

INTERNATIONAL LABOUR OFFICE
INDIAN BRANCH
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Industrial and Labour Development in November, 1948.

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

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CHAPTER 1. INTERNATIONAL LABOUR ORGANISATION.

INDIA - NOVEMBER 1948.

11. Political Situation and Administrative Action.

First Meeting of Central Advisory Council, Lucknow,
19-21-11-1948; Committee on Fair Wages set up .

The first meeting of the Central Advisory Council, constituted under the Government of India's resolution on industrial truce, (vide paragraph 69, pages 49-50 of the report of this Office for October 1948), was held at Lucknow on 19, 20 and 21 November 1948, under the presidentship of Mr. Jagjivan Ram, Minister for Labour, Government of India. The Council considered the report of the expert Committee on Profit-Sharing (vide paragraph 69, pages 81-84, of the report of this Office for September 1948), and discussed questions relating to fair wages, the machinery necessary for securing it, the constitution and functions of production committees, maintenance of industrial truce, etc. The Council appointed a Committee to go into the question of fair wages.

The Committee, which has been asked to report by the middle of January 1949, will consist of four representatives of employers, four of workers and a representative each of the Central Ministries of Finance, Industry and Labour. The non-official representatives being Sir Homi Mody, Sir Shree Ram, Sir Padampat Singhenia and Sir B. Mukerjee, on the employers' side and Mr. Ashoka Mehta, Mr. Khandubhai Desai, Mr. B.B. Karnec and Mr. Aganappa, for the workers. As discussions on profit-sharing proved inconclusive, it was decided that the question should also be examined by the Committee on fair wages. For this purpose the Committee was empowered to co-opt a member each from employers and workers.

Labour Minister's address: Plea for higher production.- Inaugurating the meeting, the Labour Minister stated that the main functions of the Council would be to advise the Government on the principles to be followed for the determination of: (1) fair wages to labour; (2) fair return on capital; (3) reasonable reserves of an undertaking; and (4) labour's share of surplus profits.

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Stressing the need for promotion of industrial truce, the Labour Minister said that since the adoption of the industrial truce resolution the economic situation in India had deteriorated. India was in the grips of inflation and the worst affected community were wage earners and those with fixed incomes. In spite of this, however, there had been a satisfactory decline in industrial disputes. In the first eight months of 1948 the total number of man-days lost was about 7,000,000 involving about 1,000,000 workers as against about 16,500,000 and 2,000,000 respectively in 1947. This showed that the workers were making efforts and also sacrifices to maintain industrial truce in the larger interests of the country as a whole. Owing to the steady rise in prices, labour had a good case for increased wages or higher rates of dearness allowance. But this only would not help because there was the vicious spiral of rising prices and higher wages. It would take some time before the Government's anti-inflation measures showed any results. The only remedy, therefore, was increased production and maximum savings to which every effort should be directed.

Items on the agenda: (a) Fair wages to labour.- As regards the question of fair wages to labour, Mr. Jagjivan Ram said he was anxious for an early decision on this matter. Sir Homi Mody said that employers believed in fair wages, but there must be some response from the workers in the same spirit. A labour representative suggested that fair wages should be considered in terms of both money and amenities for workers, such as housing, education and recreation. Another view was that fair wages should be adjusted to the cost of living. Mr. Ashoka Mehta urged that conditions should be created so that labour could enter into creative partnership with capital in the rebuilding of India.

As stated above the Council appointed a Committee to go into the whole matter.

(b) Profit-sharing.- The discussion on profit-sharing was based on the recommendations of the Committee on Profit-Sharing. The three main issues for decision were fair return on capital, reasonable reserves and labour's share of surplus profits.

During discussions it was suggested by employers' representatives that profit-sharing seemed a one-sided gift by the employers. Labour seemed to be uncompromising and employers would like to know where they stood.

As the discussions were inconclusive it was agreed that the matter should be further considered by the Committee appointed to examine the question of fair wages.

(c) Production Committees.- The Council discussed a ~~draft~~ draft model constitution for production committees. The consensus of opinion was that the ~~workers~~ works committees with necessary co-opted strength should function as production committees, separate minutes and separate records being maintained.

(d) Maintaining industrial truce.- As regards maintenance of industrial truce, Mr. Desai, of the Indian National Trade Union Congress, said that so far as labour under that organisation was concerned, it had made genuine attempts to observe the industrial truce.

It ~~was~~ is stated that industrial relations had continued to improve since the truce of December, 1947. There had also been some implementation of other decisions taken by the Industries Conference held then. The Central machinery dealing with industrial relations had lately been strengthened. ~~Some~~ Certain provinces had their own Acts to regulate industrial relations and Bombay was making use of both the Central and provincial Acts. The Central Government was also considering a general revision of the Industrial Disputes Act with a view to making good deficiencies which had been felt.

The Indian Trade Unions (Amendment) Act, 1947, was to be brought into force shortly. It provided for the compulsory recognition of trade unions and the setting up of labour courts to adjudicate on claims of recognition. Among other legislative measures during the period January-October 1948, having a bearing on industrial relations ~~was~~^{were} the Factories Act, which provided for the safety, health and welfare of workers, the Employees State Insurance Act, which provided for a State insurance scheme for industrial workers, the Dock Workers (Regulation of Employment) Act, providing for decasualization of dock labour, the Minimum Wages Act and the Coal Mines Provident Fund And Bonus Schemes Act.

Two standing industrial tribunals had so far been set up by the Central Government, one at Dhanbad to deal with disputes relating to mines and the other at Calcutta to deal with other disputes in the Central sphere. It was proposed to set up additional tribunals when necessary. Many of the disputes in the provincial sphere centred on the question of enhancement of wages and dearness allowance in view of the increased cost of living. As a result of the awards given by the adjudicating machinery set up by the Centre and the provinces there had been a definite upward revision of wages and allowances.

The jurisdiction and powers of Industrial Tribunals under the Industrial Disputes Act to adjudicate on certain issues had been questioned in judgments passed by the Bombay, Madras and Calcutta High Courts. The Central Government was examining the implication of these judgments.

All provincial Governments had utilized the provisions of the Industrial Disputes Act to set up works committees, with the exception of the Central Provinces and Berar, the ~~Mixxx~~ United Provinces, and Bombay, who had their own Acts relating to industrial disputes. In regard to undertakings in the Central sphere the Chief Labour Commissioner had been delegated powers to require the constitution of works committees in industrial establishments employing 100 workmen or more.

(The Statesman, 22-11-1948;
~~The~~ National Herald, 20-11-1948).

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13. Conventions and Recommendations.

India - November 1948.

Pakistan: Tripartite Labour Conference considering Ratification of Seattle Conventions.

To examine the Conventions adopted at the 28th (Maritime) Session of the International Labour Conference held at Seattle in 1946, a tripartite labour conference was convened in Karachi on 26 and 27 October 1948. Mr. J.N. Mandat, Minister for Law and Labour, Government of Pakistan presided. The conference recommended the ratification by Pakistan of Conventions No.68 concerning food and catering for crews on board ship; No.74 concerning certification of able seamen; No.75 concerning crew accommodation on board ship; and No.76 concerning wages and hours of work. In regard to Convention No.72 on holidays with pay the conference recommended its ratification in principle.

Conventions concerning Social Security and Pensions for Seafarers.- The position of Pakistan seafarers in this respect is very peculiar and difficult. 95 per cent of them are employed on foreign (mostly British) ships and an a very large number of them are still signed on at foreign ports, Calcutta and Bombay. Under these circumstances, it was considered impracticable for the Government to ratify the Conventions regarding pension and social security schemes. This, it was felt could only be taken up after the system of recruitment had been reorganised and the signing on of Pakistan seamen began at the Pakistan ports. The conference postponed the consideration of this issue until after discussions with India, and decided to send a delegation to New Delhi to find out the views of the Government of India on the ratification of the Seattle Conventions.

In regard to Convention No.73 on the medical examination of seafarers it was decided to form a panel of doctors, representing both the Government and the employers, to give a joint decision in all disputed cases.

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Selection of seamen: Maritime Board to be constituted.- Finally, it was decided to constitute a board, to be styled the Joint Maritime Board, for assisting shipowners and the Government in the selection of seamen. The Board will consist of two representatives of each of seamen, ship-owners and the Pakistan Government.

(The Statesman, 2-11-1948).

CHAPTER 3. PROFESSIONAL ORGANISATIONS.

INDIA - NOVEMBER 1948.

31. Workers' Trade Union Movements.

No Special Wage Increases for Railwaymen: Government's Reply to All-India Railwaymen's Federation.

On 29 October 1948 the Government of India released its reply to the All-India Railwaymen's Federation on the subject of fixation of pay and allowances for railway workers on the basis of the Central Pay Commission's recommendations. The Government reply makes clear at the outset that "the general basis of the Pay Commission's recommendations for the railways cannot be altered". In this connection it may be mentioned that at its 1948 annual convention the Federation ~~was~~ had expressed dissatisfaction over the delay in the implementation of the Pay Commission's report. The Federation had further decided to take a strike ballot if no satisfactory reply was received from the Government by the end of October 1948 (vide paragraph 31, pages 14-16 of the report of this Office for September 1948).

Federation's grievances; Anomalies investigated.- Releasing the Government's reply the Minister of State for Transport, Mr. Santhanam, stated that in 1947 the Federation had accepted the Government's decision on the Pay Commission's recommendations. While insisting on this prior acceptance, the Government had assured the Federation that any difficulties in implementing the recommendations would be discussed with them. Since then the Federation had changed its stand and a majority of their demands now were those beyond the Pay Commission's recommendations which the Railway Board had no right to deal with. The dispute was not about the implementation of the Pay Commission's recommendations but whether railwaymen alone should be given something far above the other Central Government employees.

The Federation had put forward more than 1,400 grievances from all railways out of which only 80 were found by the Railway Board to pertain to genuine hardships or anomalies arising from the application of

Central Pay Commission's accepted recommendations. The Railway Board had taken steps to remove all anomalies and hardships so far as they arose out of the recommendations of the Pay Commission.

Railway grainshops.- As regards railway grainshops, the Federation had demanded that the zonal system of cash dearness allowance should be abolished and replaced by cash supplement of 35 rupees at the present price level for those who retained the grainshops concessions, and a minimum of 60 rupees to be paid in cash as dearness allowance for others. The Federation had also demanded quarterly automatic adjustment in dearness allowance by the grant of a minimum increase of 2 rupees 8 annas for every increase in the cost of living index by 10 points. The reply points out that the Government has decided to adopt the recommendations of the Grainshops Enquiry Committee, with such modifications as are necessary due to changed conditions in the country since those recommendations were made. The Government was doing everything possible to check inflation and bring about a reduction in the prices of essential commodities for the benefit of everyone, including railway workers, and hoped that this would succeed in breaking the vicious spiral of wages and prices chasing each other. The Government regretted the time lag now occurring before prices were brought down to the level assumed by the Pay Commission but it was endeavouring to make the period as short as possible.

The main recommendation of the Grainshops Enquiry Committee was that railway employees should be permitted to opt for the entire dearness allowance in cash as payable to other Central Government employees or for continuance of the present cash dearness allowance in accordance with the railway rules combined with grainshops concessions limited to the sale of wheat and rice, pulses, cooking oils, salt and matches only. The Government's decision on the Committee's report has been summarised separately at paragraph 52, pages of this report.

Conditions of service of railway workers in Indian States.- As regards railway workers in Indian States the reply emphasises that under the existing constitutional and legal position, the Railway Board had no power to regulate the conditions of service of workers employed on railways belonging to Indian States. This matter could be dealt with only after the Constituent Assembly had finally decided the future of India and the Indian States in relation to railways owned and managed by the latter.

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Government provoking railwaymen to strike:
Mr. Guruswami's criticism.- Mr. S. Guruswami, General Secretary of the All-India Railwaymen's Federation, giving his views on the Government's reply styled it as "a provocation to railwaymen to strike".

The acceptance of the Grainshops Inquiry Committee's recommendations by the Government reducing the number of subsidized articles on sale to five would, he asserted, amount to a wage cut of 10 rupees per month for every ration card holder.

The Pay Commission had accepted the railwaymen's demand that dearness allowance should be based on a sliding scale and related to the cost of living index. This had been accepted by the Government of India. Mr. Guruswami claimed that the Federation ~~might~~ could demonstrate that the lowest paid worker was receiving 25 rupees less at present than he would be entitled to under the Pay Commission's ~~report~~ recommendations. "A further cut of 10 rupees in the face of rising prices would prove the last straw". Elaborating the railwaymen's claim for a rise in the dearness allowance he stated that the present scale was based on the cost of living index when it was 260 points. Now it was 360. The Commission had recommended a rise of 5 rupees for every 20 points. "We are entitled to an increase of 25 rupees. We are getting a reduction of 10 rupees".

(The Statesman, dated 30-10-1948).

Efforts to form Non-Communist Trade Union
Organisation: Convention to be held in
December 1948.

Non-Communist representatives of different trade unions affiliated to the All-India Trade Union Congress, at a meeting held in Calcutta on 24 October 1948, adopted a resolution expressing the opinion that a representative convention of trade unions be called to decide upon a plan of action following the recent split in the ranks of the All-India Trade Union Congress resulting in the resignation of Mr. N.M. Joshi, Mr. R.S. Bulker, Mr. Mrinal Kanti Bose and other Trade Union leaders.

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The convention will consist of representatives of non-communist unions affiliated to the All-India Trade Union Congress, independent trade unions and unions that are agreeable to the policy of conducting the central organisation strictly on non-party lines.

Mr. Mrinal Kanti Bose has been elected the convener of the convention which is to be held at Nagpur during December 1948. It is understood that Mr. N.M. Joshi has been requested to preside over the convention.

(Amrita Bazar Patrika, 27-10-1948).

Meeting of Executive Committee of All-India
Port and Dock Workers' Federation, Calcutta,
24 October 1948: Decision to take Strike
Ballot.

At a meeting of the National Executive Committee of the All-India Port and Dock Workers' Federation, held in Calcutta on 24 October 1948, under the chairmanship of the President, Mr. Shibban Lal Saxena, it was decided to call upon port and dock workers at all Indian ports to strike from 16 December 1948. The meeting was attended by representatives of all port and dock unions from Bombay, Calcutta and Madras.

It was also resolved that the decision to strike would be put to the unions affiliated to the Federation for ratification by a suitable strike ballot by the end of November; if such a ballot ratified the strike decision, notices would be served on the employers concerned.

A charter of demands (vide paragraph 113, page 83, of the report of this Office for June 1948) had been submitted by the Federation to the port and dock authorities and the Government in May 1948 and a deputation of the Federation had also waited upon the Labour Minister, Government of India, in July to discuss their demands.

(The Statesman, 26-10-1948).

11

Conference of Labour Representatives,
Bombay, 27-28 November 1948: Proper
System of Controlled Economy urged.

A conference of labour representatives convened by Mr. Jaiprakash Narain, General Secretary of the Socialist Party of India, met at Bombay on 27 and 28 November 1948, to consider the present economic situation in India and the wage and price levels. The conference was presided over by Mr. N.M. Joshi. Communists, as well as Indian National Trade Union Congress, and All-India Trade Union Congress leaders did not attend the conference as invitations were sent only to trade union leaders from the ranks of the Socialist Party, the Indian Federation of Labour, and others who had recently resigned from the All-India Trade Union Congress. Among those attending were ~~Mr. V.G. Dayal~~ Mr. V.G. Dayal, Mr. R.A. Khedgikar, Mr. Asoka Mehta, Mr. T.S. Ramanujam, Mr. Shibnath Bannerji, Mr. Mrinal Kanti Bose, Mr. V.B. Karnik and Miss Maniben Kara.

The Conference passed resolutions demanding the introduction and enforcement of a ~~paper~~^{proper} system of controlled economy and the adoption of a vigorous taxation policy and the immediate grant of dearness allowance to Government, railway and other employees in accordance with the recommendations of the Pay Commission. The conference also proposed that the existing trade dispute settlement machinery should be replaced by a simple machinery providing for conciliation, inquiry and settlement by voluntary arbitration.

Mr. Joshi's address: Government's attitude criticised.— Addressing the conference, Mr. N.M. Joshi stated that it was unreasonable to expect labour not to fight with the only weapon available to it, ~~namely~~ namely refusal to work. He said that it seemed that the present Governments and the Congress Party pinned their faith in the compulsory use of the conciliation and adjudication machinery, and making strikes illegal for the purpose of the settlement of disputes and for uninterrupted production. His own view was that except perhaps in the case of very essential public utilities like water-supply and power for lighting and essential medical attention, the Government should not go beyond providing machinery for enquiry, conciliation and arbitration for voluntary use by the parties. The Government should leave the settlement to the parties themselves or to the pressure of public opinion to be exerted on the parties to come to a reasonable settlement, after the machinery for settlement had given an indication as to which party was in the ~~was~~ wrong. "Such a settlement" was much better than the enforcement of an

award by compulsion, which was not voluntarily accepted, and consequently leaves a bitterness behind.

