and social reconstruction. In this great task women had a special role to play. Thousands of them were already employed in offices, schools, hospitals, factories, and various other establishments. Their number was bound to increase rapidly all over India. It was absolutely necessary that all the existing obstacles, which obstructed the progress of employed women in professions, ~~and~~ services, agriculture and industries, be removed. The Conference urged that all women should have, among other things, the right to enter all professions and industries, to receive equal pay for equal work, to be provided with adequate working conditions, to enjoy the benefits of full social security services and to be safeguarded against discrimination. By another resolution the Conference urged the Government of India to establish a separate Department with special staff to look after women's welfare.

Government's decontrol policy disapproved. - The Conference by a resolution deplored Government's action in removing control of essential commodities and urged its re-imposition along with a rigid tightening up of the machinery for the prevention of hoarding and blackmarkting.

Other Resolutions.- Other resolutions adopted by the Conference related to the codification of carriage laws, rehabilitation of refugees, medical facilities for the rural population, etc. Among these was one strongly supporting the plea of the Government of India that the Headquarters of the World Health Organisation be located in India. The Conference also stated that it was fully aware of the urgent need for health programmes to be carried out in India and appealed to the other member States of the UN to support India's appeal.

(The ~~Andhra~~ Hindu, 30 and 31-12-1947;
The Hindu, dated 1 and 2-1-1948).

31. Workers' Trade Union Movements - India - January 1948.

Third All-India Conference of Indian Federation of Labour, Bombay, 31 December-1 January: Reorganisation of Trade Unionism Urged.

The Third All-India Conference of the Indian Federation of Labour was held in Bombay on 31 December 1947 and 1 January 1948 under the presidency of Miss Janiben Paru. Among the resolutions adopted at the Conference were one on the Indian trade union movement calling on trade unions to pay greater attention to educational, cultural and cooperative activities and another commenting on the resolution on "Industrial Peace" adopted at the Industries Conference in ^{New Delhi during December} 1947 (vide pages 29-31 of the report of this office for December 1947).

Presidential address: emphasis on educative work of trade unions.- Miss Janiben Paru, in her presidential address, declared that the economic and taxation policies of the present Government of India, together with the new policy of progressive decontrol, were clear evidences of the domination of the vested interests in the counsels of the Government. Deprecating the general tendency to blame workers for the fall in production, she asserted that industrialists were slowing down production to reap higher profits in the present scarcity conditions. In the present national and international context, it was necessary to redefine the aims and objects as well as functions and methods of the trade union movement in India. Education and enlightenment of the workers were in this connection particularly important. Without education and enlightenment workers could not take their legitimate place in public life and function as intelligent and responsible citizens. With education and enlightenment, they could appreciate the values of a democratic way of life and resist the attempts to impose on them a totalitarian regime. A trade union performing this task ~~was~~ would be better able to protect and advance the economic interest of its workers. Such a trade union could also train the workers as citizens, secure for them a higher social and cultural life and develop ~~ing~~ a bastion of democracy. Indian Federation of Labour was determined to build up such unions.

Present strength of Indian Federation of Labour.- The report of the General Secretary which was presented to the Conference on the conclusion of the President's address revealed that, consequent on the splitting of the Federation into the Pakistan and the Indian Federations of Labour (vide page 47 of the report of this office for August 1947), the membership of the Indian Federation of Labour had declined and stood at the time the report was presented at 232,293 workers organised in 129 unions.

11

Resolutions.- The Conference adopted nine resolutions relating to diverse subjects. The first of these condemned an order issued by the Government of Bombay banning the opening session of the Conference which was subsequently withdrawn and the second noted with grave concern the progressive narrowing down of civil liberties which, it alleged, was taking place all over India. A resolution on the present policy of the Government in India in the matter of economic controls expressed "grave concern over the policy of decontrol of foodgrains and other essential commodities adopted by the so-called popular governments both at the centre and in the provinces," and by another resolution the Conference protested against what it characterised as the unfair and discriminatory treatment accorded to the Indian Federation of Labour by the Central and provincial Governments in India in the matter of representation on committees and conferences. The remaining resolutions which dealt with matters specifically of interest to labour are noticed below in some detail.

Tasks of Indian Trade union movement.-The resolution on this subject adopted by the Conference deplored the present split in the Indian trade union movement caused by the existence of three central organisations, viz., the Indian Federation of Labour, the All-India Trade Union Congress and the Indian National Trade Union Congress, with every prospect of another being formed soon. The Indian National Congress ^{is} ~~was~~ as the "labour front of totalitarian nationalism". The All India Trade Union Congress was for all practical purposes a Communist organisation which believed that frequent strikes were necessary for sharpening the class struggle and the Socialists were competing with the Communists for the control of the trade union movement. In the majority of cases, therefore, the resolution declared, trade unions were not conducted as trade unions, and the welfare of labour was being callously neglected by the leaders of the labour movement. The situation could be changed only by a strong trade union movement which would spread education and culture among workers and throw out from the ranks of labour itself capable men and women to occupy places of honour in public life. The Conference, therefore, resolved that, in addition to the concern for wages and conditions of employment of their members and the workers in general, affiliated unions should also undertake educational, cultural and co-operative activities, such as night schools, workers' clubs, medical aid, sanitary improvement and consumers' co-operatives. It instructed the Executive Committee to draw up a detailed plan of such activities, and take steps for an early implementation of the plan.

Industrial truce.- The resolution on this subject stated that, while the Conference welcomed the efforts made by the Government to concentrate public attention on the alarming fall in production and to bring together labour and industry for devising ways and means for stepping up production, it was of opinion that it would not be possible to secure a stable rise in production in India, without changing the nature and form of the Indian economy and without framing and enforcing a plan for an all-round economic development of the country on the lines of the people's plan. The Conference rejected the allegation that labour was responsible for the fall in production, and, alleging that the big monopolistic industrial concerns were deliberately sabotaging production in order to reap high profits out of an artificially stimulated scarcity, it demanded a thorough investigation into the matter and the adoption of appropriate steps to stop such anti-social practices.

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provision of

While the Conference generally welcomed the recommendations made by the Industries Conference with regard to the setting up of fair wages and conditions of work, it was not willing to accept any limitations on the workers right to strike. Also, tripartite machinery on the lines proposed, to yield fruitful results, should be motivated by a progressive and enlightened labour policy. The Conference ~~was, however, extremely disappointed that the~~ therefore, urged upon the Governments, Central and provincial, to adopt and declare such a labour policy as early as possible and to take immediate steps to give effect to it.

Asian Conference of the I.L.O. - A resolution on this subject adopted by the Conference welcomed the steps taken by the I.L.O. to hold the Preparatory Regional Conference in India and its decision to hold an Asian Regional Conference in China in 1949; and urged the I.L.O. to set up a Permanent Regional Commission for Asia. This resolution has already been referred to in paragraph 12 of this report at page 3.

Labour Policy. - By another resolution, the Conference expressed its disappointment at the slow pace of labour legislation in India. Despite the repeated requests of the Federation, the Government had not framed any definite plans for solving the problems likely to be created by the impending unemployment. The standard of living and the conditions of work had been continually deteriorating and even the elementary rights of workers to improve them had been severely restricted. In some cases, where money wages had been allowed to increase, Government had also simultaneously raised the prices of commodities to an extent unjustified by any increase in the cost of production. Such steps, while they failed to give any relief to the workers, created a false impression in the minds of consumers and the general public that labour was the cause of the rise in prices. The Conference emphatically deprecated these attempts to enrich the industrialists by fleecing consumers in the name of giving concessions to labour.

Pakistan Federation of Labour. - Finally, the Conference approved of the decision to bifurcate the Federation into two separate organisations: one for Pakistan and the other for the Indian Union. The Conference instructed the General Secretary to take the necessary steps to form a confederation or a joint council of the Indian Federation of Labour and the Pakistan Federation of Labour in order to continue and develop friendly relations between the workers of Pakistan and India and to take concerted steps for improving the conditions of workers in both the Dominions.

(Independent India, dated 18-1-1948;
Copy of the Resolutions adopted By the
Conference forwarded to this office by
the Indian Federation of Labour).

13

Working of Indian Trade Unions Act in United Provinces
For year ending 31-3-1946.

Number of Unions.- The total number of registered unions in the United Provinces on 31 March 1946 was 81. During the year there were 38 (11)* new registrations while the registrations of 6(6) unions were cancelled for non-submission of correct returns. The most remarkable feature of the year was the registration of 16 Handloom Weavers' Unions as against none until July 1945. This sudden ~~xxxx~~ increase in the number of these unions was the result of rules made by several District Authorities for distributing yarn to handloom weavers through their registered unions.

Variations in Membership.- At the end of 1945-46, among the 52 unions which submitted returns, there were 10(9) unions of railway and transport workers with a membership of 24,543(19,977); 12(7) of textile workers with a membership of 18,363(20,309); 4(3) of engineering workers with a membership of 1,134(1,037); 3(1) of printing press workers with a membership of 1,167(591); and 23(23) unions of workers in miscellaneous industries with a membership of 14,794(14,431). The total number of workers in registered trade unions which submitted returns was 59,031(56,648), the number of women members being 1,066(670). Trade unions with a membership of between 1,000 and 2,499 accounted for 26.0 per cent of the memberships in all trade unions; those with a membership between 2,500 and 9,999 for 36.9 per cent of the total membership and those with membership of 10,000 and over for 23.2 per cent of the total membership.

Ranpur, Gorakhpur and Mirzapur had the largest number of trade unions with 13, 7 and 6 unions, respectively. The largest trade union membership was recorded by Ranpur, Gorakhpur and Lucknow, with 16,160, 14,013 and 13,983 members, respectively. As compared with the previous year, Allahabad recorded the highest increase in the number of trade unions, viz. 4, while the highest increase in the membership was shown in the case of Lucknow, viz. 10,936 members.

Assets.- The cash assets of the registered unions at the end of the year stood at 105,766 rupees as against 19,706 rupees for the previous year. Out of the total liabilities 90,694 rupees was shown under the head 'other liabilities'. This represented, to a great extent the heavy amounts of share capital raised or deposits taken by the three Handloom Weavers' Unions mentioned above. Of the existing trade unions, the financial position of only 28(12) unions was stated to be satisfactory.

Activities of trade unions.- As regards utilisation of trade union funds, according to available information, 4 unions rendered strike benefit totalling to 208 rupees, 5 paid unemployment benefit of 356 rupees, 4 paid sickness and accident benefits of 143 rupees and 1 was reported to have paid 58 rupees by way of legal benefit. Some unions also reported some cases of breaches of important labour laws. In all 12 cases under Workmen's Compensation Act and 97 cases under the Payment of Wages Act were dealt with by the unions, and relief was obtained in 3 cases only under Workmen's Compensation Act. Of 97 cases under Payment of Wages Act, success was reported to have been achieved in 92 cases. Seven unions participated in educational activities.

*Figures in brackets are those of the previous year.

14

Nine unions reported that they had migratory members, and only 5 unions reported either no outside leaders or only 2 to 5 per cent of them. 20 of the registered trade unions reported that they were affiliated to the All-India Trade Union Congress.

(~~Report~~ The Report for the Working of the Act for the year 1945-46 was summarised at page 49 of the report of this Office for August 1946).

(The U.P. Labour Bulletin, January-March, 1947).

Working of Indian Trade Unions Act in Madras
during 1946-1947.

Number of Unions.- According to the report on the Working of the Indian Trade Unions Act, 1926, in the province of Madras, there were 242 unions on the register at the beginning of the year. During the year 174 new unions were registered under the Act and the registration of 30 unions was cancelled as they failed to submit their annual returns within the prescribed time. The total number of unions registered since the commencement of the Act up to 31 March 1947 was 563, of which 386 unions were actually on the register at the end of 1946-47. Out of these only 287 unions submitted the returns prescribed by the Act.

Membership.- The membership of registered trade unions at the end of the year amounted to 229,250 as against 171,083 for the previous year.

Assets.- The balance in the general fund of the unions at the end of the year was 345,126 rupees as against 246,458 rupees for the previous year.

119 unions availed themselves of the concession of free official audit. The corresponding figure for the previous year was 69.

(The report on the Working of the Act for the year 1945-46 was summarised at page 51 of the report of this Office for January 1947).

(Madras Government G.O.No.5373, dated
19 November, 1947).

15

The Cochin Trade Unions Act (Amendment)
Bill, 1947: Obligatory recognition of
representative Trade Unions.

The Government of Cochin published in July 1947 a Bill to amend the Cochin Trade Unions Act of 1112 (1936-37 A.D.).

The Bill seeks to amend the Cochin Trade Unions Act to provide for obligatory recognition of representative trade unions. The question whether a union is representative or not is to be decided by an Adjudicator in case of disputes.

The Statement of Objects and Reasons, attached to the Bill, states that the Bill seeks to specify certain acts as unfair practices on the part of recognised trade unions and certain other acts as unfair practices on the part of employers. It also provides for the withdrawal of recognition where an unfair practice is committed by the executive or members of a recognised trade union or when the trade union has ceased to be a representative trade union or on the failure of the trade union to submit any return prescribed in the Bill. An unfair practice on the part of an employer has also been made an offence punishable with fine.

(The Indian Labour Gazette, August, 1947).

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

Progress of The Indian Cotton Textile Industry
in 1946-47: Annual Statement of Millowners'
Association, Bombay.

The following statistical information relating to the progress of the cotton textile industry in India during 1946-47 is taken from the annual statement issued by the Millowners' Association, Bombay:-

Number of Mills.- The total number of cotton textile mills in the whole of India on 31 August 1947 was 423 (including 38 mills which have either been only recently registered or are in course of erection) as against 421 on 31-8-1946. The number of mills in Bombay City and Island and in Ahmedabad remained stationary at 65 and 74 respectively during the year under review. There were 71 mills in the rest of the Province (including Sind) making a total of 210 mills for the whole of the Province. The number of mills in Bengal Province and Rajputana increased by 1 each to 38 and 10 respectively; in the rest of India there was no change. Madras had 72 mills, the United Provinces 30, Central India 17, Mysore and Punjab 8 each, the Central Provinces 7, Delhi Province and Hyderabad State 6 each, Berar 4, Pondichery 3, and Travancore and Bihar and Orissa 2 each.

Six mills remained idle during the year, of which 3 were in Madras, 2 in the United Provinces and 1 in Delhi.

Number of spindles and looms.- There were 10,353,973 spindles and 202,662 looms as against 10,305,169 spindles and 202,814 looms in the previous year.

The number of spindles in Bombay Island increased by 18,340 to 2,850,870 and the number of looms decreased by 12 to 65,836.

