

INTERNATIONAL LABOUR OFFICE

INDIAN BRANCH

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Industrial and Labour Developments in April, 1948.

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

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CHAPTER 1. INTERNATIONAL LABOUR ORGANISATION.

INDIA - APRIL 1948.

11. Political Situation and Administrative Action.

Labour Committee to organise Congress Labour Work:
Working Committee's Move.

The Working Committee of the Indian National Congress met in New Delhi on 22 April 1948 and appointed a labour Committee with five members to direct and organise Congress work in the labour field. The members of the Committee are Dr. Rajendra Prasad, Mr. Shankararao Deo, Mr. Sampurnanand, Mr. Gulzarilal Nanda and Professor N.G. Ranga.

The Working Committee also considered the report of the Economic Programme Sub-Committee (vide pages 27-31 of the report of this Office for February 1948) and appointed a nine-member Standing Committee to submit from time to time detailed reports on the economic conditions of the country.

(The Statesman, 23-4-1948).

Meeting of Bihar Central Labour Advisory Board,
Patna, 3-4 April, 1948.

The Bihar Central Labour Advisory Board (vide page 48 of the report of this Office for January 1948) met at a two-day session in Patna on 3-4 April, 1948, under the presidentship of Mr. A.H. Sinha, Finance and Labour Minister, Bihar.

Implementation of "industrial truce".- The Board endorsed the proposal for the three-year industrial truce outlined in the Industries Conference held in December 1947 (vide pages 22-51 of the report of this Office for December 1947). After considering the various suggestions put forward for the implementation of the industrial truce. The Board resolved: each factory should set up a strong ~~work~~ works committee consisting of representatives of employers and labour in equal numbers and should settle differences and disputes by mutual discussion; each factory should set up a unit production committee consisting of equal numbers of employers and employees possessing technical knowledge as far as possible to concentrate on the increase of production and on the removal of difficulties ~~xxxxxxxx~~

in the way of increased production; for each major industry or industrial area or for each group of minor industries in the province there should be a standing conciliation board including an equal number of representatives of employers and employees; ~~conciliation~~ conciliators and adjudicators should be appointed from among those with experience of industry and industrial labour; the final award obtained through private negotiations or as above and signed by both the parties or the adjudicator appointed under the Industrial Disputes Act should be implemented by the parties concerned without undue delay; the Labour Department should be separated from the Revenue Department and the staff of the Labour Department should be strengthened adequately.

The board appointed a sub-committee with three representatives of the employers and three of the employees and one of Government to work out proposals for the payment of a bonus to serve as an incentive to production. Another sub-committee was also appointed to consider the question of supply of foodgrains to the employees at concessional rates.

Housing for workers.— The Board also considered a ~~xxxxxxx~~ scheme for housing industrial workers. According to the scheme, which is expected to cost about 320 million rupees, 100,000 workers will be provided with houses within ten years.

Employment exchanges.— The Board further recommended to the Government that the department of employment exchange should be put on a permanent basis.

(National Herald, dated 7-2-1948).

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13. Conventions and Recommendations.

India - April 1948.

Convention (No.9) on Placing of Seamen:
Government of India considering ratification.

Reference was made at pages 77-78 of the report of this Office for January 1948 to a Seamen's Conference which met in Bombay on 22 January 1948 and called upon the Central Government to put an end to corruption and bribery in the recruitment of seamen in Bombay Port and evolve a system of recruitment in accordance with the Geneva Convention of the International Labour Conference in 1920. Mr. Dinkar Desai, Vice-President of the All-India Seafarers' Federation and General Secretary of the Seamen's Union, Bombay who had discussions on the subject with officials of the Ministry of Commerce at Delhi on 17 April 1948, stated on his return to Bombay that a satisfactory solution to the old grievance of seamen in regard to their recruitment was in sight. The Government of India he stated was aware that the present system of recruitment of seamen was defective and was anxious to remedy it. The Government intended to ratify the I.L.O. Convention of 1920 on the recruitment of seamen by setting up a Joint Supply Agency. On the question of membership of the proposed Agency, Government endorsed Mr. Desai's view that it should be tripartite in composition. As regards, which union should represent seamen on the proposed Agency, Government agreed to Mr. Desai's suggestion that a plebiscite be held to determine which of the existing unions of Bombay was really representative of the seamen. The new body, when it started functioning, would have to recruit seamen on the system of rotation.