Need for planned economy.- A strong machinery for formulating an economic policy was necessary. The machinery should consist of an economic commission staffed by full-time men with experience in different economic fields. He suggested that there should be a kind of an advisory Economic Planning Parliament consisting of representatives of all interests and all ~~prob~~ points of view on economic matters.

Dearness allowance inadequate.- The extreme poverty and backward condition of the common people which had continued for a long time had made the recent sufferings more intolerable. In this connection he pointed out that dearness allowance had not been linked with the cost of living index except for certain industries in Bombay. Regretting the Government's failure to implement the recommendation of the Pay Commission regarding increased dearness allowance for Government employees he said that it was unjust to throw any responsibility on the workers for curbing inflation. The Government, no doubt, was taking steps to check inflation, but till it was done and the prices were stabilised and also lowered to a reasonable level, the Government could not shirk the responsibility of implementing the recommendations of the Pay Commission.

In conclusion Mr. Joshi referred to the Government's anti-inflation measures and said that it would be a mistake to avoid or even to postpone expenditure for increasing production. He opined that there was a large scope for increasing taxation on the wealthy classes which had amassed large fortunes. For checking inflation it was preferable to depend on additional taxation rather than upon economy in essential expenditure.

Resolutions:-

Measures to fight inflation: Controlled economy favoured.- The resolution on inflation, while expressing the view that the present economic and social structure should be replaced by a socialist economy, stated that to fight inflation with any success, a proper system of controlled economy would have to be introduced and enforced. It suggested the adoption of measures for: (a) ensuring complete security of tenure to the tiller of the soil; (b) a fifty per cent reduction of the land rents; (c) encouragement of co-operative farming; (d) supply as well as loan of agricultural implements and improved varieties of seeds and manures at controlled prices, preferably through co-operative societies; and (e) the provision of cheap agricultural credit preferably through co-operative agencies, with a view to increasing production of food-grains and other agricultural commodities.

The resolution further urged the adoption of the following measures: (1) Ensuring of a living wage and other improvements in the working and living conditions of industrial workers; (2) replacement of worn-out machinery by up-to-date ~~machineries~~ machinery; (3) encouragement of cottage industries; (4) development of new industries only under State ownership and control and a vigorous programme of nationalisation of important industries starting with banks and basic industries.

The resolution also urged the taking over of all British interests in the State and off-setting their value against Sterling balances for the ~~purpose~~ purpose of increasing industrial production, augmenting of supplies of essential commodities by importing consumer goods in adequate quantities under a system of State monopoly of all the import and export trade, extension of price control and rationing of essential commodities.

Regarding taxation policy the resolution advocated the immediate adoption of a vigorous taxation policy, including a more steeply graded system of Income-tax, increase in the Business Profits Tax, imposition of steeply graded Death duties and introduction of a tax on agricultural incomes besides measures for mopping up of the surplus purchasing ~~power~~ through a radical currency reform and adoption of a nation-wide housing programme for the common people.

Immediate grant of dearness allowance according to Pay Commission's recommendations demanded.- The conference protested against the Government of India's policy in not implementing the Central Pay Commission's report and demanded extension of the principle of linking up the dearness allowance with the cost of living index to all industries and occupations to which it had been made applicable so far.

Industrial relations: Simpler settlement machinery demanded.- By another resolution the Conference criticised the recent legislations relating to trade disputes enacted by the Central and Provincial Governments and demanded the establishment of a simple machinery providing for conciliation, enquiry and settlement by voluntary arbitration, and called upon the workers to develop sufficient strength to compel the Government to change their present anti-labour policy.

(The Times of India, dated 29-11-1948;
The Hindu, dated 29-11-1948).

33. Employers' Professional Organisations.

India - November 1948.

Annual Report of the Employers' Association of Northern India for 1947.

The following information about the conditions of work of labourers employed in factories controlled by the Employers' Association of Northern India, Kanpur, is taken from the 11th Annual Report of the Association for the period 1 January to 31 December 1947, presented to the Annual General Meeting of the Association held at Kanpur on 29 October 1948.

Number of workers.- The total aggregate labour force employed by member concerns of the Association for the year under review was 119,120 as against 107,845 in 1946. Of this the number of workers employed in Cawnpore increased from 73,772 in 1946 to 75,698 and the number of workers employed in other centres from 34,073 to 43,422.

Labour complaints.- The total number of labour complaints received during 1947 was 2,375 as against 1,388 during the previous year; the number of complaints thus showed a further heavy increase of 71.11 per cent. The report states that practically all the complaints were received through the Government Labour Office and, of these, a greater majority were from workers direct. The complaints recorded by unions, however, also showed some increase. It is further stated that workers continued to make full use of the conciliation machinery provided by the provincial Government.

The total number of cases heard by the Labour Commissioner was 2,228 as against 1,082 in the previous year. The findings in 88.09 per cent of these cases were in favour of the Association, in 11.34 per cent against and in 0.57 per cent neutral. In 21.59 per cent of the cases decisions were pending at the close of the year.

Labour Bureau: Placement record.- The number of workmen registered in the Association's Labour Bureau during the year under review was 6,453 as against 9,556 for 1946, and the number for whom employment was found 5,350 as against 7,738. The relative percentage of men who secured employment to those registered for the two years under comparison being 82.90 and 80.97.

98.7 per cent of the workers registered for employment at the Labour Bureau were from the United Provinces as against ~~22x~~ 99.7 for the previous year.

The percentage of literate among the workers registered increased by 9.45 from 28.14 to 37.59. The ~~text~~ test of literacy, however, is a very low one being education upto 3rd class vernacular standard.

Grant of 12½ percent wage/increase.- As from 1 July 1947 the ~~Textile Industry members~~ of the Association in Kanpur granted a wage increase of 12½ per cent of 1938 basic wages to their workers as interim relief. This was followed by similar increase granted by members in other industries covered by the Association from different dates.

Labour situation: Number of strikes.- The total number of strikes ~~xxx~~ in all member concerns of the Association for 1947 was 76, out of which 49 were in Kanpur alone. 67 of these strikes were declared illegal as they were launched without due notice. Viewed industry-wise, strikes in Textiles accounted for 59.21 per cent; Leather 6.58 per cent; Jute 6.95 per cent; Woollen 6.58 per cent; Hosiery 5.26 per cent; and other industries 18.42 per cent. The number of workers involved in strikes decreased from 105,037 in 1946 to 92,411 for the year under review. The number of working days lost was 1,013,046 (959,919 in Kanpur and 53,127 in outstations) and the amount lost in wages 1,883,789 rupees (1,789,564 rupees in Kanpur and 94,225 rupees in outstations). The corresponding figures for 1946 were 668,895 working days and 1,234,389 rupees.

The main demands on which workers struck work related to 10 days holidays with pay, dear food allowance, gratuity, reinstatement of discharged workmen, etc.

War dear food allowance, gratuity and supply of food grains.- The highest weighted cost of living index figures recorded during the period under review were, for the general cost of living index, 420 in October 1947 (base, August 1939=100) and for the subsidiary cost of living index, 384 also for October 1947; the corresponding lowest figures being 341 and 311 (March). The subsidiary figure rose abruptly in the month of June (341) and went on rising till it reached the highest in October (384). During November it fell to 375 and finally, stood at 349 at the end of the year. The War Dear Food Allowance paid by the majority of the Association's members is linked to the cost of living index. In the case of Kanpur members and those outstation members who are supplying foodgrains at concessional rates in accordance with the Association's prices, the scales are linked to the subsidiary index and in all other cases they have been linked to the

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general cost of living index. The pay level upto which War Dearness Food Allowance was paid was 150 rupees a month in the cotton, woollen, leather and jute industries and tanneries. In the first three, the scale of allowance corresponding to a cost of living index above 200 was ~~4 1/2~~ 6 1/2 annas per day plus 1.4 pies per day per point of increase beyond 200 upto 400; in the last two categories the minimum payable was 5 annas a day and 1 pie per day per point of increase beyond 200 upto 400.

Members in the cotton, woollen, jute, oil and leather industries declared a gratuity of 4 annas in the rupee on basic wages and the majority of the remaining members a gratuity ranging from 2 annas to 4 annas in the rupee.

As in previous years, mill grain shops continued to supply grain to employees at concessional rates. The number of shops in Kanpur working under the Industrial Rationing Scheme was 96 as compared to 101 in the previous year. The total cost of purchases by members concerns during the year amounted to 17,705,312 rupees as against 17,674,480 rupees during 1946.

Supply of quinine.- The Association continued to purchase supplies of quinine from Government and was able to assist member concerns in meeting their requirements.

General situation.- The report states that the state of indiscipline amongst workmen continued to grow throughout the year and resulted in a serious riot in one of the mills, followed by Police firing outside the Mills, and in some serious incidents in other mills. In fact the state of indiscipline grew to such an extent that normal working in mills and factories as a whole has been a very difficult matter throughout the year. The Association from time to time drew the attention of the provincial Government to this state of affairs and action was taken by Government with a view to improve matters.

The main unions operating in Kanpur during the year under review were:- (1) Suti Mills Mazdoor Union, Kanpur. (2) Kanpur Mazdoor Sabha. (3) Kanpur Tannery and Leather Workers' Union. (4) Kanpur Leather Workers' Union. (5) The Oil-Mill Workers' Union. The report points out that from the membership of the unions, it would appear ~~at~~ that still there is no union that can lay claim to be really representative when the total number of workmen employed in Kanpur is taken into consideration. There was considerable rivalry between unions and also amongst the so-called leaders during the year and this also had its effect on the state of indiscipline in mills and the number of illegal strikes. Whilst officially some of the unions tried to persuade the workmen to follow constitutional methods, the advice of the more moderate leaders was not acceptable to workmen as a whole. ~~in their present state of mind.~~
(The Annual Report of the Association for the year 1946

was summarised at pages 36-38 of the report of this Office for October 1947).

(Eleventh Annual Report of the Employers' Association of Northern India, Kanpur).

South India Estate Labour Relations
Organisation constituted.

For some time past the Executive and Labour Advisory Committees of the United Planters' Association of Southern India have been planning a suitable organisation to deal with labour affairs and the growing volume of labour legislation. Eventually they resolved to recommend the setting up of an organisation known as the South India Estate Labour Relations Organisation modelled substantially on the lines of the Ceylon Planters' Employers Federation. This recommendation was accepted at a meeting of Principals' representatives held at Coonoor, on 11 August 1947. The meeting elected a preliminary Council for the new Organisation and the South India Estate Labour Relations Organisation was formally inaugurated at a meeting of Principals and Principals' representatives at Coonoor on 12 December 1947. The new Organisation then ratified draft rules and elected the first Council with Mr. R. Walker as the President. Under the rules of the Organisation the Council shall consist of not less than 15 nor more than 21 members of the Organisation or their representatives duly appointed and not less than one-third of the number of such members of the Organisation shall be planters.

Objects.- Among the more important objects of the Organisation are: (a) to maintain and promote goodwill and to establish just and equitable principles in dealings between members and members, and employees; (b) to review and regulate the conditions affecting the relations between members and employees, between members and members, and, where possible, between employees and employees; (c) to collect, classify, circulate and publish statistics and other information relating to all questions concerning the relation between members and employees; (d) to encourage, support and ensure united or concerted action among members in dealing with demands made or action taken by employees or any class or classes of employees or by any trade union or other organised body representing other employers

or employees or workpeople in all matters or questions affecting the general or common interests of members; (e) to encourage the payment of equitable rates of wages and salaries; (f) to establish and support or aid in the establishment and support of associations, institutions, funds, trusts and schemes for the provision of benefits for and general welfare of employees, including employees of the Organisation; (g) to undertake by conference or otherwise the settlement of disputes between members and between members and employees and to arbitrate in the settlement of such disputes between parties willing and agreeing to abide by the judgement of the Organisation or of any arbitrator or arbitrators nominated by the Organisation; (h) to ~~neg~~ negotiate on behalf of members with workers' trade unions and/or other employees' organisations; and (i) to communicate with public authorities, employers' federations, planters' or employees' associations, trade unions and kindred bodies on all matters affecting the interests of members and other employers of labour and of employees, and to promote or oppose legislation and other measures affecting the same and, in particular, to co-operate with the United Planters' Association of Southern India.

Membership.- The number of members of the Organisation as at 31 March 1948 was 87 subscribing in respect of 130,095 acres of tea and 76,990 acres of other products at the rate of 4½ annas per annum^{per} acre for tea and half of that rate for other products. The number of members has since increased to 97 subscribing in respect of 131,283 acres of tea and 78,367 acres of other products.

Activities.- The following information regarding the activities of the Organisation since its inception is taken from an address delivered by Mr. D.C. Kothari, Vice-President of the Organisation at its annual general meeting held during August 1948:

Conditions of service of estate staff: Sub-Committee appointed.- In view of the fact that the membership of the South India Estate Labour Relations Organisation covers estates in the whole of South India the Council has adopted a policy of recognising only such unions as are organised on an industry-wide basis. In pursuance of this policy the Council has recognised the Estates Staffs Union of South India which represents members of staffs employed in estates over the whole of South India. The Estates Staffs Association of South India and the Estates Staffs Union of South India addressed a joint letter during November 1947 to the President of the United Planters' Association setting out a number of demands in connection with the classification and grading of staff employed on estates and determination of their scales of pay and terms of service. This letter was referred to the Council for disposal. The Council appointed a sub-committee to

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consider the question of the allocation and grouping of staff and to make recommendations regarding scales of pay. The Council adopted the recommendations of the sub-committee, and, on 25 March 1948, a circular incorporating the decisions of the Council was issued to the members. The sub-committee was later replaced by a Permanent Standing Committee.

Requests were received from two or three labour unions for recognition. As none of them, however, represented the industry as a whole, recognition was not extended to them but instructions were issued to all estate-members to co-operate with all unions whenever possible in the matter of the redress of day-to-day grievances and complaints.

Payment of bonus to workers.- Workers of certain estates situated in Madras Province demanded the payment of a ~~lax~~ lump sum bonus equivalent to 4 per cent of all earnings in cash during any particular year. The Council, at a meeting held on 12 December 1947, decided that this payment should be made on such estates where a demand for such payment was put up by the workers. Subsequent to this decision, the Nilgiri District Estate Workers' Union in so far as estate workers in the Nilgiris were concerned, and the Coimbatore District Estate Workers' Union in respect of estate workers in the Anamalais started an agitation in respect of a demand for a bonus equivalent to six months' wages. The Council later decided to issue a general recommendation to all estates to disburse a lump sum payment equivalent to four per cent of cash earnings during the year 1947. In view, however, of the adverse position of the coffee and rubber plantation industry during the years 1946 and 1947, it was decided that no general directive making it mandatory for all estate members to make this payment should be issued and that a permissive recommendation alone should be made in the matter. It was, however, hoped that all tea estates would accept this recommendation. The Unions sponsoring the demand for the payment of a six months' bonus carried on intensive propaganda against the acceptance by workers of this payment and the workers of many estates refused to accept the amount when offered. General strikes were decided upon for specified dates but trouble was averted through the intervention of the Government of Madras. The Government suggested that pending publication of the findings of the Expert Committee to be appointed by the Centre in connection with profit-sharing, an interim bonus equivalent to one anna in the rupee of cash earnings for 1947 should be paid to estate workers in the Province of Madras. ~~Then~~ The Council agreed to accept the recommendation of the Government in respect of tea estates in the Province provided that the bonus included the amount of the four per cent lump sum payment already recommended.

South Indian estates and recommendations of Industrial Committee.- The first session of the Tripartite Industrial Committee on Plantations (Tea Plantation Labour Conference, ~~xxx~~ vide pages 5-7 of the report of this Office for January 1947) was held in January 1947. So far as its recommendations regarding wages were concerned it did not affect the plantation industry of South India as the industry had already decided to establish a sliding scale of dearness allowances fluctuating with changes in the cost of living indices. The only concessions which were made were to agree to the payment of a maternity benefit and a sickness benefit for periods of sickness up to fourteen days. Representatives of the Council attended the second session of the Industrial Committee held in April 1948 (vide paragraph 121, pages 113-115 of the report of this Office for April 1948). Employers' representatives from South India were against further wage increases but finally accepted the general agreement reached, on the labour representative from the Province of Madras agreeing to accept lower rates of dearness allowances in respect of coffee and rubber ~~estate~~ workers.

Legislation affecting plantation workers.- Under the Industrial Employment (Standing Orders) Act, 1947, it is incumbent on all estates employing one hundred or more workers to frame Standing Orders governing the relations between ^{the} employer and the work people. The Council after detailed discussions decided that separate sets of standing orders should be framed in respect of estate staffs and estate workmen. This was considered necessary in view of the fact that considerable changes had been made in the conditions of service of estate staffs. The draft Joint Standing Orders were finally adopted at a meeting of the Council held in June 1948. These Standing Orders have been issued both to members of the United Planters' Association and to estates likely to employ more than hundred workers which are not members of the Association in the Province of Madras.