The position in the different provinces and States was as follows:-

| <u>Province or State</u> | <u>No. of spindles</u> | | <u>No. of looms</u> | |
|--------------------------|------------------------|----------------|---------------------|----------------|
| | <u>1946-47</u> | <u>1945-46</u> | <u>1946-47</u> | <u>1945-46</u> |
| Bombay | 5,981,573 | 5,951,281 | 135,866 | 136,252 |
| Madras | 1,582,238 | 1,569,136 | 7,785 | 7,700 |
| U.P. | 776,756 | 774,204 | 12,253 | 12,251 |
| Bengal | 475,766 | 476,432 | 11,391 | 11,267 |
| Central India | 402,464 | 402,478 | 11,097 | 11,121 |
| Central Provinces.. | 300,090 | 299,754 | 5,314 | 5,305 |
| Mysore | 161,752 | 163,288 | 2,828 | 2,843 |
| Rajputana | 132,872 | 127,776 | 3,009 | 2,956 |
| Hyderabad | 120,188 | 120,183 | 2,462 | 2,462 |
| Delhi Province | 114,240 | 114,240 | 3,521 | 3,332 |
| Punjab | 113,654 | 114,012 | 2,831 | 2,831 |
| Pondicherry | 85,376 | 85,376 | 1,980 | 1,969 |
| Berar | 68,448 | 68,448 | 1,470 | 1,470 |
| Bihar and Orissa... | 26,024 | 26,024 | 745 | 745 |
| Travancore | 12,532 | 12,532 | 310 | 310 |
| India | 10,353,973 | 10,305,169 | 202,662 | 202,814 |

17

Number of Operatives.- The average number of operatives employed daily in day staff work was 488,370 as against 495,456 in 1945-46 and 509,778 in 1944-45. Particulars of the numbers employed in night shifts are not available.

Cotton consumed.- The total consumption of raw cotton was 13,902,546 cwts in 1946-47 as against 15,924,762 cwts in 1945-46 and 17,182,599 cwts in 1944-45.

(The progress of the industry during 1945-46 was reviewed at pages 33-34 of the report of this Office For March 1947).

(Summarised from the statement relating to the Progress of the Cotton Textile Industry in India in 1946-47, issued from the Millowners' Association, Bombay.)

18

44. Prices and Cost of Living - India - January 1948.

Government of India relax Cloth Controls.

The Government of India announced on 19 January 1948 its decision to "considerably relax" the existing control over cotton textiles as from 20-1-1948. A Press Note on the subject issued by the Textile Commissioner, Bombay, stated that the Government had every hope that its present policy would meet the popular demand, and was confident of receiving the co-operation of the industry, labour, the trade and the general consumer. The Government was, however, prepared to consider reimposition of the control, should circumstances make it necessary.

Control over movement relaxed.- As explained in the Press Note, as from 20-1-1948 movement of textiles within a province will be free, and those from one province to another will be sanctioned by the Textile Commissioner, except where such transport is un-economic or unreasonable. Provincial and State Governments will, however, be free to set up or continue their own procurement agencies.

Prices and Distribution.- The present system of distribution of yarn will be continued for the time being in the interests of handloom weavers. Mills, however, will be permitted to distribute as they wish such quantities of yarn as are not lifted within a reasonable period of allocation.

The statutory floor and ceiling prices of cotton will be abolished immediately. To stabilise prices the present export duty will be doubled. Control over prices and distribution of imported cloth and yarn will be discontinued immediately.

As regards cloth produced in India the Government has received the assurance of the textile industry that it will fix reasonable prices, taking into consideration the current prices of cotton. The Government welcomes this assurance and has left the fixation of prices to the industry.

(The Statesman , 20-1-1948).

Food grains Control lifted in the United Provinces:
Special provision for low-income groups.

Control in respect of movement and prices over all foodgrains was withdrawn in the United Provinces on 7 January 1948. Announcing this at a press conference in Lucknow on 7 January 1948, Mr. C. B. Gupta, the provincial Minister for Food and Civil Supplies, stated that as from 1 February 1948 a food ration will be guaranteed in the United Provinces only to people with an income of 100 rupees per month or less living in the cities of Kanpur, Allahabad, Banaras, Agra and Lucknow and in the towns of Lansdowne, Fauri, Banikhet, Almora, Minal, Mussoorie and Dehra Dun. Prescribed rations of foodgrains will also be guaranteed to the industrial labour, labour employed on "railways, and employees of the police force.

(The Hindustan Times, 9-1-1948).

19

Pakistan to retain Food Control: Food Minister's
Statement.

Addressing a press conference at Karachi on 3 January 1948, Mr. Firzada Abdus Sattar, Minister for Food and Agriculture in the Pakistan Government, stated that the Government of Pakistan was not going to yield to any agitation whatsoever to abolish controls and create conditions similar to those in 1946. In a deficit area the only method of assuring proper ration to every individual, high or low, was by an efficient system of control.

Mr. Sattar visited East Bengal in the second week of January and announced at another press conference in Dacca on 15-1-1948, that the East Bengal Legislative Assembly Party had unanimously decided to maintain controls and to appoint a committee of ten members, with Khwaja Nazimuddin, the East Bengal Premier, as Chairman, to go into the details of the procurement and distribution system in the province.

('Dawn', dated 4 and 20-1-1948).

Average Earnings of Factory Workers
in British India during 1945.

Attention is invited to the article on the 'Trend of Wage Movements in Indian Industry, 1939-45' appearing at pages 159 - 163 of the Indian Labour Gazette for September 1947.

According to the data published, the total wages paid to employees in factories in British India during 1945 was 1,243.8 million rupees as against 1,171.4 million rupees in 1944. The average annual earnings of a worker in perennial factories in British India, in 1945 was 595.5 rupees as against 586.5 rupees in 1944 and 287.5 rupees in 1939. The increase in 1945 as compared to 1939 being about 107 per cent. The highest average annual earnings were in Bombay, being 814.7 rupees. The second highest in Delhi being 699.9 rupees, while the lowest average earnings were in Madras being 357.6 rupees. The average annual earnings in Bengal were only 465.5 rupees. The following table gives the average annual earnings of workers in the different industry groups in British India during 1945, and, for the purpose of comparison, during 1939 and 1944.

| Industry | Average Annual Earnings in rupees. | | |
|--------------------------|------------------------------------|-----------------------------------|------------------|
| | 1939 | 1944 | 1945 |
| Textiles | 293.5 (100.0) | 633.6 (215.9) | 613.7 (208.9) |
| Engineering | 263.5 (100.0) | 589.8 (223.8) | 653.1 (247.9) |
| Minerals and Metals | 457.2 (100.0) | 575.5 (125.4) | 601.9 (131.6) |
| Chemicals and Dyes | 244.8 (100.0) | 484.6 (198.0) | 445.2 (181.8) |
| Paper and Printing | 332.7 (100.0) | 474.1 (142.5) | 568.8 (170.1) |
| Wood, Stone and Glass | 194.2 (100.0) | 552.1 368.4 (189.9) | 413.6 (213.2) |
| Skins and Hides | 285.8 (100.0) | 532.1 (186.2) | 536.7 (186.8) |
| Ordnance Factories | 361.9 (100.0) | 546.8 (151.1) | 642.8 (177.6) |
| Mints | 367.4 (100.0) | 695.2 (189.2) | 667.0 (181.6) |
| Miscellaneous | 281.2 (100.0) | 513.8 (182.7) | 503.2 (178.9) |
| All Industries | 287.5 (100.0) | 586.5 (204.0) | 595.8 (207.2) |

21

Higher Rates of Pay for Railway Workers in Hyderabad State:
Effect given to Central Pay Commission's Recommendations.

A Press Note issued by the Nizam's State Railway during the third week of January 1947 stated that the Administration had sanctioned, with retrospective effect from 1 January 1947, the application to the subordinate staff and workmen on the Nizam's State Railway, the scale of pay and allowances as recommended by the Central Pay Commission and as adopted by the Ministry of Railways, Government of India, for the corresponding staff on the Great Indian Peninsular and the Madras and Southern Maratta Railways. According to this, the emoluments of the lowest paid staff will be increased by 155 per cent in the case of unskilled workers and 127 per cent in the case of skilled workers. Besides this, facilities by way of supply at concession rates of foodgrains from Railway grainshops are offered by the Administration.

(The Hindu, 18-1-1947)

Standardisation of Textile Workers' Wages in Madras Province:
Workers' unwillingness to accept scheme.

Reference was made at page 8 of the report of this office for September 1947 to the appointment by the Government of Madras of a Standardisation Committee to standardise the categories of personnel employed in textile mills and a Wages Board to build up a wage structure for the different categories of workers in textile mills on the basis of the minimum wage of 25 rupees per month recommended by the Industrial Tribunal. The report of the Standardisation Committee was published on 31 December 1947, after its acceptance by the Government of Madras.

The Standardisation Committee, according to the report, found it absolutely necessary to fix the number of workers required for each department in each mill before the wages could be fixed for the different categories of workers and enforced on the managements. The Committee took as 'economic units' a spinning mill of 12,000 spindles and a weaving mill of 300 looms; and taking these as standards for purposes of working out the strength of workers required in each department, it prepared standards of occupational nomenclature for textile workers; defined the duties of each category of workers; and fixed the strength in each department of a textile mill. In an annexure to the report, the Committee gave details of the categories of workers in each mill; duties to be performed by the worker concerned; qualifications necessary for employment in each category; and the workload to be assigned to each worker. Admitting the possibility that this workload might, in some cases, be too heavy for realisation immediately, in a second part of the report, the Committee also prescribed lower interim workloads, and suggested that where in any mill it was proposed to introduce rationalised methods of production which would affect the operatives, the employers should invite the co-operation of operatives in the conduct and supervision of trials and experiments before the introduction of such new methods.

22

Retrenchment of Labour in Coimbatore.

The recommendations of the Standardisation Committee would, however, seem to involve a considerable measure of retrenchment in the textile mills in Coimbatore. A statement issued by the Southern India Millowners' Association on 4 January 1948 pointed out that the total number of workers employed in Coimbatore textile industry was actually 38,000 while the required strength according to the interim award of the Standardisation Committee Report was only 26,800. There was thus a surplus of 11,200 hands in the industry whom the mills would have to discharge. The statement, however, added that the mills could absorb 5000 of these surplus labourers if they could work an additional day in the week and another 4500 as substitute workers to cover up the usual absenteeism in the mills.

The recommendations of the Standardisation Committee have been opposed by a considerable section of the textile workers, who have complained that they nullify the effects of the increase in wages granted by the Industrial Tribunal and are based on the abolition of certain categories of workers altogether and increasing the work-load per head in the case of others. Textile workers in Coimbatore have threatened to go on strike if the standardisation scheme is accepted and workers are retrenched.

Government's Position:- The Government's view on the subject as announced in a press note dated 17 January 1948 is that in view of the low wages prevalent before the award and partly in view of haphazard growth, most of the textile mills in Coimbatore have a larger complement of workers than is required for optimum efficiency. It is essential that when controls are lifted and free competition with the products of India and foreign mills is anticipated, industry should be placed on a safe position. It is also necessary to end inefficiency and give an incentive to workers to produce and earn more. No one can dispute the position that the realisation of the workers' ideal of full living wage and all the amenities of life can be made possible only by increased output and greater efficiency. The Government therefore has expressed the hope that workers and mill-owners will endeavour to implement the Standardisation Committee's proposals in a spirit of understanding and without stoppages of production.

(The Hindu 7, 6, 16-1-1948.
Press note No.18 dated 17.1.1948
issued by the Government of Madras)

23

Rural and Urban Wages in Madras during 1946:
Rise in Cash Wages of Agricultural Labourers.

The ninth quinquennial census of rural and urban wages in Madras was taken by the Government in 1946. For the purpose of the survey, each district was divided into homogeneous tracts such as black soil, red soil, deltas, lands, hilly tracts, populous centres, remote areas, agency tracts and plains. In cases where the villages, selected could not be brought under any of the homogeneous tracts, they were included under the non-homogeneous tracts. The average rate for each tract in each district was first worked out and from these district averages, the provincial average was obtained. The main findings of the enquiry are noted below:-

Rural Areas.

Artisans.- The rates of wages paid to the artisans (carpenters and black-smiths) varied according to the nature of the homogeneous tract. The average cash and grain wages for the province for an artisan were 1 rupee 10 annas and 11 pies and 1 rupee 7 annas and 11 pies per day as against 11 annas and 6 annas 4 pies respectively during the last census in 1941.

Field labourers.- Ploughmen, sowers, transplanters, weeders, reapers, harvesters and other agricultural labourers are included under this head. The average cash rate of wages for men for the province was 15 annas 1 pie per day as against 4 annas 5 pies in 1941. The grain rate was 12 annas 7 pies as against 3 annas 11 pies in 1941. For women the cash rate was 8 annas 11 pies per day as against 3 annas 2 pies in 1941. The grain rate was 9 annas 2 pies as against 3 annas 3 pies in 1941. The highest cash rate per diem for men was 1 rupee 11 annas 2 pies in Agency tracts (highland areas in certain North-Eastern district of the Province) and the lowest, viz., 11 annas 6 pies in plains. The highest cash rate per diem for women was 12 annas 5 pies in hilly tracts and the lowest was 6 annas 6 pies in the Agency tracts. The highest grain rate for men was 1 rupee 3 annas and 9 pies in populous centres and the lowest, viz., 9 annas and 6 pies in hilly tracts. For women, the highest rate was 12 annas and 8 pies in deltas and the lowest, 6 annas, in the Agency tracts.

Herdsmen.- The highest cash wages paid was 1 rupee 9 annas per day in remote areas and the lowest was 3 annas in Agency tracts. The highest grain wage was 1 rupee 3 annas and 8 pies in deltas and the lowest was 7 annas in hilly tracts. The provincial average was 14 annas and 11 pies in the case of cash wages and 13 annas in the case of grain wages.

The report points out that the substantial rise in the cash wages of agricultural labourers during the period of the present census was due to the shortage of labour created by the war-time conditions, when labourers were attracted towards industrial employment on account of the higher wages prevailing therein. Though the rates reported could not be said to be quite accurate, they however indicate generally the average of wages current in the different places and districts.

Urban Areas.

Carpenters, blacksmiths, masons and bricklayers have been included under the term 'Artisans' while sweepers, bhisties, (water carriers) malis (gardeners) and sysees (grooms) have been put under 'Domestic servants'.

Artisans,. The study of wages of the category 'Artisan' has been made under two headings 'Superior' and 'Ordinary'. For purposes of comparison the average workman was taken to mean one who in his abilities came midway between an ordinary and superior workman. The highest average daily rates of wages in the province was 3 rupees each for a carpenter and a blacksmith and 2 rupees 12 annas each for a mason and a bricklayer. The lowest average rates were 1 rupee 9 annas for a carpenter in Vizagapatam district, 1 rupee 7 annas for a blacksmith in Guntur district and 1 rupee 5 annas and 10 pies each for a mason and a bricklayer in Vizagapatam district. The average rates in the province as a whole increased by about 150 per cent over those that prevailed in the previous census.

Coolies and general labourers.- The highest rate, viz., 2 rupees and 7 pies per day was paid in Malabar district and the lowest, viz., 13 annas in Anantapur and Vizagapatam districts for men. For women the highest rate paid was 1 rupee per day in Malabar district and the lowest, viz., 7 annas in Chittoor district. For boys, the highest rate was 1 rupee per day paid in the Godavari West district and the lowest 6 annas 7 pies paid in the Vizagapatam district. The average rate for the province was 1 rupee and 9 pies for men, 10 annas for women and 9 annas 3 pies for boys.

Domestic servants.- The report points that the wages rates of domestic servants vary widely apparently due to the mixing up of two sets of servants, one set being whole time servants under one employer and the other set working part-time and earning wages from different employers.