Mr. Desai added that he had given an assurance to the Ministry that if the Board was set up before 1 June on the lines suggested by him, he would refrain from calling seamen to lay down tools. He had also undertaken on behalf of various seamen's organisations, to help keep industrial truce for a period of three years in the shipping sphere "as an act of faith" in Government.

(The Times of India, 20-4-1948).

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CHAPTER 3. PROFESSIONAL ORGANISATIONS.

INDIA - APRIL 1948.

31. Workers' Trade Union Movements.

Meeting of General Council of A.I.T.U.C., Calcutta,
25 and 26 February, 1948.

The General Council of the All-India Trade Union Congress (A.I.T.U.C.) met at Calcutta on 25 and 26 February 1948 with Mr. S.A. Dange in the chair and adopted resolutions relating inter alia to rationalisation in the textile industry in Madras the decontrol policy of the Government and retrenchment, and a statement on the implementation of the 'industrial truce' resolution adopted by the Industries Conference at New Delhi in December 1947. (The statement was summarised at pages 14-15 of the report of this Office for March 1948).

Strength of A.I.T.U.C.— At the meeting 41 trade unions belonging to Pakistan, representing a membership of 33,097 were struck off the affiliation register and 36 other unions with a membership of 71,887 were dis-affiliated on their own request. 86 unions with a membership of 51,984 were sanctioned affiliation to the A.I.T.U.C. ~~sixty-six~~ These and other changes left the A.I.T.U.C. at the time of writing with a strength of 611 affiliated unions with a membership of 771,056. Besides these the Provincial Committees had registered associate unions, which abide by the aims and objects of the AITUC, but are not immediately ready for affiliation, mostly because they have not completed the one year of existence, necessary for affiliation to the A.I.T.U.C. About 200 associate unions have been enlisted in the several Provinces of the Indian Union with a membership of 78,580.

Resolutions.— The Council adopted a number of resolutions ~~concerning~~ covering a wide field. One of these reiterated an invitation to the All Union Central Council of Trade Unions of the U.S.S.R. to pay a visit to India and so to strengthen the bond of solidarity between the workers of the two countries, and another urged the Executive Council of the World Federation of Trade Unions to give speedy effect to the decision of the Paris Congress in the matter of calling a conference of the Asian Trade Unions. By another resolution the Council greeted 'the heroic struggle of the textile workers in Madras Province against the concerted offensive of the South Indian mill-owners and the Government of Madras, to impose ~~taxation~~

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rationalisation and increased work on the workers' (vide ~~page~~ paragraph 46 pages 21-22 of the report of this Office for January 1948) and urged the Government to take over and nationalise the mills, introduce a living wage and workers' control thus doing away with retrenchment and rationalisation and defeating the scheme of the employers to enrich themselves at the expense of the people.

Alleging that the recent decontrol measures announced by the Government had resulted in legalising the prevailing black market prices and had reduced the real wages of workers in towns and raised industrial prices for peasants in villages, the Council urged upon Government the necessity of instituting strict control over prices, of restoring rationing and equitable distribution of goods through people's committees and of introducing democratic control over production, procurement and distribution through workers' and peasants' organisations. This would ensure the smooth flow of goods between town and country, fair prices to the peasant, the worker and the consumer and eliminate the corrupt bureaucracy from the national economy.

On the subject of retrenchment the General Council expressed grave concern at the growing unemployment amongst workers in industries and occupations since the termination of the war. The Central and provincial Governments had on their own showing retrenched more than a million employees and were still continuing to retrench workers in offices, railways, posts and telegraphs, port trusts, military engineering services etc. Private employers in large-scale industries were also throwing out thousands of workers in order to reduce wages, costs and increase profits by introducing systems of increasing the per capita workload. This large number of unemployed workers, the Council alleged, was used to further depress wages and defeat the demand of the employed workers for a living wage. The Council, therefore, called upon the Government and employers immediately to stop all retrenchment and to devise ways and means, in consultation with the trade unions, of providing suitable and full employment to all the unemployed. In so far as the Government was not able to discharge its responsibility in this respect, it should, the Council urged, institute adequate schemes of unemployment benefits and insurance without delay.