Though the application of the Payment of Wages Act, 1936 to all plantations in the Province of Madras during the year 1947, estates in the plantation industry have been included in the definition of the term "industry".

The Industrial Disputes Act, 1947 requires that ~~works~~ Works Committees should be set up in all industrial units employing one hundred or more workers. When the Act was still in the form of a Bill, a comprehensive note on the subject of Works Committees was issued to all District planters' Associations and to Agency Houses. Nearly 140 Works Committees have been set up under the instructions then issued over all the plantation areas in South India. A full inquiry was made into questions connected with the functioning of these committees and a report prepared on the basis of the information contained in a special questionnaire

issued on the subject has been forwarded to members of the Council and District Planters' Associations. The Rules made under the Industrial Disputes Act, 1947 by the Government of Madras were published in March 1948 and this was followed by a Government Notification asking all units employing more than a hundred workers to set up Works Committees. The Council has been in communication with the Government for the solution of certain practical difficulties in the application of the Rules to the plantation industry and a note containing instructions for the formation of such committees is under process of issue to all estate-members of the Association.

Liaison with Ceylon employers.- The Deputy President of the Ceylon Estates Employers' Federation visited India during June 1948 and met members of the Permanent Standing Sub-Committee of the Council. The object of Mr. Singleton Salmon's visit was to endeavour to establish a close liaison between employers' interests in the plantation industry not only in India and in Ceylon but, if possible, in all Asiatic countries. It was, however, felt that the time was not yet ripe for the creation of such a special liaison but it was agreed that the respective organisations should exchange as much information as possible on all matters relating to labour.

(Summarised from a copy of Report of the the Council for period 12 December 1947 to 31 March 1948 and text of Vice-President's speech at the Annual General Meeting held in August 1948, sent by the South India Labour Relations Organisation).

Pakistan: Associated Chambers of Commerce formed.

A new Association, known as the Associated Chambers of Commerce of Pakistan, (vide page 62 of the report of this Office for November 1947) has been formed in Pakistan with effect from 1 September 1948.

The President and Secretary of the Karachi Chamber of Commerce are the President and Secretary of "Association" for the time being, and the Deputy President is the present Chairman of the West Punjab and North-West Frontier Province Chamber of Commerce. That Chamber, together with the Chittagong, Karachi and Narayanganj Chambers are the original members of the Association, which in its constitution is very similar to the Associated Chambers of Commerce of India.

(Abstract of Proceedings of the Bengal Chamber of Commerce for the month of September 1948, received in this Office during November 1948).

CHAPTER 4. ECONOMIC QUESTIONS.

INDIA - NOVEMBER 1948.

41. Industrial and Mining Production.

Developing Mechanised Coal Extraction in India: New State-sponsored Company Formed.

The Government of India's 15 million rupees strip-mining plant, which has a production capacity of about four million tons of coal per year, will shortly be taken over by a new State-sponsored concern, the Indian Mining and Construction Company. It is proposed to make the four-year-old plant the nucleus round which big engineering ~~works~~ works for the mechanised mining of coal and excavation of gypsum will be built. In course of time, the new company may also undertake rock removing operations in connection with the Damodar Valley and other hydro-electric projects.

Lindsay Parkinson and Company, a British firm, will partner the Government of India in the new venture. The firm will hold 51 per cent of the shares of the Company, but the Government will have the option of acquiring majority control at any time after three years.

The following are the other important terms of the partnership agreement: First~~ly~~ the firm will be appointed the general managers of the new company for a period of ten years. But the Government will have the right to terminate their management at any time after six years by giving notice. As general managers, the firm will get emoluments partly related to the turnover and partly to the profits. Secondly, the new company will not borrow money or incur capital expenditure or dispose of capital assets without the previous approval of the Government of India. Lastly, the firm will train at its own expense 30 Indian civil and mechanical engineers in England, each for a period of two to three years.

Simultaneously with the inauguration of the new company, which is expected to give a great impetus to the mechanisation of Indian coal mining, the Central Government is making arrangements for setting up a school for coal miners in Bihar to produce a higher ~~type~~ type of skilled workers. The trainees will be taught to master every kind of mechanical equipment suitable for production under Indian conditions.

(The Times of India, dated 2-11-1948).

Rise in India's Industrial Production:
Increased output in Textiles, Steel,
Jute, Tea, etc., during July-September,
1948.

An Associated Press of India message states that industrial production in India—one of the factors on which the Government depends chiefly for the process of disinflation—shows an upward trend, according to ~~india~~ industrial production figures for 1948 available ~~to in~~ in New Delhi.

The figures show a steady rise in textile production, the output for the three months ended September 30, amounting to 1,152m yards while the mills in Bombay alone had consumed 16 per cent more cotton in October as compared to the same period last year. It is estimated that by the end of December next, the Indian mills will have completed the target production of 4,500m yards ~~of~~ of textiles for the year. An increase of production in other important industries like jute, steel and sugar is also ~~maintained~~ ^{maintained}. In September, Indian jute mills produced 95,000 tons of manufacture, a record for the past many months. The jute manufacture output for the third quarter was 274,000 tons, about 30,000 tons more than the production for the previous quarter. The most important item of export next to jute, tea also shows a sign of steady yield. With the annual estimated export value of 700 million rupees, India is estimated to harvest 550m pounds of tea. Sugar production for the year is estimated ~~at~~ at over 1,080,000 tons, about 200,000 tons more than last year.

The heavy steel industry, which suffered a reverse due to breakdown of the sheet plant in Bengal, is also stated to have recovered its normalcy and the Jamshedpur plant produced over 60,000 tons in October, the highest for the past 10 months. The industry is expected to regain its full productive capacity of 250,000 tons for the current quarter. The coal raisings, which sharply fell during the last six months also show an improvement and though the output for the third quarter was 6,710,000 tons, the current quarter is anticipated to record the target figure of 7 1/2m tons, with the total annual output for the year ~~at~~ at 30m tons.

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Pakistan to make Alloy Steels: British
Firm to set up Plant.

As a first step in^a the establishment of the steel industry in Pakistan, the Government of Pakistan has entered into an agreement with a British firm under which the firm will shortly set up in Pakistan a pilot plant for the manufacture of special alloy steels and magnets which can be utilized in aircraft instruments or telephones. The alloy steels to be manufactured will include high speed steels, hot and cold dye steels, plain carbon tool steels and fast finishing steels. The pilot ~~plant~~ plant will include a job foundry, a forge department, an annealing shop, a pattern shop and a rolling mill. Residential accommodation for staff and labour will be provided at the site of the factory.

The plant, which will be set up in West Pakistan, is expected to cost about 2.1 million rupees. The cost will be shared by the Pakistan Government to the extent of 61 per cent and the rest will be borne by provinces and some industrialists.

The Pakistan Government will send a technical officer to the United Kingdom to study detailed designs and plans. On return he will take charge of the construction work of the plant. A senior technical officer of the firm will assist him. The firm has further agreed to train in the United Kingdom free of cost, 15 Pakistani boys for six months.

(The Civil and Military Gazette, dated
16-11-1948).

Pakistan: Industrial Research Committee
formed.

The ~~Government~~ Government of Pakistan has set up a Committee for Industrial Research under the chairmanship of Dr. Nazir Ahmed, Secretary of the Board of Development.

The Committee will help in setting up a new institution and co-ordinate the working of the existing institutions. It will be responsible for the publication of scientific literature, and for the promotion of associated research.

(The Statesman, dated ~~29-10-1948~~
29-10-1948).

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42. Production and Export of Agricultural Products.

India - November 1948.

Madras: Madras Land Improvement Schemes
(Contour Bunding and Contour Trenching)
Bill, 1948.

The Government of Madras published on 2 November 1948 the Madras Land Improvement Schemes (Contour Bunding and Contour Trenching) Bill, 1948 to provide for the preparation and execution of land improvement schemes including contour bunding and ~~contour~~ contour trenching in the province.

The Statement of Objects and Reasons appended to the Bill points out that the Government has decided as a measure of famine relief in certain districts in the province, to adopt dry farming and contour bunding schemes on the model of a scheme operating in the Bijapur district of Bombay. The Bill is intended to give effect to this object. Under it, the owners of lands in which works are to be carried out in pursuance of a scheme will be liable to bear the cost of such works, in whole or in part, if the scheme so provides.

(The Fort St. George Gazette,
Part IV-A, dated 2 November 1948,
pages 403-409).

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Madras: The Madras Warehouses Bill, 1948.

The Government of Madras published on 2 November 1948 the Madras Warehouses Bill, 1948, to provide for the regulation and licensing of warehouses in the province of Madras.

The Statement of Objects and Reasons appended to the Bill explains that the Bill is intended to encourage the establishment of independent warehouses for the storage chiefly of agricultural produce, and to make provision for the proper supervision and control of such warehouses.

Under the provisions of the Bill Every warehouseman is required to take out a licence for the conduct of his business. Before granting a licence to a warehouseman, the prescribed authority will satisfy itself that the warehouse is suitable for the proper storage of the goods in respect of which the application is made, and that the applicant is competent to conduct the business. The warehouseman is required to take proper care of the goods deposited in the warehouse, ~~and~~ to keep it clean and free from damp and to take all necessary precautions against rats and other pests, etc. He is also required to insure goods of prescribed classes against loss or damage by fire, rain, floods, theft, riot or civil commotion, etc. The receipt issued by the warehouseman for the produce stored by him will be transferable by endorsement and will serve as a collateral security for any loan required by the agriculturist for the purpose of financing his seasonal agricultural operations etc.

Provision has been made for the inspection of licensed warehouses and also for the issue of licences to qualified persons entitling them to act as weighers, graders and samplers. The warehouseman is to provide facilities for weighing and grading goods deposited in the warehouse. Boards of Arbitrators are to be appointed by the Government or an authority prescribed by them, for deciding appeals against the refusal to grant or renew licences to warehouseman, weighers, samplers and graders, or against the suspension or cancellation of such licences. The Boards will also have jurisdiction to decide disputes and complaints arising under the Bill.

The Bill applies to goods specified in the Schedule, which comprise foodgrains, oil seeds, fibres, drugs and ~~maxe~~ narcotics, jaggery, sugar, spices and condiments, and potatoes. Government, however, is empowered to add other articles to, or omit any article from the Schedule.

(The Fort St. George Gazette, Part IV-A,
dated 2 November 1948, pages 411-420).

43. Foreign Trade and Exchanges.

India - November 1948.

India's Trade Pact with Japan: Priority for Imports of Industrial Raw Plant.

Under the terms of a sterling area trade agreement concluded recently at Tokyo between occupied Japan and five Commonwealth countries, including India, India ~~can~~ import goods from Japan to the value of 26 1/2 million dollars and export goods to the order of 17 million dollars.

Imports will consist mainly of machinery and plant, cotton yarn and fabrics, wool manufactures, industrial leather goods, ferro alloys, bicycles, electrical applicances, sewing machines, surgical and scientific apparatus and instruments, drugs, medicines, and dyes and pigments, pottery and porcelain, paper and paper products, rubber manufactures, glassware and glassware products. Exports by India will include raw materials, such as raw cotton, raw wool, jute, hemp, hides and skins, iron ore, ~~raw~~ pig iron, mica, manganese, coal, oil seeds, bones, hide flushings, animal hair, bristles, lac, stick-lac and shellac.

In view of the importance attached by the Government of India to imports of industrial machinery and plant, the Supreme Commander for the Allied Powers in Japan has accorded India high priority in the export of Japanese industrial production. As a further means of expediting conclusion of contracts with Japanese manufacturers, the Government of India, is sponsoring visits of 'bona fide' Indian traders to Japan so as to enable them to settle details on the spot and place firm orders.

(The Times of India, 19-11-1948).

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India: Protection for Indian Motor Vehicle
Battery Industry: Government of India's
Decisions.

The Government of India published on 4 November 1948 its decisions on the recommendations made by the Tariff Board on a claim for protection from the Motor Vehicle Battery Industry in India. The Tariff Board has held that the motor vehicle battery industry is being conducted on sound lines and that its development is in the interest of the nation. The Board has recommended, inter alia, that a protective duty of 80 per cent ~~of value~~ ad valorem should be imposed on imports of motor vehicle batteries from the United Kingdom and it should remain in force for a period of 3 years. If the existing preferential margins in favour of United Kingdom and Burma are to be maintained under the provisions of the Indo-British Trade Agreement of 1939, and the Indo-Burma Trade Agreement of 1941, the duties should be 90 per cent ad valorem (Standard), 80 per cent ad valorem (United Kingdom) and 68 per cent ad valorem (Burma). If however, the General Agreement on Tariffs and Trade concluded at Geneva is brought into effect the duties should be 86 per cent ad valorem (Standard), 80 per cent ad valorem (United Kingdom) and 68 per cent ad valorem (Burma). The same rate of protective duty should be levied on imports of plates for motor vehicle batteries. The Board feels that the continuance of the present import control, though it may be necessary for conserving foreign exchange resources, will not be required as a means of protecting the industry.

The Government of India, feels that imports of motor vehicle batteries should be allowed as freely as India's international balance of payments position would permit. With this end in view the Government has decided to accept the recommendations in order to enable the indigenous manufacturers to compete effectively with importers and take necessary steps to increase their output. The existing standard rate of 50 per cent ad valorem and the preferential rate of 42½ per cent on manufactures of United Kingdom will accordingly be replaced by protective duties of 86 per cent and 80 per cent ad valorem respectively. The preferential rate applicable to imports from Burma will be notified when necessary. These protective duties will remain in force upto 31 March 1950. A bill giving effect to these recommendations will be introduced in the Central Legislature later. The Government has meanwhile issued a notification under the Protective Duties Act, 1946, imposing with effect from 4 November 1948, a standard rate of duty of 87½ per cent ad valorem and a preferential rate of duty of 80 per cent ad valorem on imports of batteries and plates from the United Kingdom. (The Gazette of India, Extraordinary, dated 4 November, 1948, pages 1705-1709; Notification No. 218-T/II(4)/48, dated 4 November 1948).

44. Prices and Cost of Living.

India - November 1948.

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

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

Number of budgets collected.- In all 1,393 budgets were collected but only 1244 could be accepted for tabulation. Of these 912 were on monthly basis, 57 on fortnightly and 275 on weekly basis. Of the 912 monthly budgets, 35 budgets were rejected as they did not conform to the definition of a family adopted for the enquiry and another 10 were also rejected as they either contained incomplete information or could not be classed as industrial workers. Thus, 867 monthly budgets were accepted for tabulation. Of these, 176 related to those living singly and 691 to those living with their families. As regards ^{the} 57 fortnightly budgets, 43 were for families and 14 for ~~their~~ singlemen. Of the 275 weekly budgets 220 were for families and 55 for sig singlemen.

* Government of India: Report on an Enquiry into Family Budgets of Industrial Workers in Jamshedpur: S.R. Deshpande, Director, Cost of Living Index Scheme; pp v+75: Published by the Manager of Publications, Delhi, 1948; price Rs.1-14-0 or 2s.9d.

Composition of family.- The enquiry shows that the average number of persons per family comes to 4.42 although on an average, 2.94 dependants live away from the family. The average family consists of 1.82 adult men, 1.27 adult women, 0.97 male children and 0.86 female children. Speaking generally, it was found that, as the income increases the average number of persons in the family also increases. Thus, while in the lowest income group the family consists of 2.57 persons, in the highest it consists of 6.55 persons. The large size families of seven or more persons were found in the income groups 60 rupees and above.

Earners and dependants in families.- An average family consisting of 4.42 persons contains 1.83 earners and 3.09 dependants. The bulk of the earners are adult men. There appears to be little employment of women and children because an average family consists only of 0.09 adult women earners and 0.02 ~~child~~ child earners. Although among the 691 monthly budgets there are 1.33 earners, on an average, per family, the bulk of the families or 73.66 per cent of the total are one wage-earner families, 143 or 20.69 per cent of the total two earner families, while ³⁴ or 4.92 per cent there are three and in five or 0.73 per cent four earners. There were no families with more than four earners. Among 167 men wage-earners (other than the head of family), in 82 cases it was the brother who was helping, in 44 a son, in 27 a father and in the remaining 14 cases other relatives. Out of the 59 cases in which a woman was helping, in no fewer than 39 or 66.10 per cent of the total it was the wife who was earning.

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

<u>Composition of Family Income (691 budgets)</u>			
Average Monthly income from regular employment	Rs.	As.	Ps.
Monthly wages (including wartime pay) dearness allowances, etc.	86	2	6
Money value of concessions.	4	4	11
Average monthly income from sources other than regular			
<u>Employment</u>			
House rent .	0	5	11
Agriculture.	0	4	4
Others.	1	11	7
Total average monthly income.	92	13	3

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Of the total family income accruing from wages and allowances, 76.66 per cent is contributed by the head, 18.75 per cent by other adult men and 2.05 per cent by women and children.