The wages of sweepers ranged from 3 rupees per month in Trichinopoly district to 28 rupees per month in Kurnool district. The rates for bhisties varied from 3 rupees and 8 annas per mensem in East Godavari district to 34 rupees and 8 annas reported from Coimbatore district. The wages of mallis ranged from 9 rupees per mensem reported from Godavari East to 51 rupees and 14 annas paid in Nilgiri district. The wage of sysces varied from 12 rupees per mensem reported from Malabar district to 59 rupees reported from Coimbatore district.

(Indian Labour Gazette
November 1947)

47. Reconstruction Plans - India - January 1948.

Development and Planning Advisory Boards set up in Pakistan.

With a view to setting up machinery for planning and co-ordination of development schemes at the Centre, the Government of Pakistan has decided to constitute a Development Board and a Planning Advisory Board. The Development Board will work at Secretariat level, while representatives of provincial and State Governments and of trade, banking, industry, agriculture, etc., will be associated with the work of the Planning Advisory Board.

Functions of Development Board.- The functions of the Development Board have been laid down as follows: (1) to co-ordinate development plans, Central and provincial, so that the available resources are put to the best possible use; (2) to make recommendations regarding priorities among development plans; (3) to prepare, under the orders of the Economic Committee of the Cabinet, memoranda on matters of general policy affecting development as a whole or any special aspects of it; (4) to act as a clearing house of ideas and information relating to development and to bring to the notice of the Ministries ~~various~~ ideas or schemes which may aid development; and (5) to keep a watch ~~on the progress of development schemes~~ on the progress of development schemes in order to remove bottlenecks and ~~difficulties~~ difficulties in the way of uniform progress in all the sectors, and to make periodical reports on the progress of development schemes to the Cabinet.

Functions of Planning Advisory Board.- The Planning Advisory Board will advise the Government generally on matters relating to planning, will review the progress made in implementing the plans and act as an instrument for educating the public in regard to development schemes.

('Dawn', dated 8-1-1948).

Mr. Blalock

51. Hours of work — India — January 1948.For Mr. Mease.
9/11/48Forty-Four Hour Week for Factories in Burma:
Factories (Amendment) Act, 1948 (Burma).

The Factories (Amendment) Act, 1948 (Burma Act No. I of 1948) which received the assent of the Governor of Burma on 27 December 1947 reduces the maximum permissible hours of work of factories in Burma from 54 to 44, steps up the rate of pay for overtime work from one-and-a-half times to twice the ordinary rate, raises the minimum age of admission for employment in factories ^{from} 12 to 13 and reduces the permissible daily working hours of children from 5 to 4. The following ~~were~~ are the main changes introduced by the ~~amending~~ amending Act:

Provisions relating to safety and health.— The (Amendment) Act now published contains definitions of the terms 'prime mover' and 'transmission machinery' and provides that in every factory, prime movers, transmission machinery and other machinery shall be ~~securely~~ securely fenced by safeguards of substantial construction. It also substantially amends the provision relating to cooling in factories and empowers the Chief Inspector to require the manager of a factory to carry out specified measures before a prescribed date; the proviso in the original Act which stated that such measures should not involve an amount of expense which is unreasonable in the circumstances is deleted.

Hours of work and overtime pay.— The distinction between seasonal and non-seasonal factories is abolished and Section 4 of the original Act which provided for this distinction is omitted. The weekly hours of work of adult workers in factories is reduced from 54 to 44 and the daily spreadover of working time in the case of an adult worker is reduced from 13 to 10. The rate of pay for overtime work is stepped up to twice the ordinary rate and it is further provided that for working on a 'recognised general holiday' the worker shall be paid at twice the ordinary rate of his pay.

Provisions relating to children.— As regards children the minimum age for admission to employment is raised to 13 and it is provided that no child shall be allowed to work in a factory for more than four hours a day.

Amendments to Burma Factories Rules, 1935.— The Burma Factories Rules, 1935, have also been suitably amended to give effect to the provisions of the Factories (Amendment) Act, 1948, summarised above.

Reference was made to the proposal ^{for} amendment of the Factories Act in Burma at page 13 of the report of this office for December 1947 (The Burma Gazette, Part I, 10-1-1948, pages 47-48; dated 17-1-1948, pages 95-98).

27

52. Welfare and Workers Leisure - India - January 1948.

Mica Mines Labour Welfare Fund (Bihar and Madras)
Rules, 1948.

The Government of India published on 10 January 1948 the text of the Mica Mines Labour Welfare Fund (Bihar and Madras) Rules, 1948, which it has framed under the provisions of the Mica Mines Labour Welfare Fund Act, 1946 (vide pages 6-7 of the report of this office for April, 1946).

Under the Rules now published, Advisory Committees^{to} advise the Government of India on welfare schemes for mica mine workers are to be set up in Bihar and Madras. The Bihar Committee will consist of the Welfare Commissioner (Chairman) appointed by the Central Government, the Mica Controller, Bihar, the Commissioner of Labour, Bihar, a member of the Bihar Legislature, three representatives each of Mica mine-owners and mining workers in Bihar nominated by the Government of India and a lady representative in case there is no woman on the Committee representing the workers. The Advisory Committee for Madras will likewise consist of the Collector of Nellore (Chairman), the President of the Nellore District Board, a member of the Madras Legislature, two representatives each of mica mine-owners and mining workers in Madras nominated by the Government of India and a lady representative, nominated by the Government of India in case there is no woman in the Committee among those nominated to represent the interests of the workers.

The main functions of these Committees will be to advise the Central Government on schemes of welfare activities for mica miners and to consider the annual budget of the Mica Mines Welfare Fund as prepared by the executive of the Committee. There will be a Finance Sub-Committee to assist the Advisory Committee in framing schemes of expenditure. To finance the welfare measures, a cess at 2½ per cent ad valorem is being levied on exports of mica from India since April 1946. The annual yield of the cess is estimated at about 900,000 rupees.

The Advisory Committee for Bihar has already been set up and the names of the members who will constitute the Committee were announced by the Government of India on 6 January 1948.

(The Gazette of India, Part I Section 1,
dated 10-1-1948, pages 58-60; dated 17-1-1948,
page 87;
The Statesman, dated 11-1-1948).

28

Advisory Committee set up to advise on
labour welfare in Coal Mines.

In pursuance of the provisions of the Coal Mines Labour Welfare Fund Act, 1947, (Act No. XXXII of 1947), the Government of India have set up an Advisory Committee for welfare measures in coal mines. In addition to the secretary to the Government of India in the Ministry of Labour who will be the chairman of the Committee, the Committee consists of seven Government officials, seven representatives of Mine-owners Associations and seven persons nominated by the Government of India to represent the interests of the workers.

(No. L.W. 3(1)/47. The Gazette of India,
Part I, Section 1, dated 10-1-1948, page 60).

Utilisation of Leisure by Mill Workers in Ranpur:
Results of Enquiry.

Some of the results of an enquiry conducted by the Labour Department of the United Provinces into the utilisation of leisure by the ~~millworkers~~ millworkers at Ranpur (same as Cawnpore), were summarised at pages 55-56 of the report of this office for June 1947. The following are some of the more important facts which have been revealed by a further analysis of the data collected during the enquiry.

Poor attendance at Government labour welfare centres.- Of the sampled list of 959 workers, only 126 or 13.4 per cent attended the welfare centres. Of 13.4 per cent of workers attending only 0.2 per cent attended the centres regularly, while the rest were merely casual visitors. Of 813 workers not participating in welfare activities of the centres as many as 654 or 64.7 per cent did not do so because of lack of knowledge of the existence of the centres; 69 or 7.3 per cent did not attend for lack of facilities, viz., lack of time, greater distance of the centre etc, and 90 or 9.6 per cent for lack of inclinations.

The enquiry also revealed a positive correlation between literacy and attendance at the welfare centres. Of the 126 workers who attended the welfare centres 85 were literates and they formed 19.3 per cent of the total number of literate workers covered by the sample survey; 41 were illiterate and these formed only 8.2 per cent of the total number of illiterate workers covered by the sample survey.

Leisure interests of workers.- As regards the utilisation of leisure by workers, enquiry showed that the largest number of workers, i.e. 81 per cent of the total took part in gossiping, 78 per cent in visiting friends and relations, 67 per cent in bathing and swimming, 60 per cent in lecture, talk and debate, 48 48 per cent each in folk songs and dance, radio and gramophone, 41 per cent in cinema shows, 32 per cent in liquor shops and 31 per cent reading.

(Labour Bulletin, U.P., July, 1947). XX

29

Draft Amendment to United Provinces Factories Rules, 1935:
Larger factories required to provide canteens for workers.

The Government of the United Provinces has published this month the draft of certain amendments which it proposes to introduce in the United Provinces Factories Rules, 1935, requiring the occupier of every factory notified by the Government, wherein 250 or more workmen are employed, to provide and maintain, within six months from the date of such notification, canteens for the use of their workers. The rules prescribe the standards to which the canteens shall conform and the way in which they shall be managed.

(The Government Gazette of the
United Provinces, Part I-A, dated
3-1-1948, pages 2-3).

Bihar Factories (Canteens) Rules, 1948:
Draft.

The Government of Bihar has published this month the draft of the Bihar Factories (Canteens) Rules, 1948, it proposes to make in pursuance of the Factories (Amendment) Act, 1947. The rules seeks to lay down the standards to which canteens in factories shall conform and prescribe the lines on which such canteens shall be managed and supervised. The draft will be taken into consideration on or after 8 April 1948.

(The Bihar Gazette, Part II, dated
7-1-1948, pages 5-8).

Mysore Factories (Second Amendment) Bill, 1947
passed: Provision for Canteens.

On 8 January 1948, the Mysore Legislative Council, passed the Mysore Factories (Second Amendment) Bill. The Bill provides for the compulsory maintenance of canteens by employers in any specified factory wherein more than 100 workers are ordinarily employed. It further empowers government to make rules in respect of construction, accommodation, furniture and other equipment of the canteen, the food-stuffs to be served therein and the charges which may be ~~made~~ made therefor, the representation of the workmen on the management of the canteen and like matters.

(Mysore Government Notification No. RI
954-L.C., dated 23-12-1947;
The Hindu, dated 10-1-1948).

56. Labour Administration - India - January 1948.

Conditions of Work in Ceylon during 1946: Administration Report of the Commissioner of Labour for 1946*

Labour conditions in Ceylon during 1946 and the main developments during the year in the fields of labour legislation and administration are reviewed in the Administration Report of the Commissioner of Labour for 1946. The general conditions of labour in Ceylon and the working of the main labour laws are dealt with in Part I of the Report; Part II deals with Indian immigrant labour.

Part I - General

Labour Legislation: (a) Industrial Disputes.- A comprehensive Bill for the prevention, investigation and settlement of trade disputes has already been drafted but it has not yet been finalised. The Bill if enacted will replace the existing Industrial Disputes (Conciliation) Ordinance.

(b) Proposal to issue fresh Wages Boards Ordinance.- A memorandum suggesting some fifty amendments to the Wages Boards Ordinance, No.27 of 1941, was submitted to the Minister for Labour, Industry and Commerce in August 1946. The preparation of a fresh Ordinance has been recommended in view of the large number of amendments proposed to the existing Ordinance.

(c) Amendment of Maternity Benefits Ordinance.- During the year the Maternity Benefits Ordinance, No.52 of 1939, was amended by the Maternity Benefits (Amendment) Ordinance No.35 of 1946 (vide page 8 of the report of this Office for November 1946) Provision has also been made to vary the cash benefits by Regulation to keep in line with variations in the cost of living. The period preceding confinement, during which dismissal without sufficient cause, cannot deprive a woman worker of her benefits, has been extended from three to five months. A new set of Regulations under the Ordinance was passed by the State Council and notified in the Government Gazette of 22 November 1946. These Regulations supersede the earlier Regulations and the rate of ordinary benefit has been fixed by them at Rs. 1.00 per day for each of the two weeks preceding confinement and the four weeks following confinement.

(d) Amendment of Factories Ordinance.- Certain amendments to the Factories Ordinance, No.45 of 1942, relating primarily to the employment of young persons were suggested by the Factories Department in England. These amendments were given effect to by the enactment of Ordinance No.22 of 1946.

*Ceylon: Part I.- Civil (O).: Administration Report of the Commissioner of Labour for 1946 - December, 1947: Printed at the Ceylon Government Press, Colombo. To be purchased at the Government Record Office, Colombo; Price Rs. 1.65, 1947.

(e) Shops and Offices (Regulation of Employment) Bill.- The first draft of Shops and Offices (Regulation of Employment) Bill, which will replace the Shops Ordinance was under examination during the year. Certain amendments to the existing Shops Ordinance have also been incorporated in the Bill which is intended to apply to employees in Shops and Mercantile establishments.

(f) Eviction of Estate Labourers Bill.- A draft Bill providing for the expeditious eviction from estates of labourers by civil process on the termination of their contracts of service was being examined by the Executive Committee towards the end of the year. A suggestion has also been made for extending the scope of the Bill to cover labour housed in the labour lines of Government Departments.

Workmen's Compensation.- 8,481 accidents were reported during the year as against 7,418 in 1945. Of these 177 were fatal as against 168 in 1945. According to the returns furnished by employers the amount of claims paid during the year was 343,612 rupees in respect of 5,826 cases. The figures for 1944 and 1945 were 302,926 rupees in respect of 5,925 cases and 400,361 rupees in respect of 5,565 cases respectively. Of the 1,084 agreements relating to payment of compensation registered during the year, 263 were in respect of permanent disablement, 820 in respect of temporary disablement and one in respect of commutation of half monthly payments due for the period of temporary disablement. The total amount of compensation paid in respect of the 263 cases of permanent disablement was 109,477 rupees. No claim for compensation in respect of any industrial disease was received during the year.

Trade Unions.- During the year, 41 unions applied for registration under the Trade Unions Ordinance, Chapter 116, and 33 were registered. Of the 83 unions which were functioning at the end of 1945, the registrations of 3 unions were cancelled. Among the workers unions which submitted returns the Ceylon Indian Congress Labour Union had the largest membership, viz. 107,000 on 31.3.1946. The Ceylon Labour Union came next with a membership of 24,887 followed by the Ceylon Mercantile Union with a membership of 4,088. As regards funds also among the workers' unions, the Ceylon Indian Congress Labour Union heads the list with a credit balance of 26,568 rupees. The Mercantile Union comes next with 22,323 rupees to its credit. ~~The Ceylon Indian Congress Labour Union has a credit balance of 26,568 rupees. The Mercantile Union has a credit balance of 22,323 rupees. The Ceylon Labour Union has a credit balance of 10,000 rupees. The Ceylon Mercantile Union has a credit balance of 4,088 rupees.~~

The total membership of unions affiliated to the various Federations of Labour in Ceylon is as follows:-

All Ceylon Trade Union Congress 30,320; Ceylon Trade Union Federation 19,428; and Ceylon Federation of Labour 4,488.

During the year the system of accounting by trade unions continued to be defective. Trade unions again, failed to give prompt attention to the requirements of the Trade Unions Ordinance in regard to notifications of change of officers, rules and even change of address and registered offices of the unions. Except in a few cases annual returns were not sent in due time.