Indian workers' delegation to I.L.O. Conference at Sanfrancisco.— The Council decided to recommend to the Government of India the following persons for nomination as the Indian workers' delegate and advisers to the forthcoming Sanfrancisco session of the International Labour Conference: Delegate, Mr. N.M. Joshi; Advisers, Mr. S.S. Yusuf, Mr. Biswanath Dubey, Mr. Mohammed Ismail, Mr. Raghavendra Rao, and Mr. Kalyanasunderan.

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Widespread Arrests of Communists: A.I.T.U.C.
Secretary's criticism.

The ban imposed by the Government of West Bengal on the Communist Party in West Bengal and the widespread arrests of communists in different parts of ~~the~~ India in the last week of March 1948 including that of Mr. S.A. Dange, President and Mr. S.S. Mirajkar and Mr. S.S. Yusuf, Vice-Presidents of the All-India Trade Union Congress (A.I.T.U.C.), are condemned by Mr. N.M. Joshi, the General Secretary of the A.I.T.U.C. as an attack on the cause of the working class and an attack on the maintenance of the civil liberties in a statement published in the Trade Union Record. The following is a summary of Mr. Joshi's statement:

Arrests of Communists.- On 26 March 1948, the Bengal Government declared the Communist party illegal and arrested and detained without trial nearly 200 communists, a large number of whom were working in the trade union movement, on the ground that they were engaged in activities calculated to endanger the safety of the State. On 30 March the Prime Minister of India, on the eve of a strike of the Central Government employees at Calcutta, alleged that the strike was undertaken for political motives and use of violence was intended. Two or three days afterwards a large number of communists mostly engaged in trade union work in various centres in all provinces were arrested and detained without trial; besides the arrests and detentions, the offices of a large number of trade unions have been searched and papers and records carried away. These acts, the statement claims, are part of a concerted action in pursuit of a common policy on the part of the central and provincial Governments of the Congress party.

A.I.T.U.C. not a communist body.- The ostensible reason given for the adoption of this policy is the allegation that the Communist party is attempting to overthrow the Government by violent means. The A.I.T.U.C. is however, a non-party group organisation in which followers of various political parties are working together. The allegation that any trade unions affiliated to it are engaged in ~~trade~~ violent political activities intended to overthrow the Government ~~and~~ by violent means has not the least justification. Neither is the allegation true that members of the Communist Party engaged in trade union activities are resorting to violence in order to overthrow the ~~Government~~ Government. No Government, either Central or provincial has brought forward any evidence of such violent political activity and if there was such evidence these persons should have been ~~put~~ placed before a Court of Justice.

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plea for unity in trade union movement. - The real reason for the Government's recent measures, the statement alleges is that the Congress Party has gone under the influence of the capitalists and the landlords and on account of their political pressure, the Government is adopting an economic and industrial policy which is creating intense discontent among the workers and the peasants. On account of the decontrol of the prices of food grains and cloth, the cost of living has gone up. The claims of workers for higher wages are being resisted in the name of inflation and a crude method of rationalisation is being forced on workers. To suppress the resistance of the workers and peasants which is natural and justified, the Congress Party Governments which are becoming unpopular have started an attack on the movements of the workers and the peasants. The attack on the communists the statement continues may prove to be only the beginning.

The statement, therefore, deplors the trade union movement in India should be divided and appeals to all persons in the trade union movement in the country ' to meet this attack unitedly and courageously'.