The average monthly expenditure of a family amounted to 67 rupees 15 annas 6 pies. The following table shows the distribution of family expenditure:-

<u>Average monthly expenditure (691 budgets)</u>				
	Rs.	As.	Ps.	Percentage on total expenditure.
Food	44	11	2	65.76
Fuel and lighting...	3	11	0	5.43
House rent.....	3	3	0	4.69
Clothing and footwear.	6	13	6	10.07
Household requisites..	0	3	11	0.36
Miscellaneous.....	9	4	11	13.69
Total monthly expenditure.	67	15	6	100.00

Excluding amounts spent on remittances to dependants, interest on loans, etc., the average monthly expenditure of families in the different income groups was in each case less than the average monthly income. This was somewhat contrary to the experience in the other selected centres and is, probably due to the fact that industrial workers at Jamshedpur are employed in the engineering trades and, therefore, have high earnings. The expenditure on food progressively increases as the income increases and this seems to suggest that the families in the higher income groups eat more and/or better food. The percentage expenditure on food also, generally speaking, decreases as the income increases, that in the lowest income group being 71.30 and 60.78 in the highest income group. The expenditure on miscellaneous items ~~also~~ also, generally speaking, increases with the income.

Indebtedness among families.- Despite the comparatively higher level of income in Jamshedpur, it was found that in 166 budgets out of a total of 691, there was a deficit. During the course of the investigation an attempt was made to collect information regarding indebtedness of the worker. This information cannot be regarded as being completely reliable but ~~the~~ its analysis shows that 430 out of the 691 families reported that they were in debt, the average amount of debt per family reporting indebtedness being 234 rupees 11 annas and 8 pies. The money was borrowed for ordinary wants, marriages, sickness, etc. The source of loan is, generally the money-lender although in some cases, amounts are withdrawn from the provident fund.

Singlemen budgets: remittance to dependants.- The data collected during the investigation shows that, on an average, a singleman had 5.55 dependants living away from him. Out of the 176 samples, 91 reported that they were making regular remittances to their dependants. The average amount of remittance for those making remittances come to 25 rupees 4 annas and 11 pies, the average for all being 13 rupees 1 anna and 4 pies per month.

Income and expenditure.- The average monthly income per single person comes to 69 rupees 12 annas and 4 pies as compared to the average monthly income of 71 rupees 2 annas and 8 pies of the head of a family. The income consists of wages and allowances including money value of concessions. Singlemen have few ~~outside~~ other outside sources of income and it is seen that, on an average, this income comes to hardly a rupee a month.

The average monthly expenditure for a singleman, excluding insurance premia, remittances to dependants and loans which come to 22 rupees 9 annas and 7 pies is as follows:-

<u>Average monthly expenditure for singlemen budgets</u>				
	Rs.	As.	Ps.	Percentage on monthly expendi- ture.
Food	22	0	3	59.48
Fuel and lighting...	2	6	10	6.56
House rent	2	4	11	6.23
Clothing and footwear.	3	3	5	8.67
Household requisites..	0	4	5	0.75
Miscellaneous.....	6	12	6	18.31
Total.....	37	0	4	100.00

Thus, while the average monthly income is 69 rupees 12 annas and 4 pies the average monthly expenditure (including remittances to dependants, etc.) is 59 rupees 9 annas and ~~11~~ 11 pies, leaving a surplus of 10 rupees 2 annas and 5 pies per month.

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Family Budgets of Plantation Workers in
Madras Province and Coorg and Cochin State:
Reports published.

The Tea Plantation Labour Conference in January 1947 (vide pages ~~5-7~~ 5-7 of the report of this Office for January 1947) discussed, among other matters, the question of fair wage for plantation workers. To have a basis for revision of wages, it was decided to conduct rapid family budget enquiries in the tea, coffee and ~~xxxxxxx~~ rubber estates in Assam and Bengal, South India and the States of Mysore, Travancore and Cochin. The family budget enquiry in the estates of Madras Province and Coorg and Cochin State was conducted during the period July-September 1947. The following facts regarding these areas are taken from the summaries of reports published in the September 1948 issue of the Indian Labour Gazette. (The reports relating to Assam, Bengal and Mysore were summarised at pages 29-30 of the report of this Office for September 1948).

Number of budgets collected.- In all 511 budgets were collected covering 41 estates. The following table shows the number of budgets collected in Madras Province and Coorg and Cochin State:-

Name of region	Tea estates	Coffee estates	Rubber estates
Madras Province and Coorg.....	274	122	45
Cochin State.....	20	12	38

In rubber estates, as a rule, the workers come single to the plantations, leaving their dependants behind and hence 64 per cent of the budgets, in this case related to single workers.

Tea plantations: Conditions in Madras Province.- and in the tea plantations of Madras Province over 80 per cent of the families were in the weekly income group 5 rupees and below 15 rupees. The average number of persons per family came to 3.80 consisting of 2.41 earners and 1.39 dependants. The earners included men, women and children. The average weekly income per family was 11 rupees 13 annas and 1 pie. Out of this 11 rupees 5 annas and 10 pies or 96.2 per cent, constituted income from employment in the estate and only 3.8 per cent was income from other sources such as from work done outside on Sundays, ~~s&sd~~ selling firewood etc. Wages accounted for 55.1 per cent of the total family income and dearness allowance bonus etc. for 41.1 per cent.

The rates of wages were generally 8 annas for men, 6 annas for women and 4 annas for children. A district allowance of 8 to 9 annas for men, 5½ to 6 annas for women and 4 annas for children per day was also being paid. It was found that on an average the worker works for only 20 days in the month or roughly 4.7 days per week. The average weekly expenditure per family excluding amounts spent on interest on loans, remittances to dependants etc., came to 11 rupees 11 annas and 7 pies as against the weekly family income of 11 rupees 13 annas and 1 pie. The weekly expenditure on food alone worked out to 8 rupees 10 annas and 5 pies or 73.79 per cent of the total showing thereby that the consumption pattern of the workers is that of the very poor. Hardly any expenditure was incurred on housing and fuel. The expenditure on clothing amounted to 14 annas and 11 pies per week.

Conditions in Cochin State.- In Cochin the average family consisted of 3.70 persons comprising 2.60 earners and 1.10 dependants. The average weekly income was 12 rupees and 10 annas, 99.4 per cent of which accrued from employment in the estates; 54.4 per cent represented wages and 45.0 per cent allowances. The rates of wages were 8 annas for men, 6 annas for women and 4 annas for children and an equal amount was given by way of allowances. On an average the workers worked for 4.5 days per week. The average weekly expenditure of the family was 10 rupees 7 annas and 9 pies. Food accounted for 8 rupees 1 anna or 76.9 per cent of the total weekly expenditure. The consumption of cereals per adult male per day was 8.7 oz.

Coffee plantations: conditions in Madras Province and Coorg.- As many as 82.8 per cent of the families were in the income group of 5 rupees and below 15 rupees. The average number of persons per family was 3.40 consisting of 2.38 earners and 1.02 dependants. The earning strength consisted of 1.04 adult men, 0.98 adult women and 0.36 children. The average weekly income of the family was 8 rupees 12 annas 1 pie, 96 per cent of which accrued from employment in the estate. Of the income derived from the estate 71.07 per cent represented basic wages and the rest allowances and concessions. Rates of basic wages were 8 annas for men, 6 annas for women and 3 to 4 annas for children. Besides the basic wages wage, workers were given a district allowance ranging from 2 annas to 8 annas per day for men, 1 anna to 5 annas 6 pies for women and 1 anna to 4 annas for children. On an average the men work for 4.2 days in the week, women for 3.8 and children for 3.7 days. The total weekly expenditure of the family came to 8 rupees 9 annas 11 pies of which 6 rupees 2 annas 3 pies or 71.24 per cent was spent on food. The consumption of cereals came to 11.74 gms. per adult male per day.

Conditions in Cochin.- The average number of persons per family was 2.75 consisting of 2.08 earners and 0.67 dependants. The average weekly income was 10 rupees 10 annas 2 pies and the entire income was earned from employment in the estates; 51.8 per cent of the income represented wages and the rest allowances. The rates of wages paid were 8 annas for men, 6 annas for women and 4 annas for children. An equal amount was given by way of allowances. It was found that on the average men and children worked for 4.4 days in the week and women for 4.2 days. The average weekly expenditure of the family was 8 rupees 3 annas and 4 pies and of this 6 rupees 6 annas 7 pies or 78.11 per cent was spent on food alone. The average consumption of cereals of per adult male per day worked out to 16 ozs.

Rubber plantations: Conditions in Madras Province and Coorg.- The average weekly income of single ~~workers~~ workers was 5 rupees 11 annas 7 pies and of families 8 rupees 15 annas 4 pies. Unlike in tea and coffee estates, the bulk of the family income was earned by the head of the family. For example 81.6 per cent of the basic wages earned by the family was earned by its head. In fact, one special feature of employment in rubber ~~xxxx~~ estates is that there is not much work available for women and children and this is the reason why most of the workers go to rubber estates single. It was seen that 95.27 per cent of the total income in the case of single men and the entire income in the case of families accrued from employment in the estate. Wages and overtime accounted for 71.07 per cent and 74.1 per cent of the total income, for single men and families respectively. Overtime work is very common in rubber estates specially in the case of tappers. The wage rates in rubber estates were not standardised and wide variations were noticed in the rates as between one estate and another. The rates of wages including allowances were generally 12 annas to 1 rupee for men, 6 to 8 annas for women and 4 to 6 annas for children. On an average the worker was found working only for 4.2 days in the week. Involuntary unemployment on account of bad weather is also common in rubber estates. The average total weekly expenditure of single workers excluding remittance to dependants was 6 rupees 1 anna and 8 pies and that of the average family was 9 rupees 10 annas 3 pies. Expenditure on food represented 4 rupees 11 annas 6 pies and 7 rupees 8 annas 5 pies or 77.3 and 78.1 per cent of total expenditure for single men and families respectively. The average consumption of cereals per adult male was 9.86 ozs. per day.

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Conditions in Cochin.- The average weekly income of single workers was 6 rupees 9 annas 1 pie, 98.3 per cent of which accrued from employment in the estate. Wages including overtime pay accounted for 67.4 per cent of the income. In the case of families the average weekly income was 12 rupees 6 annas 6 pies. The entire income accrued from employment in the estate and wages including overtime accounted for 65.4 per cent. Basic wages were generally 7 annas for men and 4½ annas for women. A dearness allowance of 4½ annas was also given to both categories of workers. On an average men were working for 4.9 days and women for 4.7 days per week. The total weekly expenditure was 4 rupees 13 annas 10 pies in the case of singlemen and 9 rupees 1 anna and 11 pies in the case of families. Expenditure on food represented 75.91 and 74.93 per cent respectively of the total weekly income. The intake of cereals was on the average 11.7 ozs. per day per adult male.

Undernourishment among workers.- In all the three types of estates, nearly three-quarters of the expenditure was on food but the average budgets showed that the diets were very poor and almost entirely lacking in protective foods. An examination by the Clinical Research Officer of the Nutrition Research Laboratories, Coonoor, of some selected families of workers ~~examined~~ revealed that 80 per cent of the workers were 10 per cent or more below the standard weight in relation to their height and age and that 81 per cent of persons above 12 and 61.3 per cent of children showed vitamin A deficiency. Anaemia was also common. The Medical Officer of the Cochin State reported that the calorific intake was far below the requirements and that clinical signs of under-nutrition were seen in the underweight of many of the members of the workers' families.

(Indian Labour Gazette, September, 1948).

Steps to Fight Inflation: Limitation of Dividends and Heavier Taxation of Luxury Goods: Ordinance promulgated.

On 29 October 1948, the Government of India promulgated an Ordinance giving effect to its decision temporarily to limit the distribution of dividends ~~to~~ ~~limitation~~ as one of the principal measures to combat inflation (vide paragraph 44, pages 15-18 of the report of this Office for October 1948). Some of the other measures announced are heavier taxation of luxury goods by way of an increase in the import duty on these articles, a reduction of export duty on cotton textiles from 25 per cent ad valorem to 10 per cent ad valorem and ~~the~~ ~~abolition~~ abolition with immediate effect, ~~the~~ the export duty on castor oil and castor seed, thus stimulating trade and industry.

The Public Companies (Limitation of Dividends) Ordinance, 1948.- The Ordinance, which comes into force immediately, is limited to public companies and provides that in future the amount distributed as dividend should be limited to the average annual amount distributed in cash in the two years ending March 1948, or six per cent of the paid-up capital of the company, whichever is higher. In calculating the amount of the average dividend distributed in the past two years, adjustments will be made for any alteration in the paid-up capital. The rights of holders of preference shares will not be affected but the return on future issues of such shares will be limited to six per cent.

The Indian Tariff (Amendment) Ordinance, 1948.- The main items affected are articles of luxury consumption such as ale, beer, brandy, whisky and other spirituous liquors, tobacco manufactured and unmanufactured cigars and cigarettes, and a number of miscellaneous articles like gold-plated or silver-plated ware, toys and games requisites, etc., for which the existing import duty will be increased by about 25 per cent ad valorem. The overall surcharge at present levied on certain other luxury items like fabrics of silk and art silk, particularly textiles containing 50 per cent or more of either of these materials, will be increased from 1/5th to 1/2 involving a net ad valorem increase of 25 per cent over the existing rate.

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Relief to cotton and castor trades.- Representations were recently made to the Government that the export duties on cotton textiles and the export duties on oils and oil-seeds, particularly castor oil and castor seed, were having an adverse effect on India's export trade. The Government, after examining the matter in all its aspects, has decided ~~final~~ finally to reduce the export duty on cotton textiles from 25 per cent ad valorem to 10 per cent ad valorem and to abolish with immediate effect the export duty on castor oil and castor ~~seed~~ seed.

(The Gazette of India, Extraordinary, dated 29-10-1948 and 9-11-1948, pages 1693-1696 and 1745-1748; The Hindu, dated 30-10-1948).

West Bengal: The West Bengal Black Marketing Act, 1948 (West Bengal Act XXXII of 1948).

The West Bengal Black Marketing Bill, 1947 (vide page 76 of the report of this Office for November 1947), as passed by the West Bengal Legislature received the assent of the Governor-General of India and has been gazetted as the West Bengal Black Marketing Act, 1948 (West Bengal Act XXXII of 1948). The Act is to come into force on the date on which the West Bengal Black Marketing Ordinance (vide paragraph 44 page 24 of the report of this Office for June 1948) ceases to operate.

(The Calcutta Gazette, Extraordinary, Part III, dated 17-10-1948, pages 1057-1063).

45. Economic Development and Control.

India - November 1948.

India: The Central Silk Board Act, 1948
(Act No. LXI of 1948).

The Government of India gazetted on 20 September 1948 the Central Silk Board Act, 1948 (Act No. LXI of 1948).

The Act, which ~~is~~ extends to all the provinces and such of the Acceding States for which the Dominion Legislature has power to make laws as respects the development of silk industry, is intended for the development under Central control of the raw silk industry and provides for the establishment of a Central Silk Board consisting of 24 representatives of the Central, provincial and certain States' Governments and representatives of the silk industry. The functions of the Board inter alia are to advise Government generally on matters relating to the development of the raw silk industry, including the import and export of raw silk, to supervise the expansion of the silk industry, to improve the quality standards of the ~~silk~~ industry, to undertake, assist, ^{and} encourage scientific, technological and economic research etc. Provision is made for grants to the Board of such sums as the Central Government may consider necessary, for enabling the Board to exercise its powers and discharge its duties under the Act. The Central Government is empowered to levy and collect as a cess, a duty of excise on all filature raw silk and on all spun silk, reeled in the territories to which the Act applies, at such rates as the Government may determine. ~~Until~~ ~~such~~ ~~time~~ ~~as~~ ~~the~~ ~~Board~~ ~~is~~ ~~constituted~~ ~~the~~ ~~Central~~ ~~Government~~ ~~constituted~~ the Central Government is further empowered to exercise any of the powers conferred or discharge any of the duties imposed upon the Board.

(The Gazette of India, Extraordinary, Part IV, dated 20 September 1948, pages 282-286, received in this Office during November 1948).

Burma: Nationalisation of Industries in
Burma: Economic Council constituted.

By a resolution dated 16 October 1948, the Government of Burma has constituted an Economic Council, (vide page 20 ~~of~~ of the report of this Office for October 1948), consisting of the Vice-President of the National Planning Board as the Chairman and 6 other members. The Secretary, Ministry of National Planning will be ^{the} Secretary of the Council.