Trade Disputes.- During 1946, 69 strikes in trade and industry outside estates were reported to the Department as against 53 in the previous year. The number of workers involved was 39,237 and the number of man-days lost 250,866. The tea and rubber export trades were removed from the category of essential services during the course of the year. The Essential Work (Maintenance of Production) Order, 1943, was also revoked during the year under review.

(a) Industrial Labour.- During the year under review 41 petitions relating to trade disputes were received under the Essential Services (Avoidance of Strikes and Lockouts) Order, 1942. Of these, 2 petitions were subsequently withdrawn. In all 38 cases were disposed of during the year and four cases were pending at the end of the year. During the year two cases, both relating to the Harbour, were referred to the District Judge, Colombo, for compulsory arbitration. Most of the trade disputes which formed the subjects of Special Tribunal inquiries arose as a result of dismissals of workmen in Essential Services. An award was made in March, 1946, affecting the motor transport trade granted considerable improvements in the salary scales and other terms and conditions of employment to bus drivers, inspectors, conductors and time-keepers. The report, however, admits that it was difficult to secure its observance.

(b) Clerical Workers: General Increases in Salaries.- The recommendations in the final report of the Salaries Committee appointed by Government to report on the existing scale of wages, salaries, &c., for all Government employees (vide pages of the report of this office for 1945) were given effect to during the course of the year. An award under the Strikes and Lockouts Order placed the clerical employees of oil companies on a par with those employed on tea and rubber export firms. Clerical workers employed in the engineering firms also had their terms and conditions of employment improved by an award under the Essential Services (Avoidance of Strikes and Lockouts) Order, 1942, and a settlement promoted by a Board of Conciliation secured for the clerical staff employed in banks an increase in the basic salaries by 30 rupees.

(c) Estate Labour.- There were 87 strikes on estates during 1946 involving 15,259 labourers as against 28 strikes during 1945. The number of working days lost was 31,850½. 17 petitions relating to trade disputes were referred to District Judges or Special Tribunals under Essential Services (Avoidance of Strikes and Lockouts) Order, 1942. In this connection the report draws attention to the tendency to start general strikes on estates following local strikes on individual estates arising from domestic disputes. The employers also continued to make complaints that they were often required by unions to attend conferences on trivial or fantastic issues. At the same time, it was observed that some of the Superintendents adopted an unreasonable attitude towards unions.

There was during the year a marked rivalry between various unions on the same estate and the drive for membership and power resulted in frequent clashes among rival members. In order to get the unions to work in harmony the Commissioner of Labour arranged a conference among the leaders of various unions interested in estate labour. No definite agreement could, however, be reached.

As regards employment, some unemployment among estate labourers, especially tappers, was caused by changes in planting policy. The emergency period being over, there was no need for such intensive tapping and as a result less tappers were required. The employers were prepared to offer the tappers other work but unions insisted that tappers should not suffer loss in their earnings merely because estates could not provide tapping work. As there was no alternative to discharge the existing practice was continued. At the end of

1946 the number of non-Indian labourers employed on estates was 139,179 of whom 49,825 were resident.

Safety of workers in mines and factories.- According to reports received from the various Revenue Officers there were at the beginning of the year 1,607 factories in the Island. During the year 53 factories were registered and 61 were closed down, leaving at the end of the year 1,599 factories as duly licensed. 22 accidents were reported during 1946 as against 9 in 1945. As a result of these accidents 12 persons were killed and 10 injured. Mines were supervised by the Inspector of Mines. At the beginning of 1946 there were 60 registered mines, 27 new mines were registered during the year, but the mining industry was depressed throughout the year and 56 mines closed down. The number of mines reported to be working at the end of the year was 31; 3 accidents were reported in which 2 persons were injured and one was killed.

Employment Exchanges.- Of the employment exchanges and sub-exchanges which were opened shortly after the cessation of hostilities in 1945, 7 sub-exchanges have since been closed. An employment exchange for the registration of unemployed women was opened in Colombo in June, 1946. The total number registered at the various employment exchanges during 1946 was 96,829. The number placed in employment was 15,736. The balance as on 31 December 1946, was 36,544 excluding lapsed registrations.

Wages Boards.- Wages Boards functioned during the year for the following trades:-

(1) the Tea Growing and Manufacturing Trade; (2) the Rubber Growing and Manufacturing Trade; (3) the Coconut Trade; (4) the Engineering Trade; (5) the Printing Trade; (6) the Plumbago Trade; (7) the Rubber Export Trade; (8) the Tea Export Trade; (9) the Toddy, Arrack and Vinegar Trade; (10) the Cigar Manufacturing Trade; (11) the Motor Transport Trade; and (12) the Match Manufacturing Trade. An order extending the powers, duties and functions of the Wages Board for the Tea Growing and Manufacturing Trade to the Cocoa, Cardamom and Pepper Growing and Manufacturing Trades was brought into force on 1 May 1946. The minimum rates of wages set out in the Administration Report for 1945 (vide pages 21-27 of the report of this office for December 1946) continued unchanged during 1946 in the Tea Growing and Manufacturing; Rubber Growing and Manufacturing; Coconut; Engineering; Printing; Plumbago; Tea Export; and Rubber Export trades. New daily basic rates for trade learners and apprentices came into force in the Engineering Trade on 1 March 1946 and monthly basic rates for learners and apprentices in the Printing Trade on the same date.

New Wages Boards' Decisions.- During 1946, the decisions of the Wages Board for the Toddy, Arrack and Vinegar Trade came into force on 1 June 1946 and those of the Board for the Cigar Manufacturing Trade came into force on 1 August 1946. As per the decision of the Wages Board for the Toddy, Arrack and Vinegar Trade certain activities in the trade have piece rates while others have time rates either on a monthly or on a daily basis. The monthly rates of wages vary from 35 rupees to 100 rupees. The daily rates are 1.70 rupees for a male worker not under sixteen years of age, 1.13 rupees for a male worker under sixteen years of age, 1.50 rupees for a female worker not under sixteen years of age and 87 cents for a female worker under sixteen years of age.

As stated in the report for 1945 all Boards have fixed the normal working day as 9 hours inclusive of one hour for a meal, while some have prescribed a shorter working day on Saturday. In most of the trades Sunday has been declared ~~to~~ weekly holiday, but without pay.

All the Boards (with the exception of the Wages Board for the Cigar Manufacturing Trade) have made decisions granting annual holidays to the workers subject to minimum qualifying periods of work ranging from 218 days in the course of a year in the Tea and Rubber Export Trades to 238 days in the case of the Engineering Trade. Wages Boards for the Tea and Rubber Growing and Manufacturing Trades and the Coconut Trade have decided on 12 annual holidays, the Plumbago Trade on 10 annual holidays, the Engineering, Printing and Tea and Rubber Export Trades on 14 annual holidays. Among the proposals relating to annual holidays published during 1946 those of the Wages Boards for the Toddy, Arrack and Vinegar Trade aimed at providing 5 holidays in respect of a continuous period of employment under the same employer of at least 180 days in a year, with an additional 13 days as holidays at the rate of one holiday for every unit of 12 days of continuous employment in excess of 180 days. For the Motor Transport Trade, the Wages Board for the Trade has proposed that continuous employment and work under the same employer for at least 252 days in any year should entitle a worker to one holiday and thereafter a holiday should be grantable for every unit of four days in respect of any period of work exceeding 252 days and up to 288 days.

During 1946, in all, 215 estates and 10 establishments were inspected on complaint and 1,663 estates and 99 establishments on routine. The total of 1,987 inspections was nearly four times the total for 1945. The wages of no less than 100,000 male workers, 75,000 female workers and 45,000 child workers employed in estates were checked in the course of inspections.

Services Advisory Wages Board abolished.- In view of the great reduction in civil labour employed by the Services and the consequent disappearance of competition for labour, the Services Advisory Wages Board was dissolved with effect from 31 August 1947.

Working of Shops Ordinance.- The Shops Ordinance which has been in force in the three Municipalities of Colombo, Galle and Kandy since 1939 was extended in November 1945 to 38 Urban Council Areas; 581 shops were inspected for the first time during the year in Colombo, 217 in Kandy, 324 in Galle. 3,073 shops were inspected for the first time for the year in the 38 Urban Council Areas. While employees have shown considerable interest in the enforcement of the Ordinance the report states that the absence of effective trade unionism among shop employees has made their position insecure and individual workers fear victimisation. It has also been noticed that illicit sales take place after closing hours. The report, however, adds that after repeated reinspections and continued advice, employers as well as employees are not beginning to understand the need for proper observance of the provisions of the Ordinance.

Maternity Benefits.- Intensive inspection of estates and other establishments was carried out during the year under review and the provisions of the Ordinance are now becoming more widely known. The maintenance of the required records on the smaller estates and establishments was found to be not quite satisfactory. The employers readily agreed to maintain the necessary forms when the irregularities were brought to their notice.

Changes in Working Class Cost of Living Index.- The Colombo Working Class Cost of Living Index Number (base, average price November, 1938-April, 1939 = 100) was 222 in January, 1946. In February the Index dropped to 220 due to a drop in the prices of vegetables. The prices of coconuts and firewood showed an upward trend and in June the Index

rose up to 228. In September the Index was 233, this was due to an increase in the price of coconuts and also increases in the price of currysuffs due to removal of price control orders on some of these commodities. In October the Index Number was 237, this was mainly due to an increase in the group "House Rents" as a result of an increase allowed under the Rent Restriction Ordinance. The year closed with the Index Number for the month of December, 1946, at 239. The average of the Index Number for the year ending December, 1946, was 229.

Part II - Indian Immigrant Labour

Migration of Labour between India and Ceylon.- During the year the flow of labour between India and Ceylon remained on a par with the previous year. A slight decrease in the numbers was due to political factors which led to strikes on both the South Indian Railway and the Ceylon Government Railway. In comparison with the actual number of 78,594 estate labourers despatched to Ceylon, a decrease of 7,848 from the previous year's figure, the estimated number of labourers returning to India was 75,657 resulting in an approximate figure of 2,900 in favour of Ceylon, or more than double the figure shown in the previous year.

The ban on the emigration of unskilled labourers to Ceylon imposed by the Government of India in August, 1939, as amended by subsequent legislation, remained in force throughout the year.

The report gives in considerable detail information relating to the health, education, savings, etc., of the Indian labourers working on Ceylon's tea and rubber estates.

(The Administration Report of the Commissioner of Labour Ceylon for 1945 was summarised at pages 21-27 of the report of this office for December 1946).

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37

Factories Act, 1934: Administration in the
United Provinces during 1946.

At the close of 1946 there were 971 factories actually working in the United Provinces as compared with 969 in the previous year. Returns required under the Act, were submitted by 929 factories. The average daily number of workers employed was 257,140 as compared with 276,468 in 1945. The following table shows the number of factories and the average daily employment in the industries:-

| Industry. | Number of Working factories. | Average daily number of workers employed* |
|--|------------------------------------|--|
| Government and local Fund factories | 129 | 75,725 |
| All Other Factories:- | | |
| Perennial— | | |
| Textiles..... | 61 | 70,855 |
| Engineering..... | 119 | 5,320 |
| Minerals and Metals..... | 80 | 5,651 |
| Food, Drink and Tobacco..... | 103 | 19,836 |
| Chemicals and Dyes..... | 93 | 9,936 |
| Paper and Printing..... | 75 | 5,818 |
| Wood, Stone and Glass..... | 136 | 12,059 |
| Others..... | 62 | 10,424 |
| Seasonal— | | |
| Food, Drink and tobacco..... | 92 | 40,756 |
| Others..... | 16 | 750 |
| Total | 971 | 257,140 |

* These figures relate only to 929 factories which submitted annual returns.

Of the 257,140 workers, 251,927 were men, 3,164 women, 1,182 adolescents and 867 children. Women, adolescents and children formed about 2 per cent of the total.

total

Inspection and working conditions.— The number of inspections and visits made during the year was 2,440. Every factory was visited at least once and special and surprise visits were made to check illegal working and also to enquire into accidents and complaints. Assistance was given by the Public Health Department whose activities were, however, confined to sanitation and health. There was a marked improvement in sanitation, ventilation and lighting. The report states that more improvement in this direction is expected by the enforcement of bye-laws for factory buildings previously administered by local Boards which were incorporated in the United Provinces Factory Rules. Most of the irregularities related to illegal working on Sundays, non-maintenance of attendance registers, illegal employment of children and negligence in fencing and guarding machines. Fines ranged from 5 rupees to 400 rupees and the average per case came to 57 rupees 7 annas as compared with 66 rupees six annas per case in 1945. About 2,400 quarters constructed by the Cawnpore Development Board did not prove very popular. Some factory managements had their own schemes but they could not ~~shape~~ take shape due to lack of building materials.

Welfare activities relating to education and recreation did not make much headway. Canteens were maintained in 20 factories as compared to 38 in the previous year. The decrease was mainly due to closing down of tea canteens previously run by the Government of India.

Accidents.- The number of accidents during the year was 4,595 as compared with 5,519 in the previous year. There was thus a decrease in the number of accidents by about 16.8 per cent. This decrease was mostly in respect of serious accidents. The incidence of accidents per 100 workers declined from 1.99 in 1945 to 1.78 in 1946. This, the report points out was mainly due to the increased vigilance of the inspectorate and the drifting back of trained workers to industries from which they had been previously tempted away by more remunerative employment in war-time factories. Of the total number of accidents 32 were fatal, 478 serious and the rest minor. Of the fatal accidents 15.6 per cent were due to explosives and fires and 6.5 per cent to persons falling. In the serious cases, machines accounted for 15.7 per cent of the accidents and falling objects for 9.0 per cent. Of the minor accidents, ~~17.7~~ 17.7 per cent were caused by falling objects, 6.2 per cent by explosives and fires and 5.8 per cent by persons falling.

(The working of the Factories Act in United Provinces during 1944 was reviewed at pages 20-21 of the report of this office for February 1947).

(Indian Labour Gazette, October, 1947).

Working of the Factories Act, 1934 in Sind during 1946.

Attention is invited to a Note on the working of the Factories Act in Sind during 1946 appearing at pages 238-240 of the Indian Labour Gazette for October 1947.

(Indian Labour Gazette, October 1947).

39

57. Holidays - India - January 1948.

West Bengal: Draft Amendments to Factories (Holidays) Rules, 1945 and Bengal Factories Rules, 1940.

The Government of West Bengal has gazetted this month the draft amendments which it proposes to make in the Factories (Holidays) Rules, 1945 and another which it proposes to make in the Bengal Factories Rules, 1940. The first, which is to be taken into consideration on or after 1 April 1948, seeks to prescribe the procedure for the recovery of all payments due to a worker under section 49c of the Factories Act relating to pay during annual holidays. The second, which will be taken into consideration on or after 1-3-1948, seeks to provide that no worker shall be allowed to work in a factory on a Sunday, except under an order or rule for exemption which will ensure him a compensatory holiday, and to ensure that workers in non-seasonal factories are granted annual holidays with pay in accordance with the provisions of the Factories Act.