Government enquiry into most Representative central trade union organisation prejudiced: Mr. Joshi's complaint. - Leaders of the A.I.T.U.C. also allege that the action taken against the communists ~~is~~ has prejudicially affected the A.I.T.U.C. in the enquiry now being conducted by Government (vide page 3 of the report this Office for February 1948), with regard to the rival claims of the A.I.T.U.C. and the I. N.T.U.C. to be the most representative central organisation of workers in India. In a number of centres, offices of unions affiliated to the A.I.T.U.C. are alleged to have been locked up, books seized and trade union officials arrested. In a letter to the Government of India, Mr. N.M. Joshi is understood to have complained that such action was vitiating the impartial character of the enquiry ~~was~~ and to have urged upon the Central Government to direct the provincial Governments to give the affiliated union of the A.I.T.U.C. full freedom to participate in the inquiry.

(The Trade Union Record, April, 1948).

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Working of Indian Trade Unions Act 1926,
during 1945-1946.

The following information regarding the working of the Indian Trade Unions Act, 1926, during the year 1945-46, is taken from a consolidated summary of provincial records on the working of the Act published in the January 1948 issue of the Indian Labour Gazette.

General progress of trade unions.— The following table shows the growth of trade unions in British India since 1938-39:

Year	Number of registered trade unions	Number of unions from which returns under the Act were received	Total membership of the unions shown in column (3)			Average membership per union making returns	Percentage of women members
			Men	Women	Total		
1	2	3	4	5	6	7	8
1938-39	562	394	388214	10945	399159	1013	2.7
1939-40	667	450	492526	19612	511138	1156	3.6
1940-41	727	483	494415	19417	513832	1064	3.8
1941-42	747	455	556426	17094	573520	1260	3.0
1942-43	693	489	659327	25972	685299	1401	3.8
1943-44	761*	563	760101	20868	780967	1587	2.7
1944-45	865	573	853073	36815	889888	1552	4.1
1945-46	1087	585	825461	38570	864031^	1480	4.5

* Revised figure.

^ Relates to 584 unions.

‡ Figures do not include Punjab.

These figures however, relate only to the unions which are registered under the Indian Trade Unions Act and from which the returns are received. Registration under the Act is not compulsory and a number of unions thus exist and function without being registered under the Act. No figures are available for these un-registered trade unions except in Bombay where there were on the 1 December 1945, 188 such unions with a total membership of 85,716 workers.

Women membership.— One of the important trends in trade unionism in India from has been the increase in the percentage of women members which attained the peak figures of 4.5 in 1945-46. The percentage of women members to the total membership was no less than 10.5 in Madras, 8.6 in Bombay and 7.1 in the Central Provinces and Berar. In the Central unions there were very few women. The textile group accounted for a majority of the women.

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Number and membership of registered trade unions.-
 There were on 31 March 1946, 1,087 registered trade unions and 4 federations in the provinces other than the Punjab, the figures for Punjab not being available on account of the disturbances in that province. This may be compared with the total of 837 registered trade unions and five federations at the end of the previous year in those provinces. Thus, there was an increase of about 30 per cent in the number of registered trade unions in the provinces other than Punjab while registration was cancelled in respect of one of the federations.

Annual ~~xxxx~~ returns were received only from 585 unions out of the total of 1,087 unions. In Bengal out of the 417 registered unions only 99 submitted returns. The total membership of the unions which submitted returns was 864,031 as against a total of 889,388 shown by 573 unions for 1944-45. The average membership thus recorded a fall from 1,552 in 1944-45 to 1,480 in 1945-46.

The following table ~~xxx~~ gives the number and membership of registered trade unions in the ~~xxxxxx~~ different provinces:

Number and Membership of Registered Trade Unions during 1945-46*

Province	Number of unions on register	Number of unions submitting returns	Number of members in unions submitting returns At the beginning of the year	At the end of the year		Total
				Men	Women	
1	2	3	4	5	6	7
Ajmer-						
Berwara	4	4	962	2979	180	3159
Assam	19	12	2574	3367	313	3680
Bangalore	1	1	299	115	221	336
Bengal	417	99	243466	257995	3516	261511
Bihar	53	31	23654	47882	2321	50203
Bombay	104	78	167184	167269	15674	182943
C.P.&Berar	45	32	12345	16522	1257	17779
Delhi	47	25	31485	54007	163	34173
Madras	232	180	87190	114282	15132	127414**
N.W.F.P.	6	4	357	409	..	409
Orissa	7	5	1609	1102	46	1148
Sind	50	45	11704	16329	577	16906
U.P.	70	45	50501	34587	1039	35626
Trade Unions whose objects are not confined to one Province.	32	26	115485	128616	128	128744
Total	1087	585	728815	825461	38570	864031§

* Information for the Punjab is not available.
 ** Information relates to 179 unions.