The Council, is required to formulate and submit to Government proposals as to which industries should be nationalized and to consider and submit recommendations to Government as to which industries ~~and~~ and/or classes of industries should, within the framework of the Constitution, continue to be private enterprises or enterprises of Local ~~Self-Government~~ ~~Self-Government~~ Self-Governing Bodies, including the question as to what conditions should govern their operation, and ~~with~~ which among these industries should be given the support and encouragement of Government, specifying their extent and manner. The Council will have the power to co-opt such additional Members as it may require from time to time and is required to submit its report to the Minister for National Planning.

(Supplement to the Burma Gazette,
dated 30 October, 1948, pages 788-789).

India: Control over Production of Mill
Cloth: Advisory Committee set up.

A Government of India Press Note states that the Government has constituted a Committee consisting of 9 members to advise on it on measures of technical control over the production of cloth in mills.

The terms of reference to the Committee include examination of proposals intended to secure the production of durable varieties of cloth, suggestions regarding a restriction or prohibition of the production of fine and superfine varieties of cloth with a view to increasing total production and ~~facilities~~ facilitating controlled distribution, the practicability of such a restriction or prohibition in view of the present and prospective supplies of cotton, the probable effect of such restriction or prohibition on the progress and development of the textile industry in India, and the possibility of rationalising the varieties of cloth produced.

Pending the report of the Committee the Government has decided to introduce certain tentative measures of control from 1 December 1948. These are intended to secure the production of durable varieties.

(The Statesman, dated 24-10-1948).

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46. Wages.

India - November 1948.

United Provinces Labour Enquiry Committee's
Recommendations accepted by Government:
New Rates of Pay and Allowances announced.

The Government of the United Provinces has accepted some of the recommendations of the first report of the United Provinces Labour Enquiry Committee (vide paragraph 46, pages 25-31 of the report of this Office for July 1948). In a resolution on the report the Government has announced its decision to enforce from 1 December 1948 a basic minimum wage of 30 rupees a month for urban textile workers and of 28 rupees a month to those living in places other than cities. On the question of bonus the Government ~~feels~~ feels that as the matter is already under consideration of the Government of India on an all-India basis, it is not desirable for a provincial Government to formulate any local scheme for the payment of bonus. The Government has ~~further~~ accepted the principle of equal pay for equal work irrespective of the sex of the worker. Men and women will get the same wage for similar work. An adolescent worker, viz., one above 15 years of age and under 18 years of age, will get the same wage as an adult worker. A child worker viz., one below 15 ^e years of age, will receive 2/3rd of the minimum consolidated wage admissible to an adult worker. The ~~Government~~ Government has further laid down a ~~table~~ of dearness allowance linking it with the cost of living index and proposes to appoint a committee to examine and investigate the "capacity of certain industries to bear the extra burdens that would be imposed by the implementation of the decisions of the Enquiry Committee". The Government's resolution on the report is summarised below.

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Economic Conditions.- The resolution points out that with inflation and transport difficulties the economy of the country has been seriously disturbed. Except for essential commodities, such as food, cloth, coal etc., the priority allotted to most industries and concerns in the matter of railway transport is so low that a great many industrial concerns have much difficulty in moving raw materials and in disposing of the finished product. The division of India has further created problems in industries like jute. A number of industries for example, glass, vegetable oils, jute, etc., are working very far below capacity because of difficulties of transport and because of very limited supplies of chemicals and other imported raw material or ~~xxxx~~ process material.

The cost of production per unit of product in such industries is consequently high and in conditions of inflation the ordinary consumer often has to go without his supplies. The Government feels that it would be most detrimental to the economy of the country, and ultimately to labour itself, to further unduly raise unit production cost. Moreover, while under normal conditions the elimination of inefficient units in each industry is a desirable objective, under present conditions, both from the point of view of maximising production and from the point of view of maintaining employment, it is almost impossible to eliminate any productive unit, however inefficient. Capital goods being available with great difficulty and transport being very difficult, new units (whether in the same industry or in other industries) which would replace the eliminated inefficient units will take a considerable time to be erected and brought to working order. What is perhaps more important, in circumstances like these is that new employment carrying at least ~~xxxx~~ equal emoluments can not be guaranteed to persons rendered workless by the elimination of inefficient units.

For these reasons the Government could not at present accept the concept of the representative unit in deciding the capacity of industry to pay. The method adopted by the Enquiry Committee to determine the capacity of industry to bear the burden that would be imposed by implementing its recommendations can not be applied under present conditions.

The Government feels that the capacity of certain industries to bear the extra burdens that would be imposed by the implementation of the decisions of the Committee requires further careful and expert investigation. The Government intends to order such investigation as early as possible. For this purpose it is proposed to appoint immediately a committee consisting of a high-level judicial officer and an expert in company accounts to examine this matter within a stipulated period.

Minimum wage for certain workers: 30 Rupees a month fixed.- Taking into account all the relevant factors, the Government considers that it is possible to fix a minimum basic wage of 30 rupees per mensem for the cotton textile and woollen textile industry in the urban areas of Cawnpore, Agra, Meerut, Bareilly, Lucknow, Allahabad and Benares. For the cotton and woollen textile industry, in places other than the cities mentioned, a basic minimum wage of 28 rupees per mensem is reasonable.

For other industries except electricity undertakings in the large cities, sugar, and all industries given in Schedule I of the Minimum Wages Act, (woollen carpet making or shawl weaving establishment, rice, flour and dal mills, tobacco, cinchona, rubber, tea, or coffee, oil mills, employment under local authorities, road construction or building operations, stone-breaking or stone-crushing, ~~lax~~ lac manufacture, mica works, public motor transport, tanneries and leather manufacture), a basic minimum wage of 26 rupees per mensem in the cities mentioned, and of 25 rupees per mensem in places other than these cities is to be enforced just now.

Clerical staff: Minimum wage of 55 Rupees a month accepted.- For clerical staff, the basic minimum wage of 55 rupees recommended by the Committee is acceptable to Government for clerks possessing at least a matriculation or equivalent certificates. For clerical staff with lower educational qualifications, a basic minimum wage of 40 rupees per mensem is considered reasonable.

Dearness allowance.- The following scale of dearness allowance has been laid down:

Cost of Living index.	Dearness Allowance in annas per point rise	
	Textile	Large electricity undertakings.
100 to 125	Nil	Nil
126 to 200	3 annas	2.5 annas
201 to 300	2.8 annas	2.4 annas
301 to 400	2.7 annas	2.3 annas
401 to 500	2.5 annas	2.2 annas
501 to 600	2.3 annas	2.0 annas
601 to 700	2 annas	1.8 annas
Other industries (excluding sugar and certain electricity undertakings).	Dearness allowance in annas per point, rise.	
Cost of living index		
100 to 125	nil	
126 to 300	2 annas	
301 to 500	1.9 annas	
501 to 700	1.8 annas	

Basic wages.- In order to remove anomalies that will arise as a result of the enforcement of a minimum basic wage which will bring to the same level all prevailing wages lower than the proposed minimum, the following increases in basic wages have been laid down:

TEXTILE INDUSTRY

Prevailing basic wages		Increment			
	Rs.		Urban	Rural	
			Rs.	Rs.	
Up to	20	Raise to	30	Raise to	28
Rs. 21 to	23		9		7
Rs. 24 to	27		8		6
Rs. 28 to	34	Raise to	35	Raise to	34

OTHER INDUSTRIES

Prevailing basic wages		Increment			
	Rs.		Urban	Rural	
			Rs.	Rs.	
Up to	16	Raise to	26	Raise to	25
Rs. 17 to	20	Raise to	27	Raise to	26
Rs. 21 to	24	Raise to	28	Raise to	27
Rs. 25 to	28	Raise to	29	Raise to	28

For clerical staff, the consolidated minimum wage (that is basic wage plus dearness allowance) payable to ~~clerical staff~~ at each level of cost of living index shall exceed the consolidated minimum wage payable to factory labour in the industry and ~~to~~ in the locality by 10 per cent.

Equal pay for equal work.- The Government has accepted the principle of equal pay for equal work irrespective of the sex of the worker. Men and women will get the same wage for similar work. An adolescent worker, viz., one above 15 years of age and under 18 years of age, will get the same wage as an adult ~~workern~~ worker. A child worker, viz., one below 15 yearsof age, will receive two-thirds of the minimum consolidated wage admissible to an adult worker.

Dearness allowance and output of work.- The Government is of the opinion that, as in the case of ~~the~~ basic wage, the dearness allowance should also be liable to increase and decrease according as more or less work or time is put in by a worker; ~~xxxxxx~~ and accordingly it has decided that dearness allowance and basic wage should be consolidated for purposes of all payments to be made to workers for services rendered by them.

The Government also considers that workers must be given some relief against the increasing number of closures in various industries in the ~~xxxxxxx~~ province. It holds that the workers should be given some sort of subsistence allowance for specified periods when they have to be unemployed involuntarily.

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Details of both these decisions are being worked out and separate orders will be issued as soon as possible.

Sugar industry and certain electricity undertakings.-
The Government's decisions do not apply to the sugar industry as, owing to the seasonal nature of the industry, the industry has to be dealt with on a separate basis. Certain electricity undertakings managed by Messrs. Martin Burn, Limited, have been the subject of ad hoc recommendations by a conciliation board, and the wages recommended for these undertakings have been enforced. These wages are to continue.

Grant of bonus.- The question of bonus is under the consideration of the Government of India on an all-India basis and it is not possible for the provincial Government to formulate any local scheme for the payment of bonus. For the present, the existing system will continue.

Standardisation.- As regards standardisation the Government regrets that apart from other reasons, in the absence of a complete standardisation of occupational terms and of a careful classification of occupations into the categories of "unskilled", "semi-skilled", "skilled" and "highly skilled", it is not possible to prescribe minimum wages and differentials for each of these categories. This matter is, further, intimately connected with the question of nationalisation and standardisation of masters. These and cognate matters require further examination. For similar reasons, and because of the compulsion to keep going even comparatively less efficient units, it is not possible immediately to introduce any scheme of standardisation of wages particularly in view of the fact that the Committee has itself observed that the ~~scheme~~ scheme of standardisation suggested by it has been worked out in a hurry and contains many loopholes.

The new rates of wages and allowances are to come into effect from 1 December 1948.

U.P Sugar Workers to get Production Bonus
For 1947-1948: Government's Order.

In exercise of the powers conferred by section 3 of the United Provinces Industrial Disputes Act, 1947, the provincial Government has directed every vacuum pan sugar factory in the province to pay bonus to its ~~workmen~~ workmen in respect of the 1947-48 crushing season according to the following scales:

<u>Amount of cane crushed</u> <u>during 1947-48.</u> <i>(10 lakhs = 1 million)</i>	<u>Rate of bonus per maund</u> <u>(1 md.=approximately 82 lbs)</u> <u>of the production of sugar</u> <u>during 1947-48.</u>
Under 10 lakh maunds	4 annas
under 10 to 18 lakh maunds	6 annas
Under 18 to 20 lakh maunds	8 annas
Under 20 to 35 lakh maunds	10 annas
Under Over 35 lakh maunds	11 annas.

Half the total amount of the bonus is to be paid by 30 November 1948. The ~~workmen~~ balance will be paid on or before a date to be specified by the Government in January 1949 after reviewing the position of the sugar factories with particular reference to the disposal of the last year sugar stocks and the prices at which this stock is sold.

(Government Gazette of the United Provinces, Extraordinary, dated 20-11-1948, pages 1-2).

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Bombay: Industrial Dispute between the Millowners' Association and Clerical Employees: Industrial Court's Award.

The Government of Bombay published on 28 October 1948 the text of an Industrial Court Award, in a dispute between the Millowners' Association of Bombay and a certain category of employees (clerks) in the cotton textile industry. The dispute related to grievances about promotions, pay scales, working hours and allowances.

The number of clerks affected by the dispute is about 6550 and they constitute all the categories of the clerical staff employed in the member mills of the Millowners' Association of Bombay. Their grievances were that they were subjected to different conditions of service, and that their pay and service conditions varied from mill to mill. The demands included uniform scales of pay occupationwise and uniform conditions of service in the textile mills in Bombay.

The Arbitrator awarded that the chief clerks should be given a salary in the scale of 270 rupees to 330 rupees with an annual increment of 15 rupees, senior grade clerks ~~with~~ a starting salary of 210 rupees rising up to 270 rupees at the end of 6 years and ~~gaxi~~ junior grade clerks ~~for~~ the scale of 65 rupees to 210 rupees with ~~zanging~~ varying annual increments. The Arbitrator gave general directions to the Millowners' Association that persons doing clerical work - those who did routine work of writing, copying or making calculations - should be treated as clerks.

The demand of the employees that the working hours should not be more than seven hours for each work ~~seven~~ ^{and} day ~~hours and to reduce the spreading day,~~ excluding rest or recess period, was rejected. The Arbitrator, however, "recommended to the Association to limit the working hours to ^{hours and} ~~over~~ period to nine hours or at the most to nine and a half hours".

*hours and
the spread -* ←

The Arbitrator directed that such of the mills as had not instituted a provident fund scheme, should do so by which the employee and the employer would each contribute an amount equivalent to 1/12th of the basic salary of the employee. The demand for gratuity was also conceded.

(The Bombay Government Gazette, Extraordinary, dated 28 October, 1948, pages 4772-4783; The Bombay Chronicle, 1 November 1948).

48. Public Finance.
India - November 1948.

Provincial Finance Ministers' Conference,
New Delhi, 30 and 31 October 1948: Centre
to scrutinise All Development Plans.

With a view to co-ordinating ^{the} financial policies of the Central and provincial Governments, a conference of provincial Finance Ministers was held at New Delhi on 30 and 31 October 1948, under the chairmanship of Dr. John Matthai, Finance Minister, Government of India.

The major part of the discussion centred on the subjects of ~~the~~ financing of provincial post-war development schemes and the distribution of income-tax. Other items discussed related to the co-ordination of provincial and Central borrowing and the need for a uniform policy in the matter of provincial excise, specially with regard to medicinal and toilet preparations containing spirit.

Talks were also held on the need for popularising the small savings movement and the necessity for organising an efficient machinery, provincial and Central, for collecting up-to-date statistics.

The provinces generally agreed to the principle that in carrying out their development schemes full co-operation with the Centre was necessary in order to avoid worsening of the inflationary position.

Development schemes.- As regards post-war development schemes, some of the provincial Ministers explained that in their present position it would be difficult to meet the stipulation suggested by the Centre that an equal amount should be made available from their own resources. It is understood that East Punjab, supported by West Bengal and Assam, proposed that if the Centre ~~was~~ not prepared to finance the ~~entire~~ cost of approved schemes, its share should be at least 75 per cent. The Central Provinces and ~~Bihar~~ Bihar also asked for more money on the ground that these provinces were backward in the matter of development. It was also ~~stated~~ stated that in deciding priority for development schemes

consideration should be given to the fact that a large number of schemes had already been started, postponement of which would be uneconomical. The point was also raised that the grow-more-food campaign should not be included in the ordinary development grant which the provinces had been led to expect. Further, restriction on the provinces using their accumulated balances for financing development projects would ~~cause~~ cause hardships, particularly as the Central grant was contingent upon the provinces spending an equal amount.

In his concluding remarks, Dr. Matthai said he found general agreement on the question of priorities ~~for~~ for various schemes. He agreed that a certain amount of weightage in respect of particular provinces was justified. Productivity of a particular scheme was to be a major consideration while the question of priority was being decided. While re-examining schemes by the provinces, the Centre would lay definite tests to judge the suitability of the schemes and provide a stable financial basis for them.

Sales tax.- The main points in the report of the committee appointed to study the sales tax question were: (1) No sales duty should be levied on the export from one province to another of grains, ~~and~~ pulses and certain other similar commodities. (2) A ceiling of three pies in the rupee ~~should~~ should be fixed for sales tax on industrial raw material, exported from one province to another. The materials included were coal, cement, steel, cotton, cotton yarn, hides and skins, oil seeds, rubber, minerals and jute. (3) A ceiling of three pies in the rupee ~~should~~ should be fixed on the export of textiles, plant machinery, vegetable oil products and sugar. It would be open to a province, however, to levy a further tax on internal consumption of these goods. (4) A uniform tax of one anna in the ~~one~~ rupee on the export of luxury goods, including refrigerators, jewellery, radios, gramophones and motor vehicles. (5) No province should charge any sales tax on a commodity exported by it, if on that same commodity it does not levy tax in the case of internal consumption. (6) No sales tax should be levied on agricultural implements used by hand.

The conference approved the report of the committee.

Distribution of income tax.- With regard to the distribution of income tax, it is understood that while some provinces took the view that the present ratio of distribution should be kept intact for some time to come, other provinces, including West Bengal, East Punjab and Assam, felt that ~~reversal~~ ^{reversal} of the ratio of allocation of funds was necessary. Their main argument was that they had been partitioned and their economy had been adversely affected. It is understood that the question is to be re-examined.

Excise duty.- The conference generally agreed on the need for a uniform policy in the matter of levying excise duty on medicinal and toilet requisites containing spirit. A conference of provincial excise officials will be convened at an early date to work out details of a scheme in this connection.