(Notifications, No. 1011ab. dated 15-1-1948
and No. 102 Lab. dated 16-1-1948;
The Calcutta Gazette Part I, dated
22-1-1948, page 97).

Mysore Factories (First Amendment) Bill, 1947 passed:
Provision for Holidays with Pay.

On 8 January 1948 the Mysore Legislative Council passed the Mysore Factories (First Amendment) Bill, 1947, which seeks to confer on every adult worker and every child in perennial factories the benefit, after a year's service, of 10 consecutive days and 14 consecutive days holidays respectively. Other important provisions of the Bill are grant of compensatory holidays against the loss by a worker of his weekly holidays as a result of an order or rule made under the Factories Act; and power for the Inspector to institute proceedings on behalf of any worker to recover any sum required to be paid by an employer in respect of holidays now proposed to be granted which the employer had not paid; power to the Government to exempt from the proposed provisions any factory in which the leave rules provide for benefits substantially similar to those included in the Bill.

Moving the motion for consideration of the Bill, Mr. K. T. Phashyam, Law and Labour Minister, said that the desirability of ~~the~~ statutorily providing for the grant of holidays, with pay for workers in factories had been long realised. The Bill was on the lines ~~and~~ laid down in a draft convention adopted by the International Labour Conference in 1936 and was modelled on the lines of corresponding amendments made by the Government of India in 1945 to its Factories Act.

(Mysore Government Notification No. RI 955-L.C., 25-12-1947;
The Hindu, dated 10-1-1948).

Labour Conditions in Cochin State: Report of
Committee of Enquiry, November, 1947.

On 18-6-1946, the Government of Cochin had appointed a Committee, with Mr. B.V.K. Menon as chairman, to enquire into and report upon the following matters and to make such recommendations to the Government as they deemed necessary: (a) The present conditions of industrial labour in respect of wages, leave, working hours and all other conditions of employment; (b) The extent to which the managers of industrial establishments concern themselves with the provision of suitable living conditions for their employees and the provision at the work-spot of such amenities as ventilation, sanitation, drinking water, canteens, etc.; (c) The extent to which labour is given any share in the direction, management or profits of the business; (d) The manner in which trade unions are at present organised, and whether their organisation is susceptible of improvement; (e) Whether the machinery for the settlement of labour disputes needs any improvement; and (f) Other cognate matters which in the opinion of the committee, should be brought to the notice of the Government. Subsequently, the Government ordered that the scope of the enquiry should be extended to all types of labour, except agricultural labour. The report of the Committee was published in November 1947.

The report, based on data collected up to 1 October 1947, deals with the following main aspects: (I) General conditions, (II) Wages, (III) Working hours, (IV) Conditions of employment, (V) Housing, (VI) Welfare Work, (VII) labour's demand for a share in management and profits, (VIII) Trade Unions, and (IX) Machinery for the settlement of labour disputes. The main conclusions of the report are noticed below:

Industrial labour in Cochin State: statistics.- Cochin like the rest of India, is predominantly an agricultural area. In 1945-46 the total number of factories registered under the Cochin Factories Act was 119 and the total number of factory workers 15,090. The distribution of workers according to industries is shown in the table below:

| Nature of industry | Factories | Operatives | |
|-----------------------------|-----------|------------|-------------|
| | | No. | Percentage. |
| 1. Brick and Tile Works | 36 | 2,106 | 16.09 |
| 2. Rice Mills | 30 | 721 | 5.51 |
| 3. Oil Mills and Soap | 16 | 2,652 | 20.25 |
| 4. Textile Mills | 4 | 4,078 | 31.15 |
| 5. Eng. Works and Foundries | 8 | 1,603 | 12.25 |
| 6. Mineral Oil | 2 | 557 | 4.26 |
| 7. Saw Mills | 4 | 600 | 4.58 |
| 8. Coir Factories | 6 | 362 | 2.77 |
| 9. Rubber and Tea Factories | 8 | 230 | 1.76 |
| 10. Match Factories | 2 | 57 | 0.44 |
| 11. Electroplating | 1 | 87 | 0.66 |
| 12. Fertilisers. | 1 | 37 | 0.28 |
| Total | 119 | 15,090 | 100.00 |

In addition to these factories there were about 441 concerns which could not be brought under the term "factories" as defined in the Cochin Factories Act, in that they were not using power or were engaging only less than 20 workmen. The total number of persons employed in these factories can be taken to be in the neighbourhood of 9,000. Thus the total strength of industrial labour in the State would appear to be 22,000 or 1.55 per cent of the total population of 1,428 million as per the 1941 census.

Supervisory and clerical staff formed 2.7 per cent and 3.0 per cent respectively, making a total of 5.7 per cent of the total number employed. Regarding the classification into men, women and children, details of only 12,115 workmen were available. The percentages worked out on the basis of these details are as follows.— Men 76.7 per cent; Women 22.4 per cent; Children 0.9 per cent, the corresponding figures for the 119 factories as given in the Labour Commissioner's report being 75.2, 19.7 and 5.1 respectively. From the data available, it is found that the percentage of women workers fluctuates from industry to industry and that it is highest in the textiles and estate groups. Juvenile labour is scarce and comes to only 0.9 per cent of the total strength.

Four firms with outside capital, viz., The Tata Oil Mills Co., Ltd., The Alagappa Textiles, Ltd., The Burmah-Shell Co., Ltd., and The Standard Vacuum Oil Company, employ about 32 per cent of the entire industrial labour.

Contract labour.— Contract labour formed, according to the returns, only 2.3 per cent of the total labour employed. Generally speaking, contract labour is employed for the following kinds of work: (I) Normal factory work which can easily be planned; (II) Odd and intermittent work which cannot be foreseen; and (III) Construction of buildings, erection of machinery and other specialised jobs.

Wages.— Wages vary widely in the State. For instance, in oil mills senior skilled workers paid from Rs. 1-8-0 to Rs. 2-8-0 per day; while unskilled workers get from Rs. 0-8-0 per day to Rs. 1-11-0 per day. In addition various other facilities are given by different concerns, and these take the shape of (1) Free Medical Aid, (2) Subsidised rations, (3) Presents on ~~festive~~ festive occasions, (4) Subsidised Canteens, (5) Company products and at concession rates, and (6) Housing accommodation, firewood, etc.

Cost of living and Minimum Wage.— The number of persons per family and the percentage of the total expenditure spent on important items like food, clothing, etc., in an average working class family in 1939 are given in the subjoined table:—

| | Ernakulam | Trichur (Town) | Trichur (Kofussil) |
|---|-----------|-------------------|-----------------------|
| 1. Food..... | 64.23 | 61.37 | 58.24 |
| 2. Housing..... | 9.91 | 11.59 | 8.67 |
| 3. Clothing..... | 6.03 | 6.50 | 5.74 |
| 4. Fuel and lighting..... | 6.54 | 6.25 | 6.46 |
| 5. Miscellaneous..... | 13.29 | 14.29 | 10.89 |
| Total | 100.00 | 100.00 | 100.00 |
| Average number of persons per family (equivalent adults)..... | 5.56 | 4.95 | 4.83 |
| Average number of dependants per person gainfully employed..... | 3.4 | 2.7 | 2.5 |

42

Working from the figures of actual expenditure for a family as obtained from the reports for August 1939 and the index number for August 1946 (299 for Ernakulam and 289 for Trichur—base August 1939=100), it is found that the average expenditure for August 1946, for a family of 5 consumption units (worker, wife and 2 children) came to about 46 rupees in Ernakulam and 57 rupees in Trichur (Town). The report therefore finds that the gross monthly earnings ~~fixing~~ (inclusive of dearness and other allowances) of a workman sufficient to maintain himself and his dependants must be 46 rupees for Ernakulam and 57 rupees for Trichur, and it recommends that though the figures are comparatively higher than the minimum earnings now received by workers in most of the concerns in the State, the minimum wages to be fixed should in no case be less than the figures mentioned above. In the case of concerns not in a position to pay wages at this rate, it is necessary especially if the industry is of an essential nature—that the State should step in and grant subsidies.

Equal Wages for Men and Women.— As far as the wage rates between men and women are concerned, it is recommended that the wage rate should be the same for both, care being taken to see that women are posted to such jobs as are best fitted for them.

Working Hours.— The report points out that under the Cochin Factories Act, 1946, which came into force on 14-1-1947, the maximum weekly hours has been reduced from 54 to 48 in the case of perennial factories and from 60 to 50 in the case of seasonal ones. The maximum number of hours per day has been reduced from ten to nine and the spread-over period from 13 to 10½. The reduction in the hours of work should lessen fatigue and reflect in increased output ~~for~~ and efficiency. The consensus of opinion amongst the industrial concerns is, however, against further reduction in the hours of work as they contend that, in actual practice, the reduction in the hours of work has not resulted in any increased output and efficiency.

Recommendations.— The more important recommendations made by the Committee are briefly indicated below:

Recruitment.— To minimise the possibilities of complaint, the Manager of the concern or his immediate assistant alone should select workmen and this should be done only after giving due notice and wide publicity. Where there are labour unions, a copy of such notice should be sent to them also.

The Committee feel that the giving of preference to the relations of the deceased ~~for~~ or retired workmen or workmen with long service, will be in the interests of both the employer and employees. Such preferences when given, should not exceed a fixed percentage of the total recruitment and should be confined to specific relations, viz., son, daughter or widow of an employee.

It would be advantageous if Employment Exchanges on the model of the present labour Exchanges for ex-servicemen are opened.

Contract Labour.— Since contract labour for certain types of work is found necessary, the Committee feel that only those who have taken out a licence from Government, should be allowed to work as contractors. Rules similar to "Model Rules and Fair Wages Clause" in the P.W.D. contracts recently incorporated by the Government should be made applicable for all contract work.

Minimum wages.- In spite of great difficulties in the way of fixing minimum wages by legislation, the Committee feel that some step should be taken in this direction. On a balance of considerations, they feel that there is every justification for taking the number of dependants per person gainfully employed as 4—worker, wife and 2 children or 3 consumption units. Basing their calculations on the cost of living index they feel that the gross monthly earnings (inclusive of dearness and other allowances) for a workman to maintain himself and his family in August 1946 should be not below 46 rupees in Ernakulam and 57 rupees in Trichur, the ~~xxx~~ respective cost of living Index numbers in those two places being at that time 299 and 289.

Equal pay for Men and Women.- As far as the wage rates between men and women are concerned, the Committee are of the opinion that the wages rate should be the same for both, though care must be taken to see that women are posted to such jobs as are best suited for them.

Standardisation of wages.- Side by side with the minimum wage legislation, it will be helpful if an attempt is made to standardise the existing wage levels in the different industries. A suitable grade system providing for regular increments must be designed to accommodate the different operatives.

Trade Boards.- A Board consisting of an equal number of employers' and workmen's representatives with 2 or 5 independent members, presided over by a high Government official will be a suitable machinery for the fixation of minimum wages. Different Boards for different industries are also desirable.

Provident Fund.- The Contributory Provident Fund system should be made compulsory for all industrial establishments. It will also be advantageous to have a scheme by which the amount standing to the credit of an employee in the Provident Fund account may be regularly adjusted towards payment of premium for a life assurance policy so that even if he dies in harness, his relatives may get the full amount assured and not the bare sum standing to his credit at the time of his death. The Government may well start a life Assurance scheme and the above work will in itself to a very large extent assure the success of such a scheme.

Night Shift Work.- Night shift work is indispensable in factories where there is continuous processing. In order to minimise the effects of night shift work, a weekly change of personnel is advisable.

Service Conditions.- It is highly essential that the Cochin Industrial Employment Standing Orders act be ~~xxxxxx~~ extended to small concerns also, so that workmen employed in these institutions may be entitled to the same privileges enjoyed by their ~~brethren~~ brethren in bigger establishments.

Permanency.- Industrial workmen who have put in a continuous service of six months should be made permanent, so that the privileges enjoyed by permanent employees may be available to them also.

Sick leave.- The Committee feel that all concerns should allow a minimum of 7 days of sick leave with pay to their employees.

Absenteeism.- With a view to making the worker more interested in his work, it is suggested that works committees and other similar bodies with labour representative may be set up. This, the Committee feel, will be helpful not only to promote industrial peace but also to reduce the incidence of absenteeism.

Apprentices. - In the matter of selection of apprentices, the relations of employees with long service must be given due preference. The minimum qualification required for each type of apprentice will be also have to be fixed to ensure general efficiency. Some small allowance must be paid to those apprentices during the period of training so that apprenticeship may not become the monopoly of the well-to-do.

Promotion. - There must be definite rules regarding promotions with special emphasis on efficiency and seniority.

Housing. - The housing accommodation in the State, especially in urban areas, is not adequate. Being the essential prerequisite of public health, the problem is of prime importance to the State. Involving as it does heavy capital outlay, the State-assisted by the local authorities and the employers concerned will, the Committee feel, be able to tackle the problem successfully.

Lunch and Rest House. - The Committee feel that there is considerable scope for improvement in this direction and that the factory inspectors should have a special eye in respect of this amenity.

Welfare Work. - Even though welfare schemes are in operation in some of the bigger industrial concerns, the employees are, generally, speaking apathetic towards them. The Committee feel that this attitude may be on account of the apprehension in the minds of workmen that welfare measures mean reduction in wages. Steps must be taken to remove this misgiving and enlist the active support of employees for these measures.

Supplementary source of income. - The workers' family may be given every encouragement to supplement its income by taking to cottage industries like spinning, poultry-farming, cow-keeping, etc.

Factories Act. - The extension of the Factories Act to smaller concerns (unregulated factories) is highly necessary. As regards the provisions of the existing Act, the Committee feel that more vigorous measures must be taken to enforce them. The Factory Inspection Staff may have to be increased, preferably by the appointment of a few with technical qualifications, and stern measures taken for non-compliance with the provisions of the Act. It will be well if the training facilities given by the Government of India to the factory inspectors are taken ~~advantage~~ advantage of.

Workmen's Compensation Act. - As the disabled employee will be in great need of funds in the period immediately following the accident, it is necessary to make suitable provision in the Act for immediate payment of a portion of the allowance due to him. It is also necessary to investigate the possibility of reducing the waiting period of 7 days now provided for in the Act during which the workman does not get any remuneration.

Cochin Maternity Benefit Act. - A reasonable increase in the statutory provision of 8 annas per day to the woman worker is highly necessary.

Labour's Share in the Management and Profits of Industry. - The Committee feel that the best method of fostering good relationship between management and labour is by making the workmen to some extent co-owners of the concern which employs them. A suggestion with this end in view has been made in the body of the report and the Committee feel that the prospects for the same should be explored.

45

Trade Unions.- The Committee feel that the present relationship between the employer and workman cannot be considered quite satisfactory and that steps must be taken to inculcate a feeling of good-will in both the parties. Whilst care should be taken to see that workmen are not exploited for selfish and political ends by their leaders, it is also necessary to ensure that no impediment is placed in the way of healthy trade union movement by the management.

The Committee would also welcome the development in favour of occupational unions rather than one union to look after the interests of all the trades in one factory.

(Summarised from Report of the Cochin Labour Committee submitted in November 1947 (Local Self-Government Department, Notification No. 62 dated 12-11-1947).