§ Information relates to 584 unions.

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Classification according to industries.— The distribution of the registered trade unions which submitted returns among different industries is shown in the statement below:—

Industry	Number of unions submitting returns	Number of members at the end of the year		
		Men	Women	Total
1	2	3	4	5
Railways including railway workshops and other transport(excluding Tramways).....	75	268,982	479	269,461
Tramways.....	4	10,209	130	10,339
Textiles.....	91	210,555	24,196	234,751 [^]
Printing Presses.....	37	15,226	22	15,248
Municipal.....	30	20,543	2,527	23,070
Seamen.....	9	79,142	..	79,142
Dock & Port Trusts.....	19	26,060	565	26,625
Engineering.....	56	31,135	740	31,875
Miscellaneous.....	264	163,609	9,911	173,520
Total	585	825,461	38,570	864,031 [§]

* Figures do not include Punjab.

[^] Information relates to 90 unions.

[§] Information relates to 584 unions.

Size of unions.— A classification of the unions according to membership shows that about 21 per cent of the unions had a strength below 100, 25.2 per cent between 100 and 300, 29 per cent between 300 and 1,000, 9.4 per cent between 1,000 and 2,000 and 15.4 per cent above 2,000. The figures are shown in the following ~~table~~ table:—

Membership	Number of Unions		Number of members	
	Actual number	Percentage to total	Actual number	Percentage to total
1	2	3	4	5
Below 50.....	55	9.4	1,517	0.2
Between 50 and 99.	68	11.6	4,952	0.6
Between 100 and 299.	147	25.2	26,635	3.1
Between 300 and 499.	61	10.5	25,724	2.7
Between 500 and 999.	108	18.5	75,727	8.8
Between 1000 and 1999.	55	9.4	76,523	8.9
Between 2000 and 4999.	55	9.1	156,083	18.1
Between 5000 and 9999.	16	2.7	111,956	12.9
Between 10000 and 19999.	16	2.7	233,599	27.0
20,000 and over....	5	0.9	153,355	17.7
Total.....	584*	100.0	864,031	100.0

* Membership is not known in case of one union.

Unions with 2,000 members and over, however, accounted for as much as 65.7 per cent of the total trade union membership.

Income and expenditure.— The total income during 1945-46 of registered trade unions, including unions whose objects are not confined to one province, was 2,467,607 rupees and the total expenditure 2,017,640 rupees. The average income of a trade union ~~was~~ in the provinces was 13,150 rupees in Bengal and 5,625 rupees in Bombay. Three of the unions in Bengal, however, were employers' associations and together accounted for over 800,000 rupees of income and about 650,000 rupees of expenditure. Eliminating these three, the average income of the other unions in Bengal comes to 4,889 rupees. In Assam, the average income as low as 252 rupees.

The Central unions had an average income of 8,740 rupees and an average expenditure of 7,226 rupees.

Federations.— Of the four federations registered under the Trade Unions Act, details are available for two unions only. The All India Railwaymen's Federation had a membership of 23 unions and an annual income of 4,560 rupees. The Textile Labour Association, Ahmedabad had a membership of 6 unions and an annual income of 79,394 rupees. It had also a political fund of 1,220 rupees at the close of the year.

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The working of the Indian Trade Unions Act 1926, during 1944-45 was reviewed at pages 62-64 of the report of this Office for May 1947.

(Indian Labour Gazette, January, 1948).

Working of Indian Trade Unions Act in Assam during 1945-46.