Collection of statistics.- Steps to be taken to improve the collection of statistics at the Centre and in the provinces were discussed. It was stated that in most provinces statistical organisations were already functioning and that these would co-operate with any Central agency that might be set up for the purpose.

Small savings and Central borrowing.- As regards the co-operation of the provinces in furthering the small savings movement the view was expressed that it might be an advantage if the provincial savings organisations were made the responsibility of the provinces. The general view was that some kind of agency paid on a commission basis was necessary to sustain and develop the movement.

Regarding co-ordination of provincial and Central borrowing it was pointed out that under present conditions in the money market it would be difficult to forecast some months ahead the amount that it may be possible to borrow from the market. The dates on which the provinces should furnish information to the Centre and the Reserve Bank of their estimated loan requirements were settled.

(The Statesman, dated 1-11-1948).

49. Rehabilitation.

India - November 1948.

Pakistan: The Pakistan (Protection of Evacuee Property) Ordinance, 1948, and the Pakistan (Economic Rehabilitation) Ordinance, 1948, promulgated.

The Governor-General of Pakistan promulgated on 18 October 1948, the Pakistan (Protection of Evacuee Property) Ordinance, 1948, and the Pakistan (Economic Rehabilitation) Ordinance, 1948.

The first Ordinance has been issued to prevent dislocation in the economic life of the Dominion caused by the property, business or undertaking having been abandoned and seeks to protect and take care of the property of evacuees from Pakistan. The second Ordinance provides for the ~~restoration~~ restoration and maintenance of the economic life of Pakistan and the orderly settlement of persons who have taken refuge therein.

In both these Ordinances, an evacuee has been defined as a person who has been or is absenting himself from Pakistan and whose property in Pakistan is not personally occupied, supervised or kept by him or whose business or undertaking in Pakistan has ceased, whether wholly or partially, to be carried on or is being carried on by an unauthorized person, which includes an agent, manager or partner of an evacuee appointed or admitted as such after August 14, 1947. A refugee has been defined as a person who was previously domiciled in India and has now taken refuge in Pakistan from any part of India by reasons of the disturbances arising out of the setting up of the Dominions of Pakistan and India. As evacuee who satisfies the Custodian or Rehabilitation authority that he has returned to Pakistan for permanent residence shall cease to be an evacuee.

The Pakistan Protection of Evacuee Property Ordinance provides for the appointment of one or more custodians of evacuee property in such areas as may be specified by notification. No person shall be appointed as custodian unless he has been or is a judge of the High Court. Transfer of any right over an evacuee's property made by the evacuee or his agent on or after 1 August 1947, shall not be deemed to have conferred any right or remedy on the parties to such a transfer unless such a transfer is confirmed by the custodian upon an application made to him within a prescribed period. The custodian shall not confirm a transfer unless the consideration is paid in his presence or the transaction is proved to his satisfaction to be a bona fide one and subject also to the production of a certificate by the income-tax authorities certifying that the proposed transfer shall not cause loss to the revenue of Pakistan.

The Pakistan Economic Rehabilitation Ordinance provides for the appointment of one or more Rehabilitation Commissioners whose duties shall be to repair the dislocation and secure an orderly entrance for the refugees in the economies of the Dominion. The Ordinance provides that in addition to the evacuee property, the Central Government can requisition any movable property by an order in writing, except property used for purposes of religious worship.

By notifications dated 20 October 1948, the Government of Pakistan has directed that the two Ordinances shall come into force in West Punjab, the North-West Frontier Province, ~~and~~ Sind and the Capital of the Federation on 20 October 1948.

(The Gazette of Pakistan, Extraordinary, dated 18 October 1948, pages 487-507; Notification No. 2(18)/48 RR, dated 20 October 1948 - The Gazette of Pakistan Extraordinary, dated 20 October 1948, pages 511-512; The Statesman, dated 20 October 1948).

India: The Resettlement of Displaced Persons (Land Acquisition) Act, 1948.

The Resettlement of Displaced Persons (Land Acquisition) Bill, 1948 (vide paragraph 49, page 42 of the report of this Office for September 1948), as passed by the Constituent Assembly of India (Legislative), received the assent of the Governor-General of India on 20 September 1948 and has now been gazetted as an Act, ~~1948~~ (Act No. LX of 1948).

(The Gazette of India, Extraordinary, ~~dated~~ Part IV, dated 20 September, 1948, pages 279-282, received in this Office during November, 1948).

CHAPTER 5. WORKING CONDITIONS.

INDIA - NOVEMBER 1948.

51. Hours of Work.

Madras: Madras Non-Power Factories Act, 1947: Date of Enforcement.

By a notification dated 27 October 1948 the Government of Madras has ordered that all the provisions of the Madras Non-Power Factories Act, 1947 (vide pages 60-62 of the report of this Office for April 1948) except section 1 thereof which has already come into force will be applied to the whole of the Province with effect on and from 1 January 1949.

(G.O.Ms.No.5338 Development, dated 27 October, 1948;
The Fort St. George Gazette, Part I, dated 9 November 1948, page 1075).

Burma: The Mines (Amendment) Act, 1948 (Burma Act No. XLVII of 1948) gazetted.

The (Burma) Mines (Amendment) Bill, 1948 (vide paragraph 51, page 45 of the report of this Office for September 1948), was signed by the Provisional President of the Union of Burma on 22 October 1948 and has been gazetted as the Mines (Amendment) Act, 1948 (Burma Act No. XLVII of 1948).

By a notification dated 5 November 1948 the President of the Union of Burma has directed that the Mines (Amendment) Act, 1948, shall come into force with effect from 6 November 1948.

(The Burma Gazette, Part I, dated 30 October 1948, pages 1120-1122;
Notification No. 336 dated 5 November 1948;
The Burma Gazette, Part I, dated 13 November, 1948, page 1253).

52. Welfare and Workers' Leisure.

India - November 1948.

India: Government of India's Decision on
Railway Grainshops Enquiry Committee's
Report.

The Government of India gazetted on 6 November 1948 its decision on the recommendations of the Railway Grainshops ~~Enquiry~~ Enquiry Committee (vide paragraph 52, page 58 of the report of this Office for March 1948). The main recommendations of the Committee are:

(1) Each individual railway employee should be permitted to opt for the entire dearness allowance in cash as payable to other Central Government employees or for the continuance of the present cash dearness allowance in accordance with Railway Rules combined with the grainshop concession in the revised form as below. Such option should, however, be exercised within two months of the acceptance of the Report by the Government and should be final and irrevocable if it is in favour of the full cash dearness allowance. On the E.P. Railway, however, all grainshops are to be closed forthwith.

(2) A single lump sum payment on the following scale should be given to those workers drawing a basic pay of 50 rupees a month or less who opt for the full cash dearness allowance if option is exercised by them within the stipulated period of two months as referred to in item (1) above:-

X Area (Kanpur, Bombay and Calcutta).....	120 rupees.
B Area (Towns with a population of over 250,000 each).....	90 rupees.
B Area (Towns with a population of 50,000 or more but less than 250,000).....	60 rupees.
C Area (all other localities).....	30 rupees.

(3) That the grainshops should be retained for those who do not exercise the option as a temporary expedient but should be restricted to the supply of five essential articles, namely, cereals, pulses, cooking oils, salt and matches.

(4) Except in areas where there is statutory rationing, Railway workers should be free to take their entire cereal ration in wheat or rice of medium quality, the scale of ration for every worker being increased from 12 ozs. to 16 ozs. per day which is the existing standard ration for a heavy manual worker. The scale of ration for other members of the worker's family, however, should remain at 12 ozs. per day as at present.

(5) The selling prices of the commodities should be uniform all over India and should be as follows:-

	Rs.	As.	P.	
(a) Cereals -				
Wheat & Rice	0*	2	6	per seer.
(b) Pulses.....	0	4	0	per seer.
(c) Cooking oils	0	8	0	per seer.
(d) Salt	0	1	0	per seer.
(e) Matches	0	0	6	per box.

(6) That the sale of commodities at concessional rates should be confined to Railway staff drawing a basic pay of less than 250 rupees, and grainshops should discontinue the practice of supplying commodities to other staff at non-concessional rates. Casual labour should be paid at market rates and all new recruits to railway service should be paid their dearness allowance entirely in cash at the scale prescribed for other Central Government employees and should be excluded from the privilege and of the grainshop concessions.

(7) Procurement of wheat and rice instead of being made by the railways themselves in the open market should be undertaken by the Food Ministry of the Government of India while the arrangement for the supply of matches should be made by the Railway Board direct from match factories to the Railways. The procurement of ~~grain~~ pulses, cooking oils and salt should be through open tenders called by Joint Purchasing Committees of Railways consisting of Grainshop Officers, Accounts Officers and two representatives of Labour Unions.

(8) Staff participation in grainshop management should be secured by the setting up of Committees attached to each grainshop consisting mainly of representatives of Railway workers.

(9) The setting up of Co-operative Stores by Railway workers should be encouraged.

The Government of India having considered the recommendations of the Committee, particularly in relation to the present policy to check inflation and to re-introduce controls, decided to accept them subject to the following modifications:-

(1) That the quantity of the cereal ration shall be in conformity with Provincial Rationing Rules, but the difference between the quantity of 16 ozs. per day for the worker and 12 ozs. per day for each adult member of his family and the quantities allowed by the rules shall be made up by an addition in the pulse ration equal to half this difference.

~~That the~~

(2) That the Grainshops shall be continued on the E.P. Railway also on the same terms as on other railways and the staff of the E.P. Railway be permitted to exercise individual option in favour of the entire dearness allowance in cash or for the continuance of relief in cash and kind in the same way as employees on other Indian Government Railways.

(3) That the decision of Government regarding the recommendation in respect of the setting up of Co-operative Stores by Railway employees be deferred pending its further examination.

(4) The last date for exercise of individual option by Railway employees shall be 31 December 1948, and the resolution shall come into full operation on 1 January 1949.

(The Gazette of India, Part I, Section 1, dated 6 November 1948, pages 1489-1490).

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56. Labour Administration.

India - November 1948.

Central Provinces and Berar: Working of
Factories Act during 1947.

Number of factories and number of workers employed.- In Central Provinces and Berar during 1947, the number of factories on the registers increased from 1,258 to 1,261. While 104 new factories, mostly rice mills, engineering workshops, saw mills and oil mills were registered during the year, 101 factories most of which were gins and presses and saw mills were removed from the registers. The number of factories actually working during the year was 938, of which 642 were perennial and 296 seasonal.

The average daily number of persons employed in the working factories decreased from 101,355 in 1946 to 97,219 in 1947. Of these, 20,360 were women and 1,668 were adolescents or children. The following table shows the distribution of workers among the various industries in the province during the year 1946 and 1947:-

Industry	Average daily number of workers employed in	
	1947	1946
Government and Local Fund Factories—		
Perennial.....	18,844	23,831
Seasonal.....	8	-
All Other Factories—		
Perennial—		
Textiles.....	29,277	28,319
Engineering.....	3,370	2,802
Minerals & Metals.	83	96
Food, Drink & Tobacco.....	6,584	6,228
Chemicals & Dyes..	6,705	6,267
Paper & Printing..	1,180	1,304
Wood, Stone & Glass.	8,185	7,824
Miscellaneous.....	347	202
Seasonal—		
Food, Drink & Tobacco.	22, -	9
Gins and Presses...	22,636	24,473
Grand Total ..	97,219	101,355

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The main reduction in employment was in the Government owned ordnance factories.

Accidents and safety measures.- The number of accidents increased from 1,835 in 1946 to 2,152 in 1947. The number was as high as 811 in the ordnance factories as against 579 in 1946 in spite of the big reduction in employment in this group. ~~There were~~ There were 19 fatal accidents during the year, as against 9 in 1946. Serious accidents also increased from 63 in 1946 to 73 in 1947. The incidence of accidents per 1,000 workers employed was 22.8 in all industries as against 18.1 in 1946. The rate was as high as 176.2 in railway workshops, 59.3 in ordnance factories and 61.4 in power houses. Five of the fatal accidents were caused by machinery and four by an ~~am~~ explosion. Most of the serious accidents were caused by machinery while the minor accidents were caused mainly by falling or flying objects, hand tools, etc.

Considerable difficulty was experienced in maintaining the standards of fencing and safety devices to the desired levels. The wartime difficulties in the availability of the requisite material continued to hamper progress in this direction. Lack of workmanship and technical skill were other impending factors. All new constructions conformed to the desired standards of lighting and ventilation. No substantial improvements could, however, be effected in the old factories due to scarcity of material. In regard to sanitation, the rapid growth of the saw mills in big cities like Nagpur without any regard to the inadequacy of the space available created new problems. These factories are reported to be working in small temporary structures without any ~~sanitary~~ municipal amenities such as conservancy, water-mains for fire, etc.

Housing and welfare activities.- No large housing schemes could be undertaken during the year because of the general scarcity of building materials and their abnormal costs. One cement factory, one ordnance factory and two potteries, however, increased their housing accommodation. Of the total employed, only 9,421 or a little less than one-tenth are provided with quarters by the management.

Creches continued to be maintained satisfactorily and received favourable and sympathetic attention of the employers. About 270 babies were accommodated in creches. Existing canteens attached to factories made little progress. During the year, it was made compulsory under the Act for ~~the~~ factories employing 250 or more workers to provide canteens for the workers employed. Schools maintained by factories imparted education to 1,164 children and 1,320 others received education outside. The health of the workers was generally good.

Inspections and prosecutions.- The total number of inspections made during the year under review was 1,191, and the number of factories inspected 910. 69 cases were instituted against the occupiers and managers of 32 factories. Convictions were obtained in 39 cases and fines ranging from 10 rupees to 100 rupees were levied. 18 cases were pending at the end of the year.

(The working of the Factories Act in Central Provinces and Berar during 1946 was summarised at pages 64-65 of the report of this Office for April 1948).

(Indian Labour Gazette, September, 1948).

Orissa: Working of the Factories Act during 1947.

Number of factories and number of workers employed.- The number of registered factories in Orissa increased from 179 in 1946 to 221 in 1947. 7 factories did ~~work~~ not work during the year and annual returns could not be obtained from 30 of ~~them~~ the newly notified bidi factories. The total number of returns received was therefore only 184.

The average daily number of persons employed in the 184 factories, which submitted returns, was 10,592, while the figure reported in 1946 was 7,443. The average daily number of women employed during the year was 2,649. Adolescents and children numbered 516. The following table shows the average daily number of employed in the factories ~~submitting~~ submitting returns during the years 1947 and 1946.

Industries.	1947	1946
Government and Local Fund factories.	1,224	1,119
All Other factories—		
Perennial -		
Engineering.....	156	185
Minerals & Metals.....	161	-
Food, Drink & Tobacco.....	6,461	3,664
Chemicals & Dyes.....	112	42
Paper and Printing.....	1,562	1,587
Wood, Stone & Glass.....	504	672
Miscellaneous.....	-	15
Seasonal -		
Food, Drink & Tobacco.....	372	405
Miscellaneous.....	40	54
Grand Total.....	10,592	7,443

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The main increase in employment appears to be due to the inclusion of bidi factories notified under Section 5 (1) of the Act.

Accidents and safety measures.- The total number of accidents during the year was 132 against 133 in the preceding year. 9 of these were serious and 123 minor. There was no fatal accident. Most of the accidents took place in the railway workshops. The serious accidents were caused mainly by machinery and rolling stock on lines. Most of the minor accidents were caused by falling ~~objektia~~ objects and machinery.

Sanitary arrangements were reported to be satisfactory. Drinking water was supplied adequately, ~~exxcept~~ except in one glass factory. Ventilation and lighting were also satisfactory. No case of epidemic or occupational and industrial disease was reported.

Inspections and prosecutions.- The total number of inspections made was 95. There was a dearth of trained inspectors and more inspections could not therefore be made. The number of factories inspected was 67. Prosecutions were launched against a ~~we~~ saw mill and a rice mill, the one for not notifying its existence and the other for not providing the safety measures.

(The working of the Factories Act in Orissa Province during 1946 was summarised at page 66 of the report of this Office for April 1948).

(Indian Labour Gazette, September, 1948).

59. General.

India - November 1948.

Central Provinces and Berar: The Central
Provinces and Berar Regulation of Manufacture
of Bidis (Agricultural Purposes) Act, 1948
(Central Provinces and Berar Act No. LXIV, of 1948).

The Government of the Central Provinces and Berar gazetted on 20 October 1948, the Central Provinces and Berar Regulation of Manufacture of Bidis (Agricultural Purposes) Act, 1948, to provide measures for the supply of adequate labour for agricultural purposes in bidi manufacturing areas. The Act replaces with certain changes the Central Provinces and Berar Regulation of the Manufacture of Bidis Ordinance, 1948, to which reference was made in paragraph 59, page 59 of the ~~xxx~~ report of this Office for July 1948. The Deputy Commissioner is empowered under the Act to prohibit the manufacture of bidis in specified villages during the agricultural season ~~to~~ to fix the minimum wage to be paid to any labourer or class of labourers employed in agricultural operations and in the manufacture of bidis during the agricultural season.