Note:- A copy of each of the Report was forwarded to the Montreal and Geneva Offices with this Office's Minute No dated

Repeal of Wartime Labour Enactments: Repealing and Amending Act, 1947.

Under the provisions of the Repealing and Amending Act, 1947, which received the assent of the Governor-General of India on 5 January 1948, a number of enactments which are spent or have otherwise become unnecessary, or have ceased to be in force otherwise than by expressed specific repeal have been repealed. Among the Acts which have been thus repealed are the Workmen's Compensation Amendment Act (Act No. 1 of 1942) (vide page 1 of the report of this office for March 1942), the Mines Maternity Benefit Act (Act No. XVIII of 1943) (vide page 1 of the report of this office for August 1943), the Mines Maternity Benefit (Amendment) Act, 1945 (Act No. X of 1945) (vide page 1 of the report of this office for April 1945), the Motor Vehicles (Drivers) Amendment Act, 1945 (Act No. XIX of 1945) (vide page 1 of the report of this office for August 1945), and the National Service (Technical Personnel) Ordinance, 1940 (Ordinance ~~XXXXXX~~ No. II of 1940) (vide pages 33-34 of the report of this office for June 1940).

(The Gazette of India, Part IV, Extraordinary,
dated 5-1-1948, pages 3-8).

46

Factories Act, 1934: Provisions extended to
Small dyeing, Bleaching and Printing
Establishments in Bombay.

By a notification dated 27 December 1947 the Government of Bombay has extended to all places in the province of Bombay where, on any one day of the twelve months preceding the date of the notification, 10 or more workers were employed in the processes of dyeing or bleaching or printing of cloth, yarn or articles, or all the three processes, with or without the aid of power, the provisions of the Factories Act, 1934, relating to children and adolescents, notice to inspector before commencement of work, the fencing of machinery, notice of accidents, weekly holiday, daily hours of work of adults, restrictions on the employment of women and rate of pay for overtime.

(No. 3552/34 dated 27-12-1947,
The Bombay Government Gazette,
Part IV-A, dated 1-1-1948, page 2).

Colliery Workers in Central Provinces and Orissa
to get more Leave and Medical facilities.

The Government of India has decided that the recommendations of the Board of Conciliation (Colliery Dispute) (vide pages 21-24 of the report of this office for May 1947) regarding leave, promotions, medical facilities etc., which are simple and of a general nature should also be implemented in the coal fields of the Central Provinces and Bihar and Orissa in so far as they are applicable and to the extent the present position falls short of them.

(Press Note dated 6-1-1948 issued by the
Press Information Bureau of the Govern-
ment of India).

47

Fresh Concessions for Sugar Workers:
United Provinces Government Press
Note.

The United Provinces and Bihar Sugar Mill Workers' Federation, at a Conference held in Milibhit, recently passed a 22 resolutions incorporating a number of demands. A Press Note issued by the Directorate of Information of the United Provinces Government in the second week of January announced that the Government had taken up the demands with officials of the Indian Sugar Syndicate with the following results: (1) Labour will get a share of the extra profits made by sugar factories on last season's stocks of sugar as a result of decontrol. An announcement on this point is expected from the Sugar Syndicate shortly. (2) Clerical staff are already covered by the definition of "workman" in the various labour laws. Government will examine the position as regards staff other than factory labour and clerical staff. (3) The Federation has already been recognised by the Syndicate and constituent unions will be similarly recognised. (4) The Syndicate is in favour of daily wage employment being abolished as far as ~~practicable~~ possible both in the case of permanent and of seasonal labour. Casual labour must obviously continue on a daily wage basis. Details will be worked out. The question of abolition of contract labour is engaging attention. (5) Suitable works committees will be formed very early. (6) Reasonable holidays with pay, both during the season and during the off-season, will be given to delegates attending conventions and conferences convened by the recognised federation. Leave without pay shall be given to not more than two workers from each factory who may be executives of federation at any time during the year for attending to the business of the federation.

The above concessions are, however, subject to confirmation by the board of the Syndicate. Government will use its influence to secure such confirmation.

The Press Note added further that the standing orders certified by the Labour Commissioner will be examined and every effort will be made to draw up speedily an agreed set of standing orders for adoption by the industry. Pending negotiations, the certified standing orders will have legal force and cannot be interfered with, except as provided in the Industrial Employment (standing orders) Act, 1945.

(The National Herald, 10-1-1948).

48

CHAPTER 6. GENERAL RIGHTS OF WORKERS - INDIA - January 1948.

60. Co-operation of Industrial Organisations in the Social and Economic Organisation of the State - India - January 1948.

First Meeting of C.P. Labour Advisory Committee:
Nagpur, 3-1-1948.

The Central Provinces Provincial Labour Advisory Committee (vide page 14 of the report of this Office for December 1947) held its first meeting at Nagpur on 3 January 1948. The Committee urged the Government to declare its ~~new~~ industrial and labour policy in clear terms and to rigorously enforce, as its settled policy, the provisions of awards given by industrial tribunals. Welcoming the resolution proposing an 'industrial truce' adopted by the Industries Conference at Delhi (vide pages 22-31 of the report of this office for December 1947), the Committee requested the Government to appoint various sub-committees to chalk out a definite plan and programme to implement the resolution. Among the measures suggested by the Committee for realising the objectives of the Delhi Resolution were the housing of industrial labour, provision of cheap grainshops for the labouring classes on a co-operative basis, the institution of provident funds in all industries, the setting up of wage boards for determining minimum wages and sponsoring collective agreements on wages and the constitution of a Government labour welfare organisation and a labour welfare trust fund.

(The Times of India, 5 and 10-1-1948).

Central Standing Labour Advisory Board set up in Bihar.

By a Resolution dated 29 December 1947 the Government of India Bihar has set up a tripartite advisory organisation called the "Bihar Central Standing Labour Advisory Board" to advise it on all matters concerning the welfare of labour. The following industries are represented on the Board which consists of 26 representatives of employers, 26 representatives of employees and 8 representatives of the Government, excluding the Minister of Labour in Bihar who will be the chairman of the Board: (i) metallurgical engineering; (ii) sugar; (iii) mica; (iv) heavy industries; (v) coal; (vi) food; (vii) transport; and (viii) miscellaneous industries. The Resolution provides that the meetings of the Board shall be held in rotation at different centres within the province of Bihar, particularly in the large industrial centres.

(Supplement to the Bihar Gazette, dated
7-1-1948, pages 1-3).

69

62. Right of Association - India - January 1948.

Bombay Industrial Relations Act, 1946: extended to Sugar Industry in Bombay. X

In exercise of the powers conferred by sub-section (4) of section 2 of the Bombay Industrial Relations Act, 1946 (vide page 4 of the report of this Office for April 1947) the Government of Bombay has extended the provisions of the Act, with effect from 12 January 1948, to the manufacture of sugar and its by-products, including (i) the ~~growing~~ growing of sugarcane on farms belonging to or attached to concerns engaged in the said manufacture; and (ii) all agricultural and industrial operations connected with the growing of sugarcane or the said manufacture, engaged in by such concerns. For the purposes of the notification all service or employment connected with the conduct of the sugar industry is to be deemed to be part of the industry.

(No. 2246/46 dated 8 January 1948; the Bombay Government Gazette Extraordinary, dated 9-1-1948, pages 163-164).

C.P. and Berar Industrial Disputes Settlement (Amendment) Act, 1947. X

The Central Provinces and Berar Industrial Disputes Settlement (Amendment) Bill, 1947, the provisions of which are summarised at pages 7-8 of the report of this Office for November 1947, received the ~~assent~~ assent of the Governor-General of India on 30-12-1947 and has been gasetted this month as the C.P. and Berar Industrial Disputes Settlement (Amendment) Act, 1947 (C.P. and Berar Act No. II of 1948).

(The Central Provinces and Berar Gazette Extraordinary, dated 5-1-1948, page 14).

50

64. Wage Protection - India - January 1948.

Payment of Wages Act extended to Coal Mines: Government of India Notification.

By a Notification dated 30 December 1947 the Government of India has extended, with effect from 15 January 1948, the provisions of the Payment of Wages Act to the payment of wages to all classes of persons in coal mines. Sub-section (4) of section 8 of the Act relating to fines, however, will not apply to coalmines. Reference was made to the proposal to extend the Act to coalmines at page 1 of the report of this office for September 1947.

(No. Pac. 52(1), dated 30-12-1947, The Gazette of India, Part I, Section 1, dated 3-1-1948, page 44).

Coal Mines in Central Provinces: Earlier notification extending payment of wages Act cancelled.

The Government of the Central Provinces and Berar has withdrawn the notification it issued in December 1946 extending the provisions of the Payment of Wages Act to persons employed in coalmines in the Central Provinces and Berar (vide page 3 of the report of this office for December 1946).

(No. 601-XXVI dated 2-1-1948; The Central Provinces and Berar Gazette, Part I, dated 9-1-1948, page 10).

Amendment to Madras Payment of Wages Rules, 1937:
Rules extended to plantations, tramsways and ~~xxxxxx~~
Motor Transport Services.

Reference was made at pages 6-7 of the report of this office for February 1947 to ~~xxx~~ the ~~extension~~ extension of the Payment of Wages Act to plantations, tramsways and motor ~~trams~~ omnibus services in Madras. The necessary amendments to the Madras Payment of Wages Rules, 1937, have now been approved and published. Reference was made to the draft of these amendments at page 3 of the report of this office for July 1947.

(Rules Supplement to Part I of the Fort St. George Gazette, dated 20-1-1948, page 9).

57

Mysore Payment of Wages Bill, 1947, passed by
Mysore Legislature.

On 6 January 1948 in the Mysore Legislative Council Mr. K.T. Bhashyam, Minister for Law and Labour, moved consideration of the Mysore Payment of Wages Bill, regulating the payment of wages to certain classes of persons employed in industry.

Provisions of Bill.- The Bill, which has been modelled on the ~~INDIAN~~ Indian Payment of Wages Act applies in the first instance to the payment of wages to persons employed in any factory and to persons employed (otherwise than in a factory) upon any railway by railway administration, or, either directly or through a sub-contractor, by a person fulfilling a contract with a railway administration. It, however, does not apply to wages payable in respect of a wage period which, over such wage period, average 120 rupees a month or more. The Statement of Objects and Reasons, appended to the Bill, points out that with the enactment of various laws relating to the welfare of labour and with reference to the conditions prevailing in industry in Mysore, it is considered desirable to undertake legislation to regulate the payment of wages in Mysore also, so that there may be a uniform practice throughout Mysore in regard to these matters. The Bill provides for the fixation of periods in respect of which wages shall be payable and reduces the waiting period in the payment of wages to certain statutory limits. It also specifies ~~the~~ permissible deductions and fines and provides for the adjudication of claims arising out of deductions from wages or delay in payment by specially empowered officers and makes an illegal deduction or delay punishable.

Debate in Council.- Speaking on the motion Mr. Studder (European Planting) while assuring support in the efforts of Government to better the lot of employees, said that the provisions of the Bill should not be made applicable to plantation labour as conditions of labour in plantations differed vastly from industrial labour.

Mr. L.S. Venkaji Rao wanted that a Factories Registration Bill should be introduced before Government proceeded with this Bill. He asked what steps the Government proposed to take in the case of factories which found themselves unable to pay the wages of the employees after sometime.

Replying to the debate, the Law Minister said that at present the Government had no intention of any applying the provisions of the Act to plantation labour. He emphasized that increased production could only come when there was a contented labour force.

The Council granted leave for the consideration of the Bill and finally passed it on 6-1-1948.

(~~The~~ Mysore Government Notification No. R.1.946
L.C. dated 23-12-1947;
The Hindu, dated 8-1-1948).

52

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

Bihar
Bill Essential Services Maintenance Act, 1947: Offence for
Government Servants to go on Strike.

The Bihar Essential Services Maintenance Bill, 1947, which provides ~~by~~ that the Government employees whose services have been declared essential by the Government shall be punishable with imprisonment and fine when they disobey lawful orders given to them or absent themselves or abstain from work without reasonable excuse, received the assent of the Governor of Bihar on 10 December 1947 and has been gazetted as the Bihar Essential Services Maintenance Act, 1947 (Bihar Act I of 1948).

(The Bihar Gazette Extraordinary,
dated 7-1-1948, pages 1-4).

53

67. Conciliation and Arbitration - India - January 1948.

United Provinces Industrial Disputes Act, 1947: Provision for
Prevention of Strikes and Lockouts and Enforcement of
Adjudication Awards.

The United Provinces Industrial Disputes Bill, 1947, to which reference was made at page 5 of the report of this office for October 1947, after having been passed by the provincial legislature received the assent of the Governor-General of India on 21-12-1947 and has now been gazetted as the United Provinces Industrial Disputes Act, 1947 (U.P. Act No. 29 of 1947). As stated in our earlier report this Act merely re-enacts the U.P. Industrial Disputes Ordinance in the form of an Act.

By two Notifications dated 19 January 1948 the Government of the United Provinces has announced that the United Provinces Industrial Disputes Act shall come into force in the province on 1-2-1948 and that the earlier United Provinces Industrial Disputes (Second Amendment) Ordinance shall be withdrawn on the same date.

(Government Gazette of the United Provinces, Part VII-a, dated 10-1-1948, pages 1-4 ;
Notifications No. 494(S.T.)/XVIII and No. 495(S.T.)/XVIII dated 19-1-1948, Government Gazette of the United Provinces, Part I, dated 24-1-1948, page 71).

Central Provinces and Berar Industrial Disputes
Rules, 1947.

The draft Central Provinces and Berar Industrial Disputes Rules, 1947, to which reference was made at page 7 of the report of this office for December 1947 have now been approved and finally gazetted. As stated in the report for December, the rules define the powers, procedure and duties of conciliation officers, boards, courts and tribunals, prescribe the procedure for the reference of industrial disputes to such boards, tribunals etc., and specify how works committees in industrial establishments shall be constituted and worked.

(The Central Provinces and Berar Gazette, Part III, dated 9-1-1948, pages 26-30).

Provincial and District Industrial Courts set up in
Central Provinces and Berar.

In exercise of the powers conferred on it by the Central Provinces and Berar Industrial Disputes Settlement Act, 1947, the Government of the Central Provinces and Berar has set up a Provincial Industrial Court for the province, and a District Industrial Court for each of the revenue districts of Nagpur, Wardha, Amraoti, Akola, Nisar, Jabalpur and Raipur. The notification announcing this states further that the District Industrial Court in each district shall be presided over by the Senior Civil Judge of the first class stationed at the headquarters of the district.

(The Central Provinces and Berar Gazette, Part I, dated 25-1-1948, page 53).

54

X

Industrial Disputes Act to be amended in Madras:
Arbitration Awards to be strictly enforced.

The Government of Madras has decided to introduce legislation making it obligatory on parties to an industrial dispute to abide by the terms of the award of the Industrial Tribunal in the dispute. The legislation will be by way of an amendment to the Industrial Disputes Act, 1947, making either party—employers or employees—who refuses to implement the terms of the award liable to punishment including ~~imprisonment~~ imprisonment. ~~Power~~ Power will also be taken to run the industries in which the dispute has arisen, including compelling the owner to run it. Reference was made to the proposal to introduce such legislation at page 11 of the report of this office for October 1947.