(The Central Provinces and Berar
Gazette, Extraordinary, dated
20 October 1948, pages 1257-1258).

Bihar: The Bihar Boiler Attendants' Rules, 1948.

The Government of Bihar gazetted on 10 November 1948 the Bihar Boiler Attendants' Rules, 1948 framed in exercise of the powers conferred by section 29 of the Indian Boilers Act, 1923. The rules provide inter alia for the different classes of certificates of competency to be granted to attendants in charge of boilers, prescribe the manner of conducting examination by the Board of Examiners for the grant of such certificates, the qualifications required for admission to the examination and the conditions under which the certificates will be granted and suspended.

(The Bihar Gazette, Part II, dated 10 November 1948, pages 2501-2509).

Bombay: Employment Situation and Wage Trends in the Chemical and Dye-Stuff Industry during the period 1937-1946.

The employment situation and wage trends in the chemical and dye-stuff industry during the period 1937-1946 are reviewed briefly in a note published in the August issue of the Labour Gazette, Bombay. The following is a summary of the ~~xxxx~~ note.

Number of units and workers employed.- There were 262 units in the chemical and dye-stuff industry in the province employing more than ~~30,000~~ 30,000 workers on 31 December 1946. Corresponding figures for 1937 were ~~13~~ 145 and 15,788 respectively. Since 1939 there has been a steady increase in employment in this industry. The employment reached its peak on 31 December 1944 when there were 31,769 workers in 230 units. The years 1945 and 1946 witnessed a drop in the number of workers—31,059 and 30,637 respectively, while the number of factories rose from 230 to 252 and 262. The following table gives the number of units, the workers employed therein and the indices during the period 1937-1946:-

Year	Number of Units	Average daily Number of Workers Employed	Employment Indices (1939=100)
1937	145	15,788	85.43
1938	151	16,961	91.78
1939	169	18,481	100.00
1940	176	19,906	107.71
1941	194	25,515	138.06
1942	197	26,579	143.82
1943	217	30,780	166.55
1944	230	31,769	171.90
1945	252	31,059	168.06
1946	262	30,637	165.78

Earnings.- During the period under review the per capita total annual earnings of the workers did not fall below 243 rupees. The highest annual earning, 664 rupees, was in 1946 and the lowest, 243 rupees in 1937. From 1937 onward earnings showed an upward trend but it was only after 1942 that a steep rise in wage trends was recorded. The following table gives details of per capita annual earnings from 1937 to 1946:-

Year	Average Per capita Earnings (Annual)	Increase(+) or decrease(-) in earnings over previous year	Percentage increase(+) or decrease(-) in earnings over previous year
	Rs.	Rs.	
1937.....	243.23
1938.....	253.12	+ 9.89	+ 4.06
1939.....	256.82	+ 3.70	+ 1.46
1940.....	269.63	+ 12.81	+ 4.99
1941.....	274.06	+ 4.43	+ 1.64
1942.....	372.75	+ 98.69	+ 36.01
1943.....	567.92	+195.17	+ 52.36
1944.....	634.59	+ 66.67	+ 11.74
1945.....	663.11	+ 28.52	+ 4.49
1946.....	663.99	+ .88	+ .13

The following table shows the indices of earnings during 1937-1946 (Base: 1939=100):-

Year	Indices
1937	94.71
1938	98.56
1939	100. 0
1940	104.99
1941	106.77
1942	145.14
1943	221.14
1944	247.10
1945	258.20
1946	258.54

(Labour Gazette, August, 1948,
Published by the Directorate of
Labour Information, Government of
Bombay).

Assam: Extension of Factories Act, 1934
to New Premises and classes of Works .

By a notification dated 23 October 1948 and in exercise of the powers conferred by section 5(1) of the Factories Act, 1934, the Government of Assam, has declared 11 specified premises and classes of works to be factories within the meaning of the Act. The premises include saw mills, rice mills, motor works, etc.

(Notification No.G.G.N. 189/46/9,dated
23 October, 1948;
The Assam Gazette, Part II, dated
3 November 1948, page 1269).

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CHAPTER 6. GENERAL RIGHTS OF WORKERS.

62. Right of Association.

India - November 1948.

Delhi: Delhi Trade Unions (Recognition)
Regulations, 1948: Draft published .

The Chief Commissioner of Delhi published on 13 November 1948, the draft Delhi Trade Unions (Recognition) Regulations, 1948 to give effect to the provisions of Chapter III A of the Indian Trade Unions Act, 1926, relating to the compulsory recognition of trade unions by order of a Labour Court (vide pages 1-2 of the report of this Office for December 1947). Except for certain changes in minor details, the regulations are similar to the Bombay Trade Unions (Recognition) Regulations, 1948 (vide page 69 of the report of this Office for April 1948). The draft will be taken into consideration on or after 13 January 1949.

(The Gazette of India, Part II-A,
dated 13 November, 1948, pages
411 to 414).

63. Individual Labour Contracts.

India - November 1948.

Bombay: The Bombay Industrial Employment
(Standing Orders) Rules, 1948 gazetted.

Reference was made in paragraph 63, page 55 of the report of this Office for July 1948 to the draft Bombay Industrial Employment (Standing Orders) Rules, 1948 which the Government of Bombay proposed to make in exercise of the powers conferred by section 15 of the Industrial Employment (Standing Orders) Act, 1946. The draft has been approved and the Rules gazetted on 5 November 1948.

(The Bombay Government Gazette, Extraordinary,
Part IVA, dated 5 November 1948, pages
456-476).

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64. Wage Protection.

India - November 1948.

West Bengal: Proposal to extend Payment
of Wages Act to Tea Plantations.

A notification published by the Government of West Bengal on 18 November 1948 announces the intention of the Government to extend the provisions of the Payment of Wages Act, 1936, to the payment of wages of all classes of persons employed in tea plantations in the province. The draft notification is to be taken into consideration ~~now~~ on or after 15 February 1949.

(Notification No. 3996Lab., dated 4 November
1948;
The Calcutta Gazette, Part I, dated
18 November 1948, page 1506).

Central Provinces and Berar: Working of
Payment of Wages Act during 1947 .

Extent and application.- During the year 1947, in the Central Provinces and Berar, the Payment of Wages Act was enforced on 765 registered factories and on various unregulated factories.

Number of workers and amount of wages paid.- The average daily number of workers employed during the year was 94,369 and the total amount of wages paid was 42,709,003 rupees.

Deductions.- During the period under review, the total amount of deductions made under the Act was 16,874 rupees. Of this amount 15,020 rupees were realised on account of fines. Expenditure from the fine fund was subjected to scrutiny by inspectors. The fines were generally spent for financing dispensaries, providing games and recreation, reading rooms, etc., for the workers.

(Indian Labour Gazette, September,
1948).

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Orissa: Working of Payment of Wages Act
during the year 1947.

Extent and application.- In Orissa, during the year 1947, the Payment of Wages Act was enforced on workers employed in 181 registered factories as against 109 in the previous year.

Number of workers and total amount of wages paid.- The average daily number of workers employed during the year was 10,007, the total amount of wages paid 3,026,961 rupees and the total amount of deductions made 64 rupees. During the year no instance of illegal deductions were reported.

Inspections and prosecutions.- Inspections made under the Act numbered 95 during the year and the number of factories inspected 64. There was no case of contravention of the provision regarding wage period. Labour employed in construction and other temporary work was in some cases paid daily. Complaints about non-payment of wages were received from the employees of a distillery and after enquiry, prosecutions were launched against the occupier and manager of the factory for contravention of section 5 of the Act.

(Indian Labour Gazette, September,
1948).

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66. Strike and Lockout Rights.

India - November 1948.

India: Coal Industry declared Public Utility
Service under the Industrial Disputes Act,
1947.

The Government of India, by a notification dated 3 November 1948, has declared that the coal industry, so far as it is concerned with the production and supply of coal and coke, shall continue to be a public utility service for the purposes of the Industrial Disputes Act, 1947 for a further period of 6 months from 10 November 1948.

(Notification No.LR 1(32),dated
3 November 1948 ;
The Gazette of India, Part I, Section1,
dated 13 November 1948, page 1524).

67. Conciliation and Arbitration.

India - November 1948.

Bombay: Industrial Dispute between the
Shaparia Dock and Steel Company Ltd.,
Bombay and its Workmen: Tribunal's Award.

The Government of Bombay published on 18 October 1948, the award of the Industrial Tribunal in the disputes between the Shaparia Dock and Steel Company Ltd., Bombay and its workmen.

The workers demanded inter alia, that the existing wage structure should be revised on the basis that no worker should receive less than 1 rupee 4 annas per day as the basic minimum with an increment at the rate of not less than 2 annas per day per year, that a bonus equivalent to 3 months' wages ~~we~~ should be paid to all workers for the year 1946-1947, that annual privilege leave with pay for 15 days, annual sick leave with pay for 7 days and casual leave for 7 days should be granted to all permanent workers and that a suitable scheme of provident fund should be instituted.

The Tribunal divided the workers into three categories, unskilled, semi-skilled and skilled. The unskilled workers were allowed a starting salary of 30 rupees going on to 37 rupees with an annual increment of one rupee. The semi-skilled were put in two grades: Grade I starting at 50 rupees and ending at 60 rupees, ~~at~~ at the end of 5 years and Grade II starting at 35 rupees and ending at 50 rupees at the end of 10 years. The skilled workers also were put into 3 grades: Grade I with an initial salary of 150 rupees going up to 210 rupees with an annual increment of 6 rupees, Grade II starting at 100 rupees and ending at 150 rupees at the end of 10 years and Grade III in the scale of 60 rupees to 100 rupees with an annual increment of 4 rupees. For mukadam coolies the Tribunal has fixed the scale of pay of 55 rupees to 65 rupees with an annual increment of 2 rupees.

The Tribunal rejected the demand for a bonus for the year 1946-47 as the Company had suffered a loss in that year. As regards leave the Tribunal ordered that ~~the~~

the Company should give to its workers 15 days' privilege leave every year and allow the same to be accumulated to a period of 45 days, 7 days sick leave per year on production of a medical certificate and 7 days casual leave. As regards provident fund the Tribunal directed the Company to institute a provident fund scheme on the lines mentioned in the award.

By an order dated 29 October 1948 the Government of Bombay directed that the award shall be binding on both the parties for a period of one year.

(The Bombay Government Gazette, Extraordinary, dated 18 October, 1948, pages 4622-4628).

Burma: The Trade Disputes (Amendment) Act, 1948
(Burma Act No. XLIII of 1948) gazetted.

The (Burma) Trade Disputes (Amendment) Bill, 1948 (vide paragraph 67, page 74 of the report of this Office for September 1948), was signed by the Provisional President of the Union of Burma on 21 October 1948 and has been gazetted as the Trade Disputes (Amendment) Act, 1948 (Burma Act No. XLIII of 1948).

Act to come into force with effect from 27 October 1948.- By a notification dated 26 October 1948 the President of the Union of Burma has directed that the Trade Disputes (Amendment) Act, 1948, shall come into force with effect from 27 October 1948.

(The Burma Gazette, Part I, dated 30 October, 1948, pages 1108-1109 ;
Notification No. 328 dated 26 October 1948;
The Burma Gazette, Part I, dated 6 November, 1948, page 1205).

Adjudication of Trade Disputes in
Cochin State: New Proclamation
issued.

On 9 November 1948 the ruler of Cochin State issued a Proclamation (No.4 of 1124) amending the Cochin ~~State~~ Trade Disputes Adjudication Proclamation 1 of 1122. (1124 Malayalam era = 1948-49.)

The Proclamation invests the Adjudicator with powers of enforcing attendance of any person and examining him on oath, compelling production of documents and materials and issuing commission for examination of witnesses. It further lays down that when a trade dispute has been referred for conciliation or adjudication, no employer, pending conciliation of the trade dispute or until final orders are passed by the Government or during the period for which the conciliation or award is binding on him under provisions of the Proclamation, can close down temporarily or otherwise the trade, industry or undertaking, without obtaining the previous sanction of the Government on such terms and conditions as the Government may deem fit to impose.

The Proclamation shall apply to trade disputes which are pending before the Adjudicator and to awards which have been passed by him but which have not been ~~published~~ published in the Cochin Government Gazette and to awards which are pending reference to ~~the~~ the appellate tribunal. The Adjudicator shall be deemed to be a court subordinate to the High Court for purposes of contempt of courts. The Proclamation will come into force at once.

(The Hindu, dated ~~9-11-1948~~
9-11-1948).

India: Definite Improvement in Industrial Relations during the First Seven Months of the Year 1948: Decrease in Disputes and Strikes.

According to an official analysis of strikes in industry published in the press, industrial relations in the first half of 1948 recorded a definite improvement in comparison with the corresponding period in 1947. The loss in production in terms of man-days lost alone was reduced by half during January to July 1948.

Decrease in disputes.- Provisional figures for this period show that there were over 1,000 disputes involving nearly 850,000 workers and a loss of 6,300,000 man-days. For the corresponding period ~~of~~ of the previous year there were over 1,500 disputes involving nearly 1,500,000 workers and a loss of 12,300,000 man-days. The trend towards comparative peace was more noticeable after April 1948. Man-days lost during the four months from April numbered only 2,500,000 as compared with 3,800,000 during the first three months of the year. This improvement is all the more striking when it is viewed in the context of deteriorating economic conditions in the first eight months of the year. These were reflected in the cost of living index numbers, which recorded a considerable increase in the principal centres of the country. The index numbers of wholesale prices also ~~xxxxxx~~ shot up from 329 in January to 390 in July 1948.

Analysed region-wise, Madras was the worst sufferer accounting for the loss of about 2,250,000 man-days, of this, about 1,900,000 were due to a general strike in the textile mills at Coimbatore which lasted three ~~months~~ months. Bengal accounted for a loss of about 1,900,000 man-days, 1,300,000 being due to lock-outs in jute mills. The recent awards of industrial tribunals for jute and engineering industries in Bengal were expected to improve industrial relations in the province. The total number of man-days lost in Bombay province was 1,400,000. Port Trust disputes were responsible for a loss of over 700,000 man-days. Other provinces accounted for the loss of only 800,000 man-days.

Causes of disputes: Increase in disputes relating to personnel.- An analysis of the causes of disputes shows that while demands for higher wages continued to be the principal factor, disputes relating to personnel were also on the increase. While the average percentage of such disputes in 1947 was 19.5, the percentage has varied this year from 24 to 39. ~~xxx~~ Such disputes arose due to retrenchment, dismissal of workers and clashes between workers and supervisory staff. In addition, there were also a number of disputes on account of increased work loads.

Strikes owing to causes unconnected with industrial disputes.- Work stoppages occurred sometimes owing to causes having no connection at all with industrial disputes. In January 1948, Ahmedabad textile workers struck work for about ten days demanding admission of ~~the~~ Harijans to a temple which cost the industry a loss of 300,000 man-days. A one-day general strike in West Bengal on 5 January 1948 was staged as a protest against the provincial Government's Security Bill.

In Ahmedabad again, 48/ textile mills were closed on 3 February 1948 to mourn the death of Mahatma Gandhi. As a protest against the Government's labour policy and arrest of union leaders, the workers of the Central Provinces and Berar textile mills went twice on strike in March. In observance of Hyderabad Day, 12 textile mills in Bombay stopped work in April. Recently in Sholapur the workers of five textile mills went on strike on 8 July 1948 as a protest against delay in the announcement of the decision of the Industrial ~~Court~~ Court.

(The Statesman, dated 27-10-1948;
~~The Statesman~~
 The Hindustan Times, ^{dated} 27-10-1948).

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CHAPTER 7. EMPLOYMENT AND UNEMPLOYMENT.

INDIA - NOVEMBER 1948.

71. Organisation of the Labour Market.

India: Employment Exchanges: Working during September 1948.

Employment situation.- During September 1948 some deterioration in the employment situation was reported from many areas as there was little progress in industrial development. Dhanbad reported that work on 50 coal mines had been suspended due to lack of transport facilities and unsettled labour conditions. The suspension of army recruitment considerably decreased employment opportunities in Muzaffarpur. Ahmedabad reported curtailment in the volume of available employment in Engineering, building and transport industries. On the other hand, Bombay reported that a large number of vacancies were anticipated on account of the re-introduction of cloth control, and rationing of food grains. A large demand for matriculate police constables was reported from Delhi. Madras reported that the Government ceramic factory at Gudur would require a large number of skilled and unskilled workers in the near future. Allahabad expected improved employment opportunities with the starting of construction works while Bareilly reported that the trend of employment in the area was hopeful on account of resumption of work at sugar mills, and increasing employment opportunities with the Railways.