(The Hindu, dated 6-1-1948).

Labour Disputes Board to be set up in
East Punjab.

X

The three-year truce between employers and workers, which was recommended by the Industries Conference at Delhi (vide pages 22-31 of the report of this office for December 1947), will be implemented in East Punjab by the Labour Disputes Board, which the provincial Labour Minister, Mr. Prithvi Singh Azad is setting up. The Board will consist of three officials and three representatives each of employers and labour. The representatives of the Government will be the Labour Minister, who will be the Chairman of the Board, the Director of Industries and the Labour Commissioner. The three labour members of the Board will represent over 500,000 workers and the three employers' delegates will speak for owners of over 4,000 factories and workshops, besides owners of tea gardens and other interests.

(The Statesman, dated 18-1-1948).

55
X7

Cochin Industrial Disputes Bill, 1947 published.

The Government of Cochin published in July 1947 the Cochin Industrial Disputes Bill providing for the investigation and settlement of industrial disputes. The Bill closely follows the Indian Industrial Disputes Act, 1947, except for changes made to provide for the reinstatement of workmen discharged during the pendency or on the eve of proceedings taken under the law, enforcement of interim orders and prevention of closing down of industries pending adjudication, settlement or inquiry.

The two institutions for the prevention and settlement of industrial disputes provided for in the Bill are Works Committees consisting of representatives of employers and workmen and industrial tribunals consisting of one or more members possessing qualifications ordinarily required for appointment as Judges of the High Court. Under the Bill conciliation is compulsory in all disputes in public utility services and optional in the case of other industrial establishments. With a view to expedite conciliation proceedings, time limits have been prescribed for conclusion thereof. The Bill further provides for the prohibition of strikes and lockouts during the pendency of conciliation and adjudication proceedings, of settlements arrived at in the course of conciliation proceedings and of awards of industrial tribunals declared binding by Government and ~~empowers~~ empowers the Government, in case of emergency to declare an industry to be a public utility service.

The Statement of Objects and Reasons, attached to the Bill, points out that experience of the working of the Cochin Trade Dispute Act, 1112 (1936-37 A.D.) has shown that its main defect was that while restraints had been imposed on the rights of strike and lock-out in public utility services, no provision had been made to render the proceedings institutable under the Act for the settlement of an industrial dispute either by reference to a Board of Conciliation or to a Court of Inquiry conclusive and binding on the parties to the dispute. This defect was overcome during the War by the application of Rule 81A of the Defence of India Rules. It was now considered desirable to have permanent legislation in respect of industrial disputes. The Bill embodies the essential principle of rule 81A which had proved generally acceptable to both the employers and workmen, retaining intact for the most part provisions of the Trade Disputes Act, 1112 (1936-37 A.D.).

(Indian Labour Gazette, August, 1947).

56

69. Workers' Participation in the Management or
Profits of Undertakings - India - January 1948.

Works Committees in West Bengal: Beginning to^{be}made with
Calcutta Jute Mills. X

In pursuance of the provisions of Section 3 of the Industrial Disputes Act, 1947, and in implementation of the resolution adopted by the Labour Ministers' Conference held in Delhi in November 1947 (vide page 13 of the report of this Office for November 1947), the Government of West Bengal has decided to set up works committees in all industrial establishments employing 100 or more workmen. Each works committee will consist of employers' nominees and representatives elected by the workmen in equal numbers, the total number of members not exceeding 20. The number of members to be elected by the workmen will be so fixed by the Labour Commissioner as to afford representation to the various departments or sections of the establishment. Since approximately 500 establishments, including tea gardens and plantations, are likely to be involved and since there are likely to be several constituencies in each establishment, it will not be possible to hold elections simultaneously in each unit. It has therefore been decided that a start should be made at once with the jute mills in the Calcutta, Barrackpore and Budge Budge areas. Detailed instructions to these units are under issue.

The Rules relating to the establishment of Works Committees have already been published (vide page 8 of the report of this Office for December 1947).

(West Bengal Government Press Note;
Amrita Bazar Patrika, dated 16-1-1948).

57

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

71. Organisation of the Labour Market - India - January 1948.

Meeting of Central Employment Advisory Committee, New Delhi, 16-1-48: Expansion of Employment Services Recommended.

The Central Employment Advisory Committee met in New Delhi on 16 January 1948 to consider the working of the employment exchanges in India and adopted resolutions recommending the expansion of the Employment and Training Services. Among those who attended the meeting were Officials of the Directorate-General of Resettlement and Employment and representatives of provincial and State Governments, employers', workers' and women's organisations.

Review of working of employment exchanges and training schemes: Reference to I.L.O. Asian Conference:- Addressing the Committee, Dr. N. Das, Director General of Resettlement and Employment, referred to the resolution adopted by the Preparatory Asian Regional Conference of the I.L.O. favouring the establishment of employment services and training centres in Asian countries, and pleaded that it would be a tragedy if in India after an experimental period of five years these were not to be allowed to assist in the country's economic development. Referring to the work of the Organisation in India up to the end of December 1947, Mr. Das pointed out that 277,500 men and women had been placed in employment and 3,894 persons trained, while 9,159 persons were under training at present. The organisation had also helped in the problem of rehabilitating displaced persons from Western Pakistan.

Resolutions.- The Committee adopted a resolution recommending that the employment service should be made permanent and expanded to include all categories of employment seekers. The resolution added that an Employment Service Office should be opened in each district and that further expansion of the service should be according to the needs of each individual district.

A second resolution adopted by the Committee recommended that civilians should be brought within the scope of the technical and vocational training schemes of the Ministry of Labour and that the Government of India should take immediate steps to improve the quality of craftsmen trained.

By another resolution the Committee requested the various Central and provincial Government Departments to take steps to implement the Government of India Home Ministry's order regarding recruitment of staff through the Employment Exchanges.

(Unofficial notes issued by the Press Information Bureau, Government of India, dated 16-1-1948)

58

Working of Resettlement Organisation: Employment Exchanges:
Working During December 1947.

Number of registrations and placings.- The total number of registrations effected at employment exchanges and district employment offices during December 1947 was 58,074 as compared with 53,133 in the previous month and 34,349 in December 1946. Of the registrations effected, 6,885 were re-registrations of applicants whose previous registrations had lapsed. The total number of persons placed in employment during the month was 16,103 as compared with 15,797 in the previous month and 8,035 in December 1946. Of those placed in employment, 6,600 were ex-Services personnel. In this connection it is pointed out that the 53 exchanges remaining in the Dominion of India have more than doubled the placings which were effected by the 70 exchanges in British India in the same month last year, evidence of the fact that exchanges are steadily gaining the confidence of employers. Progress made in resettling disabled ex-servicemen, however, has been rather slow. During the month only 32 war disabled persons were placed in employment while 189 were registered. This was not only due to the fact that disabled men in many cases were not prepared to accept employment offered to them but employers were still reluctant to engage disabled men while able-bodied workers were available. To ensure the absorption of disabled men the Government of Madras recently passed orders requiring the reservation of one per cent of inferior posts in Government service for disabled ex-Servicemen. To quicken the pace of resettlement of women all exchanges and District Employment Offices have been authorised to deal with women applicants and, during the month 178 women were placed in employment as against 163 in the previous month.

Employment of refugees.- An Assistant Director of Employment Exchanges has been put on special duty to encourage the promotion of employment schemes which will absorb refugees registered with the Exchanges. In consultation with the Public Works Department and the Government of the East Punjab the employment of 31,500 men in eight schemes of Public Works is under consideration. During the month 24,631 refugees were registered and 3,899 placed in employment. The corresponding figures for the previous month were 20,072 and 3,060 respectively.

Placings by wage groups.- Analysis of the total placings during the month shows that 251 persons were placed in posts carrying a basic monthly pay of more than 100 rupees, 1,486 in posts carrying a pay of 61 to 100 rupees, 8,965 in posts carrying a pay of 36 to 60 rupees, and 4,841 in posts carrying a pay of 21 to 35 rupees and 1,160 in posts carrying a pay of 20 rupees or less. The majority of placings effected by exchanges continued to be in the wage group 36 to 60 rupees per month. 14,349 applicants who were offered the opportunity of being considered for various appointments during the month declined to take advantage of the opportunity afforded. 3,154 declined because they felt the pay was inadequate and 3,740 for various other reasons. 7,455 failed to report for interview with employers without offering any satisfactory explanation. Of those who declined to take advantage of employment opportunities afforded 8,027 were ex-Services personnel.

(Summarised from Report on the Work of Directorate of Employment Exchanges for the month of December 1947, issued by the Directorate General of Resettlement and Employment).

Factory Employment in British India: Trends during
1939-1945.

The October 1947 issue of the 'Indian Labour Gazette' publishes at pages 222 - 229 a review of the trends in factory employment in British India during the years 1939 - 45. The main developments in regard to the employment position during 1939 -45 were :

(a) total employment in factories increased from about 1.75 million to 2.64 million or by 50.9 per cent; (b) owing probably to the conditions created by the war the rate of growth in Government and Local fund factories was considerably higher (245 per cent) than in private factories (35.0 per cent.) although Government factories accounted only for 17.3 per cent of total employment; (c) while the over-all employment went up by 50.9 per cent that in seasonal factories declined by about 4.9 per cent; (d) employment in textiles increased by 23.7 per cent, in Engineering by 96.9 per cent, in Railway Workshops by 108.9 per cent; (e) Bengal continued to occupy the first place in industrial employment but Bombay gradually catching up. Of the total factory employment in 1945, 28.1 per cent was in Bengal, 27.8 per cent in Bombay, 10.5 per cent in Madras and 10.4 per cent in U.P.

Average daily number of workers.- The following table gives the average daily number of factory workers employed in British India during the years 1939, 1944 and 1945:

| Year/. | Average daily number of workers | | | | |
|--------|---------------------------------|----------------------|---------------------|---------------------------------|----------------------|
| | Total (all factories) | Perennial factories. | Seasonal factories. | Govt. and Local fund factories. | Private factories. |
| 1939 | 1,751,137 (100.0) | 1,460,314 (100) | 290,823 (100) | 132,446 (100) | 1,618,691 (100) |
| 1944 | 2,522,753 (144.0) | 2,227,240 (152.5) | 295,513 (101.6) | 420,435 (317.4) | 2,102,518 (129.8) |
| 1945* | 2,642,977 (150.9) | 2,566,242 (162.0) | 276,735 (95.1) | 457,015 (345.0) | 2,185,964 (135.0) |

*Figures provisional. Figures within brackets indicate index numbers of employment with 1939=100.

Total factory employment in British India increased during the period 1939-45 by 50.9 per cent. The increase was highest between 1940 and 1941 being about 16.9 per cent of the 1940 level. While the over-all employment increased by 50.9 per cent, employment in Government factories, which accounts for 17.3 per cent of total employment in 1945, shows a phenomenal increase of about 245 per cent as compared to 1939. The rate of increase was the highest in 1942, being 36.3 per cent as compared to the previous year. This was mainly the result of expansion of Ordnance factories and railway workshops, which together accounted for 72.5 per cent of the total increase. Employment in private factories increased by only 35 per cent, whereas in Government Factories it increased by 245 per cent. The rate of increase in employment was highest in 1941 being 15.5 per cent as compared to the previous year. This was mainly due to increased employment in the textile and engineering industries. After 1941 the rate of increase began to decrease and was only 1 per cent in 1944. Employment in perennial factories accounted for 89.5 per cent of the total employment in 1945 as against 83.3 per cent in 1939. While the number employed in all perennial factories in 1945 increased by about 62.03 per cent, as compared to 1939, employment in seasonal factories declined by about 4.9 per cent. The main cause of this fall was a decline in employment in Gins and Presses which accounted for about 47.07 per cent of the total employment in seasonal factories in 1939.

The distribution of employment as between different industries in 1939 and 1945 is given in the following table:

| Industries | 1939 | | 1945 | | Percentage increase in 1945 over 1939. |
|-------------------------|----------------|--------------------------|----------------|--------------------------|--|
| | No. of workers | Percentage to the total. | No. of workers | Percentage to the total. | |
| Textiles | 819,404 | 46.7 | 1,014,309 | 38.5 | 23.7 |
| Food, Drink and Tobacco | 247,630 | 14.2 | 309,686 | 11.8 | 25.0 |
| Gins and Presses | 163,226 | 9.5 | 129,467 | 4.8 | -20.7 |
| Engineering | 159,761 | 9.1 | 314,688 | 11.9 | 96.9 |
| Chemicals, Dyes, etc. | 57,966 | 3.3 | 101,687 | 3.8 | 75.4 |
| Railway Workshops | 55,784 | 3.1 | 116,549 | 4.5 | 108.9 |
| Minerals and Metals | 55,123 | 3.1 | 125,457 | 4.7 | 127.5 |
| Wood, Stone & Glass | 53,084 | 3.0 | 106,857 | 4.0 | 101.2 |
| Ordnance Factories | 30,709 | 1.7 | 185,605 | 7.0 | 504.5 |
| Clothing | 2,157 | 0.1 | 22,847 | 0.8 | 959.27 |
| Miscellaneous | 106,293 | 6.2 | 215,825 | 8.2 | 203.0 |
| All Industries | 1,751,137 | 100.0 | 2,642,977 | 100.0 | 50.9 |

There was no decrease in employment in any of the industries except Gins and Presses. Employment in textiles increased by 23.7 per cent, and in Food, Drink and Tobacco by 25.0 per cent. Next come Chemicals and Dyes in which the increase was 75.4 per cent, Engineering expanded by 96.9 per cent, and Railways by 108.9 per cent. Employment in Ordnance factories increased by 504.3 per cent over the 1939 level as against an over-all increase of about 50.9 per cent. The growth in employment was phenomenal in the clothing industry, which shot up to 959.27 per cent of the pre-war level. Employment in the textile industry formed only 38.5 per cent of the total in 1945 as against 46.7 per cent in 1939. This was partly due to the relatively slow progress in the expansion of the Jute industry.

Distribution of Factory employment as between provinces.- The following table shows the position regarding factory employment in each of the industrially major provinces in British India. Bombay recorded the highest numerical increase in employment of about 270 thousands and next comes Bengal with an increase of about 173 thousands. While in 1939 Bengal accounted for 32.6 per cent of the total employment as compared to 26.6 per cent in Bombay, in 1945 the relative percentage of Bengal declined to 28.15 and that of Bombay increased to 27.8 per cent. The growth of employment fell below the overall average in Bengal and Madras, while it was well above the average in the other provinces.

| Provinces | 1939 | | 1945 | | Per cent- age in crease in 1945 over 1939. |
|---------------|-------------------|----------------------------------|--------------------|----------------------------------|--|
| | No. of workers | Percent- age to the total. | No. of workers. | Percent- age to the total. | |
| Bengal | 571,539 | 32.6 | 744,518 | 28.15 | 50.2 |
| Bombay | 466,040 | 26.6 | 735,774 | 27.8 | 57.8 |
| Madras | 197,266 | 11.15 | 279,176 | 10.5 | 42.0 |
| U.P. | 159,738 | 9.6 | 276,468 | 10.4 | 73.0 |
| Bihar | 95,988 | 5.4 | 168,436 | 6.6 | 75.4 |
| Punjab | 78,302 | 4.4 | 155,990 | 6.2 | 99.2 |
| C.P. & Berar | 64,494 | 3.6 | 110,263 | 4.0 | 70.9 |
| N.W.F.P. | 1,268 | 0.05 | 4,296 | 0.15 | 238.8 |
| Others | 116,502 | 6.6 | 168,056 | 6.2 | 144.2 |
| All Provinces | 1,751,137 | 100.0 | 2,642,977 | 100.0 | 50.9 |

(The trends in factory employment during 1944 were reviewed at pages 41-43 of the report of this Office For May 1946).

(Indian Labour Gazette,
October 1947).

62

CHAPTER 8. SOCIAL SECURITY - INDIA - January 1948.

81. Social Insurance - India - January 1948.

Working of the Workmen's Compensation Act in British India during 1945.

According to statistics published in the Indian Labour Gazette ~~for August 1947~~, the total number of accidents in British India during 1945 in respect of which compensation was paid, was 67,590; the total amount of compensation paid being 4,325,539 rupees. Of the total amount paid in compensation, 1,330,544 rupees ~~was~~ paid in 1,253 cases of accidents resulting in death; 2,030,576 rupees in 3,943 cases resulting in permanent disablement and 264,119 rupees in 62,194 cases resulting in temporary disablement.

For a detailed analysis of the working of the Workmen's Compensation Act for 1945 reference may be made to pages 86-93 of the August 1947 issue of the Indian Labour Gazette.

(Indian Labour Gazette, August, 1947).

63

85. Benefits organised or paid by Employers - India - January 1948.

Retirement pensions for coal miners: Proposed
compulsory Provident Fund scheme for
collieries.

A compulsory provident fund scheme, which will ensure provision for old age to about 250,000 coal miners in India, is soon to be brought into force by the Government of India. The institution of provident funds for the benefit of colliery workers was recommended in April 1947 by the Board of Conciliation (Colliery Dispute) appointed by the Government of India (vide pages 22-23 of the report of this office for May 1947).

Rate of contribution and benefit.- The scheme, it is intended, should apply to all workers in collieries who are below the age of 55 and whose basic monthly salary is not over 300 rupees. Each worker will contribute roughly one anna in the rupee of his basic wage and the employer will pay an equal contribution if the worker has not been irregular. A worker who joins the fund will be entitled to get back the full sum at his credit when he retires after the age of 55 or when permanently invalided. If he dies, it will be paid to his nominees or heirs.

Proposed administrative machinery.- The contributions will be collected through a system of special stamps pasted on cards. This system is expected to facilitate accounting and bring about a reduction in the cost of administration.

There will be a Central Fund for all collieries, with power to open Regional Offices. This will make it possible for the worker to continue participation in the scheme even when he changes employment from one colliery to another. It is proposed that the Central Fund should have a Board of Management and an Executive Committee on which the Government of India and the employers' and workers' organisations will be represented.

(Unofficial Note dated 2-1-1948, issued
by the Press Information Bureau,
Government of India).

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65

Bombay Warehouses Act, 1947.

The Bombay Warehouses Bill, 1947, to which reference was made at page 29 of the report of this Office for October 1947, after having been passed by the Bombay Legislature, received the assent of the Governor-General of India on 8-1-1948 and has now been published as the Bombay Warehouses Act, 1947 (Bombay Act No. LVI of 1947).

(The Bombay Government Gazette, Part IV dated 19-1-1948, pages 20-28.)

Orissa Legislature passes Tenants Protection Bill, 1947.

On 10 January 1948 the Orissa Legislative Assembly passed the Orissa Tenants Protection Bill, 1947, as reported on by a Select Committee of the House.

The main features of the Bill are: (a) Bhagchasi cultivators holding land on a crop-sharing basis will not be liable to pay more than two-fifths of the gross produce to their superior landlords, whether these landlords be ryots, tenure-holders, zamindars or inamdars (those holding inam or government lands). In North Orissa they were hitherto not liable to pay more than half the gross produce. In South Orissa there was no statutory fixation but they were paying about three-fourths to two-thirds the gross produce. (b) Crop-rent-paying tenants, who are occupancy ryots, in North Orissa, will not be liable to pay more than one-third instead of paying half the gross produce. Occupancy ryots under zamindars in South Orissa, will pay not more than one-sixth of gross produce compared to half of gross produce paid hitherto by inamdars in South Orissa. (c) No zamindar, tenure-holder or ryot with more than thirty three acres can evict a cultivating tenant who was in cultivating possession on 1-9-1947.

The Bill is an interim measure to give immediate relief to these classes of tenants for a period of two years, pending comprehensive legislation on the subject.

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

66

117. Shopworkers - India - January 1948.

Mysore Shops and Establishments Bill, 1947: passed by
Legislative Council, 12-1-1948.

The Mysore Legislative Council, on 12 January 1948 passed the Mysore Shops and Establishments Bill, 1947 as amended by the Select Committee. The Bill, which applies to shops, commercial establishments, restaurants and theatres, extends to the whole of Mysore and is intended to take effect, in the first instance, in the cities of Bangalore and Mysore.

The Statement of Objects and Reasons, attached to the Bill, states that the aim of the Bill is to provide statutory recognition of certain rights of employees in such establishments. The benefits contemplated are grant of holidays with wages, maintenance of sanitary conditions in the premises of employment, fixation of ~~conditions~~ ~~hours~~ hours of work, grant of sick leave, fixation of wage periods and payment of wages for overtime work.

The main provisions of the Bill are: The maximum daily hours of work are fixed at 8 and for the week 48. For young persons (persons over 12 but under 17 years), the hours are 7 and 42 respectively. Overtime work is to be paid for at twice the ordinary rate, but the period of work, including overtime work, should not exceed ten hours in any day and in the aggregate fifty-four hours in any week. There shall be a rest interval of at least one hour after four hours of work; the spread over shall not exceed twelve hours per day. There shall be one whole day's holiday in the week for each employee. Each employee is entitled to 10 days' holidays with pay after continuous service for 12 months; in the case of young persons 12 days' holidays are allowed. No child (person below 12 years of age) can be employed in shops, etc., and no young person is permitted to work before 6 a.m. and after 7 p.m. The Bill also contains provisions relating to periods of wage payments, fines, permissible deductions, and payment of six months' salary as compensation for wrongful dismissal.

(Mysore Government Notification No. RI 947 dated
22-12-1947;

The Hindu, dated 14-1-1948).

Mr. India
There should be an H.I. note on this sort of thing. Refs/5 67

CHAPTER 12. INDUSTRIAL COMMITTEES- INDIA - JANUARY 1949.

121. Special Information - India - January 1949.

First Meeting of Industrial Committee on Cotton Textiles
New Delhi, 12 to 14 January 1949.

The first meeting of the Industrial Committee on Cotton Textiles began in New Delhi on 12 January 1949. The composition of the Committee was described at page 74 of the report of this Office for December 1947.

Suggestions for discussion.- Memoranda on the four subjects on the agenda of the meeting (vide page 74 of the report of this Office for December 1947) prepared by the Government of India put forward, as a basis for discussion, a number of specific proposals. The memoranda are briefly summarised below:-

Standardisation of Wages and rationalisation of dearness allowances.- Today in the Indian cotton textile industry there is some standardisation of wages as between different units in a particular centre, but the rates vary from centre to centre. The monthly basic wage of winders, for instance, is 32 rupees 8 annas in Bombay, 25 rupees 12 annas in Ahmedabad, 19 rupees 5 annas in Sholapur, 24 rupees 11 annas in Kanpur, 26 rupees in Madras and 33 rupees 14 annas in Delhi. The dearness allowance for winders amounts to 40 rupees 9 annas in Bombay, 50 rupees 8 annas 8 pies in Ahmedabad, 31 rupees 11 annas in Sholapur, 42 rupees 7 annas in Kanpur, 31 rupees 11 annas in Madras and 40 rupees 9 annas in Delhi. Similarly, bonuses are in some cases calculated on the basis of production, while in others on attendance. Most of the Provinces have already standardised wages or have referred the question to Conciliation Boards and other bodies. If uniform wages and dearness allowance are adopted for the industry as a whole, it would be in conformity with the recommendations of the Central Pay Commission in regard to Railways, Posts and Telegraphs and other Central Government employees.

The note on the subject suggested that the meeting should consider (a) the desirability of standardising the basic wages throughout the country; (b) whether a uniform set of basic wages should be adopted throughout the country, or whether different sets of basic wages should be adopted for different centres or areas, and if the latter course is favoured the basic minima on which the basic wages be worked out; (c) introduction of time scales in basic wages; (d) the necessity for standardising occupational nomenclature; (e) whether dearness allowances should be calculated on a simple and uniform manner as suggested by the Central Pay Commission or whether they should continue to be linked with the local cost of living indices and if the latter is preferred, how they could be rationalised; (f) whether a part of the dearness allowance should be absorbed in the basic wages and if so what part; and (g) the evolution of a formula for the payment of bonus.

68

Measures for increasing production.- There is at present an acute shortage of all types of cotton textiles in India and the monthly average production of yarn has declined from 125 million lbs in 1944 to 116 million lbs in 1946 and 103 million lbs during the first ten months of 1947; the corresponding figures for cloth are 401 million yards in 1944, 334 million yards in 1946 and 315 million yards in 1947 (first ten months). The note on the subject suggested for the consideration of the committee the following questions:-

(a) the recognition of a national emergency requiring maximisation of output and a firm resolve on the part of both employers and workers to do all that they can to increase output; (b) the feasibility of working three shifts of 7½ hours' duration and the problems connected with three shift working; (c) where three shift working is not feasible, the practicability of working a 9 hour shift instead of 8 hours, and the problems connected therewith.

Training of workers.- It is necessary to increase the efficiency of the textile workers in India not only to offset the increased cost resulting from the grant of higher wages and better amenities, but also to enable the Indian industry to compete on even terms with industries in other countries. Improved training facilities would also help workers to qualify for promotion and improve their prospects. The memorandum on this subject estimates that on an average the textile industry in India would require an intake of at least 10,000 new workers every year to maintain its present strength. It suggests the establishment of 3 training centres in Bombay, Ahmedabad, Cawnpore, Nagpur, Calcutta, Coimbatore, Madras and Delhi each with a capacity of 250 seats and an annual outturn of 630 trainees. The total cost of establishing the centres is estimated at 4,480,000 rupees non-recurring and 745,600 rupees recurring expenditure per year. The main questions to be considered by the Committee according to the memorandum were: (a) the necessity for making an immediate start in regard to the provision of training facilities; (b) the choice of the centres for training; (c) the financing of the scheme; and (d) the management of the proposed training centres.

Provision for old age - institution of Provident Fund Schemes.- Under this head, it was suggested, that the Committee should consider- (a) whether a scheme of compulsory Provident Fund should be set up covering all the workers in the cotton textile industry; (b) if the Committee is of the opinion that such a scheme should be instituted, the rate of contribution, the basis on which the contribution should be assessed, i.e., whether the contribution should be a percentage of the basic wage alone or a percentage of the workers' total earnings and the proper authority for managing and administering the funds; (c) whether a part of the contribution to the Provident Fund should be utilised to provide a scheme of compulsory insurance against the risks brought about by death, while in employment.

The Government of India also submitted to the Committee a memorandum on the resolutions passed by the First Session of the Textile Committee of the I.L.O. at Brussels in November 1946, indicating the action taken till now by the Government of India on these resolutions.

Mr. Jagjivan Ram's address.- Inaugurating the meeting on 12 January 1947, Mr. Jagjivan Ram, Minister of Labour in the Government of India, stressed the need for ensuring an adequate supply of all essential commodities in the interests of the poor man. He called upon the textile industry, as the premier industry of India, to set an example in the matter of organising machinery for the study

59

and determination of fair wages, for increasing efficiency in methods of production and for promoting healthy industrial relations. Increased production, he felt, would be of little benefit if it was to be secured, even assuming that it could be, without the workers in the industry feeling that they were real partners in a great endeavour and they got a fair share of the resulting profit. He suggested that the Committee should give immediate consideration to the questions relating to wages, training and the institution of a Provident Fund. As regards provision for old age, scheme of old-age pensions would naturally be the right solution, but there were difficulties in adopting it. It was because of the recognition of these difficulties that the Asian Regional Labour Conference of the I.L.O. had recommended that, as a first step towards the provision for old-age, measures should be taken for instituting compulsory Provident Fund schemes for workers in all major industries. A Provident Fund scheme will not cover cases of people who died prematurely. The proposals put forward, therefore, included a scheme of insurance as well.

No unanimous resolutions.- The Committee agreed in principle to the provision of training facilities for workers in the industry, but failed to reach unanimous decisions on the other items on the agenda.

Government to go forward.- Addressing the concluding session of the meeting, on 14 January 1949 Mr. Jagjivan Ram, the Labour Minister, announced that the Government proposed to take such action as it thought necessary on the various items considered by the Committee although no unanimous resolutions could be reached. There had been discussions in the plenary sessions and at the committee stages and all the viewpoints of the different sections of workers and employers had been heard. He did not want to enumerate the various steps the Central Government proposed to take, but the Government proposed, in due course, either by executive action or legislation, to take all the necessary steps.

(Memoranda submitted to the Indian Industrial Committee on Cotton Textiles by the Department of Labour, Government of India, The Hindustan Times, 13, 14 and 15-1-1948)

*A copy each of these memoranda were forwarded to Montreal with this Office's Minute No.D.2/78/48 dated 16-1-48 and to Geneva with this Office's letter dated No.D.2/77/48 of the same date.

List of the more important publications received in this Office during the
January 1948

Professional Organisations

Report - Resolutions, Constitution: All India Textile Workers' Federation, Inaugural Session, Cawnpore, July, 4, 5 and 6, 1947. Price annas 4; pp. 27.

Economic Questions

- 1) Annual Administration Report of the Rural Development Department in the Province of Bombay for the year 1944-45. Bombay: Superintendent, Government Printing and Stationery, Bombay. Price annas 2 or 3d. 1947. pp.35.
- 2) Report on an Enquiry into Family Budgets of Colliery Workers in Jharia by S.R. Deshpande, Director, Cost of Living Index Scheme. Price annas 14. 1946.

Working Conditions

- 1) Annual Report on the Administration of the Factories Act in the Province of Bombay for 1945. Bombay: Superintendent, Government Printing and Stationery. Price Re.1 or 1s.8d. 1947. pp.79.
- 2) Report of the Committee constituted by the Government of Cochin to enquire into the Conditions of Labour in the State. 12th November 1947. Local-Self Government Department, Ernakulam. pp.68.
- 3) Award of the Industrial Tribunal on the Conditions of Labour in the Textile Industry in the Madras Presidency, Rao Bahadur M. Venkataramiya, B.A.B.L. Printed by the Superintendent, Government Press, Madras. 1947. Price Re.0-14-0. pp.106.

Employment and Unemployment

Administration Report of the Commissioner of Labour for 1946: Ceylon: Part I-Civil (C). December 1947. The Government Record Office, Colombo. Price Re.1.65. 1947. pp. 81.