The shortage of skilled personnel in the engineering and certain other specialist occupations continued to exist. Vacancies for such workers were circulated through the Vacancy Clearing machinery but the shortage was so wide spread that very few of them could be filled.

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

	September 1948	August 1948	September 1947
Total number of registrations (including re-registrations).....	80,253	81,993	33,781
Total number of persons placed in employment...	26,816	27,069	10,289

Of those placed in employment, 7,883 were ex-Service personnel and 7,195 were refugees.

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

Wage Groups: basic monthly pay	Number of placings
Above 101 rupees	406
61 to 100 rupees	1,745
36 to 60 rupees	12,406
21 to 35 rupees	10,793
20 rupees or less	1,466

The number of placings in the higher wage groups showed a steady increase. The Regional Employment Exchange, Delhi, was able to place one applicant on 800 rupees per month, one on 600 rupees per month and 3 in the scale of 300-450 rupees. The Regional Employment Exchange, Kanpur, placed an applicant on 500 rupees per month while quite a few exchanges placed a number of applicants in the 250-300 rupees salary group.

Employment exchanges in Indian States.- Returns received from employment exchanges in Indian States show that up to 30 September 1948, 80,851 applicants had been registered, of whom 16,187 had been found employment. This information does not, however, illustrate completely the work performed by all State exchanges, as up-to-date information has not been received from many of them. These figures are in addition to the all-India figures quoted above.

Employment of displaced persons.- 19,999 displaced persons were registered during the month, as against 20,878 during August 1948. 7,195 were placed in employment. Reluctance to take up manual work and lack of accommodation at the work sites stood in the way of further placements.

Technical and vocational training.- During September 1948 there were 83 technical training centres and 109 vocational training centres functioning with 4,983 and 2,820 ex-Servicemen trainees respectively under training. In the former group, 419 trainees

passed the trade tests, bringing the total of passed out trainees to 6,809. In the latter group, 132 trainees passed out, bringing the total to 1,257. 5,365 male refugees were undergoing training at the training centres in Bihar and Orissa, Bombay, Delhi and Ajmer-Merwara, East Punjab, United Provinces and West Bengal. 307 refugee girls and women were undergoing training at the centre at New Delhi run by the Ministry of Labour. 10 trainees have so far passed the prescribed trade tests. 542 disabled ex-Servicemen were undergoing training in the three special training centres. 40 trainees passed the prescribed trade tests, bringing the total passed out to 744. By the end of September 1948, 671 ex-Servicemen and 1,293 refugees were under training in 203 centres under the apprenticeship training scheme. 4 more firms (3 in Delhi and Ajmer-Merwara and 1 in West Bengal) have agreed to participate in the scheme.

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

Administrative Region.	Technical Training		Vocational Training	
	During September 1948	Cumulative to date.	During September 1948	Cumulative to date.
Assam*	28	304	6	210
Bihar & Orissa.	38	3325	61	1162
Bombay.....	284	3984	38	2236
C.P.& Berar..	27	1798	19	814
Delhi & Ajmer-Merwara.....	5	1537	16	645
East Punjab**.	8	274	6	100
Madras.....	1160	21447	638	4038
United Provinces.	2	6631	85	8103
West Bengal.....	8	2872	15	1077
Total.....	1560	42172	884	18385

* Figures relate to August '48.

** Cumulative figures are for the period beginning with 15th August '47.

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

CHAPTER 8. SOCIAL SECURITY.

INDIA - NOVEMBER 1948.

81. Social Insurance.

India: The Employees' State Insurance
(Central) Rules, 1948: Draft published.

The Government of India published on 4 November 1948 the draft of the Employees' State Insurance (Central) Rules, 1948, which it, proposes to make in exercise of the powers conferred by section 95 of the Employees' State Insurance Act, 1948. The rules provide inter alia, for the ~~xxx~~ pay and allowances of the members of the Corporation, the Standing Committee or the Medical Benefit Council the powers and duties of the Medical Benefit Council and the principal officers of the Corporation, the investment of the funds of the Corporation, the raising and repayment of loans, matters relating to the maintenance of accounts by the Corporation, their audit and publication, and the establishment of a Provident Fund for officers and servants of the Corporation. The draft rules will be taken into consideration on or after 10 December 1948.

(The Gazette of India, Extraordinary,
dated 4 November 1948, pages 1711-1724).

85. Benefits Organised or paid by Employers.

India - November 1948.

West Bengal: The West Bengal Maternity
Benefit (Tea Estates) Act, 1948 (West
Bengal Act XXXIII of 1948).

The West Bengal Maternity Benefit (Tea Estates) Bill, 1948 (vide paragraph 85, page 80 of the report of this Office for March 1948), as passed by the West Bengal Legislature received the assent of the Governor of West Bengal and has been gazetted as the West Bengal Maternity Benefit (Tea Estates) Act, 1948, (West Bengal Act XXXIII of 1948).

(The Calcutta Gazette, Part III,
dated 28 October 1948, pages 27-32).

CHAPTER 9. LIVING STANDARDS.

INDIA - NOVEMBER 1948.

92. Housing.

Housing Schemes for Madras Province:
Report of the Madras Provincial Housing
Committee. *

The report of the Madras Provincial Housing Committee, appointed by the Madras Government in June 1947 has been recently published. The terms of reference of the Committee were to examine the question of providing increased housing accommodation conforming to approved standards to such classes of people as need accommodation with special reference to the requirements of urban and semi-urban areas and to suggest measures, schemes or works for reducing and removing the housing shortage by the co-ordinated and planned development of all available lands suitable for building purposes. The following are among the main recommendations of the Committee:

Housing in Madras City.- The Committee estimates that 165,000 additional houses are required for the satisfactory housing of the present population in Madras City and has suggested a five years' ~~xxxxxx~~ scheme for

* Government of Madras: Report of the Madras Provincial Housing Committee: Printed by the Superintendent, Government Press, Madras, 1948: Price 2 rupees 6 annas: pp. 11+ 134.

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this purpose. Under the scheme, excluding housing for railway workers, Government servants, industrial workers and employees of the Madras Corporation which ~~are~~ to be provided by their respective employers, it is proposed to construct 105,000 houses at a capital cost of 525 million rupees ~~at~~ at 5,000 rupees per house. The cost is proposed to be met as follows: Capital cost justifiable on the basis of annual rent contribution by the occupants (capitalised at 6 per cent) comes to 173 million rupees. The rest is to be met by the Government at the rate of about 70 million rupees per year. Other measures suggested are: (a) Immediate relief in slum areas by provision of better roads and adequate sanitary facilities; (b) better distribution of the population in the city by encouraging people to move out from crowded areas to undeveloped suburban areas; (c) construction of dormitories for homeless and pavement dwellers; and (d) hostels facilities for students and unattached persons.

Housing in Municipal towns and other urban and semi-urban areas.- Under the Committee's five year scheme for urban and semi-urban areas, excluding houses for industrial, municipal and other employees, 105,000 houses are to be constructed. The total cost of the houses at the rate of 3,000 rupees per house and the cost of providing essential amenities amount to ~~is~~ 375 million rupees. This is to be met as follows: 173 million rupees by way of annual rents to be paid by occupants capitalised at 6 per cent and the remaining 202 million rupees to be met by the Government over five years at about 40 million rupees per year. The other measures suggested by the Committee are: (a) Detailed housing survey to serve as a correct guide for formulating housing schemes; (b) prompt execution of town planning schemes; (c) construction of model houses by municipalities; and (d) proper executive exercise of social and ameliorative laws by local authorities.

Housing in rural areas: Twenty years' scheme recommended.- The Committee has prepared a twenty years' ~~scheme~~ plan for rural housing. Under the scheme it is proposed to build 4,200,000 houses for the rural population. It is also proposed to provide for all essential amenities. The total cost of the scheme is 9,800 million rupees, ~~at~~ including 8,400 million rupees on account of construction of houses at the rate of 2,000 rupees per house and 1,400 million rupees on account of provision of essential amenities. This expenditure is proposed to be financed as follows: capital cost justified on the rent yield of the houses; 4,200 million rupees; the remaining 5,600 million rupees to be met by the Government in annual instalments of 280 million rupees. The Committee has further made a number of suggestions for the improvement of rural housing, the most important of which are the following: (a) A comprehensive survey of rural housing conditions should be undertaken.

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an elaborate rural housing programme is launched. (b) The problem of Rural housing should be looked upon not only from the point of view of providing houses to the rural population but also of providing non-seasonal employment. (c) Loans should be granted to ryots for the construction of new dwelling houses on the security of the site and the building constructed thereon. (d) The Co-operative Department should investigate the possibilities of forming co-operative housing societies for a group of villages, providing houses on a hire-purchase system.

Housing industrial workers.- The number of workers employed in large scale industrial establishments coming under the operation of the Factories Act has been estimated at 250,000 (30,000 seasonal and 22,000 non-seasonal). The Committee has proposed construction of 250,000 houses at a cost of 3,000 rupees per house. Under the scheme each employer admitted to the benefits of the scheme pays a certain amount per head employed and gets preferential right to the allotment of houses in the scheme; and when an employee is allotted a house the employer pays a further amount towards the rental of the employee. The employee himself pays about 10 per cent of his emoluments. To recover the outlay of the scheme, which is to be subsidised by both the Central and provincial Governments, two alternative methods have been suggested. Under the first, contributions by the industries and the employees, capitalised at 6 per cent, comes to 560 million rupees; the balance of capital cost, i.e. 190 million rupees, is to be paid by the Central and provincial Governments in 19 equal annual instalments of 5 million rupees. Under the second plan the contributions paid by the employees, capitalised at 6 per cent, comes to 415 million rupees. The balance of capital cost to be shared by the Central and provincial Governments and industries in 20 equal annual payments of 6 million rupees.

Housing scheme for Government servants.- The Committee has also recommended the construction of ~~scheme for~~ 112,300 houses for Government employees. The scheme is spread over for 20 years and, after setting off capital cost against rent recoverable from Government servants, involves an additional expenditure of 8.5 million rupees per year.

Creation of Provincial Housing Board.- The Committee has recommended the constitution of a Provincial Housing Board with the Minister for Housing as chairman and the Ministers of Local Administration, Public Health and Finance as members. The enactment of housing legislation on the lines of the English Housing Act, 1930, has also been suggested. Emphasising the importance of planned housing development, the Committee has urged that the housing programmes should be

harmoniously combined with development in other directions. As regards financing the schemes, the Committee has suggested that the Government should ~~xxxx~~ create a housing fund and raise money through taxes such as housing cess, surcharge on property tax and profession tax, uniform levy on industrial and commercial establishments, for each employee, etc.

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Mysore: Government sanctions Million Rupees
Housing Scheme for Labour.

The Mysore State Government has sanctioned a sum of 1 million rupees for the building of houses for labourers in Bangalore City. The estimated cost of each unit of a built area of 425 square feet is 1,250 rupees. The aim of the Government is to construct 800 units near the industrial suburb. It is proposed to give the sum of 1 million rupees to a Labour Housing Corporation to be set up shortly at a low rate of interest to be repaid by the Corporation to the Government within a specified period.

(The Hindu, dated 9-11-1948).

94. Education.

India - November 1948.

India: University Education: Enquiry Commission constituted.

The Government of India has set up a Commission to enquire into and report on the conditions and prospects of University education and advanced research in India and to recommend a constructive policy in relation to the problems they present and the needs of the country. The Commission will consist of 9 members with Dr.S. Radhakrishnan as Chairman.

The terms of reference of the Commission, inter alia, are to consider and make recommendations in regard to: (i) the aims and objects of University Education and Research in India; (ii) the changes considered necessary and desirable in the constitution, control, functions and jurisdiction of Universities in India ~~xxxx~~ and their relations with Governments, Central and provincials; (iii) the finance of Universities; (iv) the ~~xx~~ courses of study in the Universities; (v) the standards of admission to University courses of study; (vi) the medium of instruction in the Universities; (vii) the provision for advanced study in Indian culture, history, literature, language, philosophy and fine arts; (viii) the need for more Universities on a regional or other basis; (ix) the organisation of advanced research in all branches of knowledge in the Universities and Institutes of higher research in a well co-ordinated fashion avoiding waste of effort and resources; (x) ~~xxx~~ religious instruction in the Universities; and (xi) the qualifications, conditions of service, salaries, privileges and functions of teachers and the encouragement of original research by teachers.

(The Gazette of India, Part I, section 1, dated 13 November, 1948, page 1523).

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

111. Agriculture.

India: The Delhi and Ajmer-Merwara
Land Development Act, 1948.

The Delhi and Ajmer-Merwara Land Development Act, 1947 (vide page 51 ~~of this~~ of the report of this Office for November 1947), as passed by the Constituent Assembly of India (Legislative), received the assent of the Governor-General of India on 24 September 1948 and has been gazetted as an Act, 1948 (Act No. LXVI of 1948).

(The Gazette of India, Extraordinary, Part IV, dated 24 September, 1948, pages 335-343, received in this Office during November, 1948).

112. Indigenous Workers.

India - November 1948.

Development of Tribal Areas: All-India
Body formed.

To bring about the all-round development of the aborigines and their ultimate assimilation as full-fledged citizens, an all-India body, Bharatiya Adimjati Sevak Sangh, has been formed with its headquarters in Delhi. This decision was taken at a conference of social workers in tribal areas held in Delhi on 24 and 25 October 1948 under the presidentship of Dr. Rajendra Prasad, President of the Constituent Assembly of India. The conference appointed a provisional executive committee with Dr. Rajendra Prasad as President.

The Bharatiya Adimjati Sevak Sangh is non-political and its objects include the establishment of centres throughout India for the uplift of tribal people, affiliation of bodies with similar objects, co-ordination of affiliated organizations, starting of training centres for workers organizing and encouraging research in anthropology and history of tribal people, publication of suitable literature, approaching various Governments for improving the lot of the tribal people by suitable help, raising funds and acquiring or disposing of property for the purpose. Provincial advisory boards to be formed later will act as intermediaries between the executive committee and the various branches.

(The Hindustan Times, dated
25 and 26-10-1948).

115. Working Conditions of Intellectual
Workers and Liberal Professions.

India - November 1948.

Bombay: Model Standing Orders for the
Banking Industry notified.

In exercise of the powers conferred by section ~~35~~ 35 (5) of the Bombay Industrial Relations Act, 1946, the Government of Bombay has notified model standing orders regulating the relations between the employer and employees in the banking industry. The standing orders relate to classification of employees, manner of notification of periods and hours of work, conditions and procedure in granting different kinds of leave, termination of employment, misconduct, means of redress of grievances and other industrial matters.

(The Bombay Government Gazette, Extraordinary, ~~date~~ Part I, dated 21 October 1948, pages 4636A-4636D).

117. Shopworkers.
India - November 1948.

Madras: Madras Shops and Establishments
Act, 1948: Exemptions.

By a notification dated 5 November 1948, the Government of Madras has exempted permanently all clerks who are working in factories and are governed by the Factories Act, 1934, from all the provisions of the Madras Shops and Establishments Act, 1947.

By another notification dated 18 August 1948, the Government has exempted employees in establishments other than shops from the provisions of section 14(2) of the Act, subject to the condition that no such employee shall be required to or allowed to work for more than five hours in any day unless he has ~~an~~ an interval for rest of half an hour if he is employed in a clerical department of a factory or in the offices of a commercial establishment, and of one hour if he is employed otherwise. (Section 14(2) of the Act requires that no person should be allowed to work in an establishment for more than 4 hours in any day unless he has had an interval for rest at least one hour).

(G.O.Ms.No.5477 Development, dated 5 November 1948;
G.O. No.4308 Development dated 18 August 1948;
The Fort St. George Gazette, Part I, dated
16 November 1948, pages 1101-1102).

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Madras: Madras Shops and Establishments
Rules, 1948 gazetted.

The draft Madras Shops and Establishments Rules, 1948 to which reference was made in paragraph 117, page 112 of the report of this Office for April 1948, have been approved and gazetted on 16 November 1948. The rules prescribe inter alia the manner of inquiry by Government before passing orders fixing opening and closing hours of shops, the standards and methods of cleanliness and ventilation in establishments, the manner of calculating wages, imposing fines and deductions from wages for breach of contract and the maintenance of registers and records by employers.

(Rules Supplement [✓] of the Fort St. George Gazette, dated 16 November 1948, pages 251-259).

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

By a notification dated 20 October 1948, the Government of the United Provinces has exempted, subject to certain conditions, all the electric concerns in the province from the operation of sections 6, 8, 10, 11 and 12 of the United Provinces Shops and Commercial Establishments Act, 1947, relating to the opening hours of shops ~~in~~ commercial establishments, hours of work, close days, holidays and weekly holidays respectively.

(Notification No. 1909(LL)/XVIII-677(L)-47,
dated 20 October 1948;
The Government Gazette of the United Provinces,
Part I, dated 30 October 1948, page 691).