Number of Unions.- At the close of 1945-46 there were 19 registered trade unions in Assam as against 9 in 1944-45. Of the 19 unions, 12 submitted annual returns and had a membership of 3,680 workers as compared to the membership ~~figure of 2,486~~ of 2,486 workers shown by 9 unions in 1944-45. The membership figure of 1945-46, however, does not give a complete picture of the strength of organised labour in Assam as a large number of registered trade unions, mostly plantation unions had failed to submit the returns prescribed returns. The following table shows the number and membership of the unions, which submitted returns, classified by industry.

Industry	Number of unions submitting returns	Number of members		
		Men	Women	Total
Tea.....	1	687	315	1,000
Railways.....	1	8	..	8
Printing Presses.	2	273	..	273
Engineering.....	2	158	..	158
Dockyards.....	1	94	..	94
Miscellaneous....	5	2,147	..	2,147
All Industries...	12	3,567	513	3,680

Assets.- The total annual income of the unions was 3,026 rupees as against 2,117 rupees in 1944-45, the total expenditure being 2,664 rupees. The income of many unions was, however, too meagre to finance any effective programme. None of the unions had each a closing balance below 80 rupees and the balance for some of the unions was as low as 1 rupee or 2 rupees. None of the unions maintained any political fund.

No union spent money by way of death benefit, strike benefit or unemployment benefit. Only one union rendered sickness and accident benefit and the total amount spent was 12 rupees.

(Indian Labour Gazette, December 1947).

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Working of Indian Trade Unions Act in Bombay,
during 1945-46.

Number of Unions.- The total number of registered trade unions and Federations in Bombay on 31 March 1946 was 114 and 1 respectively. Ten of these unions were central. Annual returns were received from 78 provincial unions, 9 central unions and the 1 federation.

Provincial unions: Number of members.- The membership reported by the 78 provincial unions was 182,943 as compared with 172,679 members shown by 79 unions in 1944-45. Thus, although the number of unions submitting returns was less, the total membership increased by 5.9 per cent. The unions which submitted returns showed an increase of 9.4 per cent in their membership. An industry-wise classification of the number and membership of the unions is given in the table below:-

Industry	Number of unions submitting returns	Number of Members		Total
		Men	Women	
Railways and Transport (other than Tramways).....	7	3,034	..	3,034
Textiles.....	25	88,083	12,140	100,223
Printing Presses.....	4	2,859	22	2,881
Municipal.....	5	7,015	1,125	8,140
Seamen.....	2	26,097	..	26,097
Docks and Port Trusts.....	4	11,224	115	11,339
Engineering.....	8	7,317	197	7,504
Miscellaneous.....	25	21,640	2,085	23,725
All Industries.....	78	167,269	15,674	182,943

The rise in the membership was mainly due to the increase in the number of members in miscellaneous, municipal and seamen groups. The textiles group formed the most important unit accounting for 54.8 per cent of the total membership reported. The number of women members reported decreased from 17,090 to 15,674.

Assets.- The total assets of the 78 unions amounted to 511,224 Rupees of which cash assets formed about 50 per cent and unpaid subscriptions about 28 per cent. The unions had an income of 438,748 rupees and the expenditure was 403,056 rupees. Only one union maintained political fund.

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Central unions.- Of the 8 Central unions submitting returns 6 were in the Railways group and one in the miscellaneous group. The total membership of the unions was 45,441. Of these only 10 were women. The total assets amounted to 152,869 rupees of which cash assets accounted for only about 20 per cent and unpaid subscriptions formed about 25 per cent. The general funds showed an income of 152,321 and an expenditure of 133,522 rupees. One union was reported to have a political fund.

Textile Labour Association.- The Textile Labour Association, Ahmedabad which was the only federation on the register during the year had a membership of 6 unions. The Association had a general fund of 99,867 rupees and a political fund of 1,220 rupees. The Association paid 55,551 rupees by way of educational, social and religious benefits and granted other benefits such as funeral, old age, sickness and unemployment benefits to the extent of 19,118 rupees.

(Indian Labour Gazette, December, 1947).

Working of Indian Trade Unions Act in
Sind during 1945-46.

Number of Unions.- The total number of registered trade unions in Sind on 31 March 1946 was 51 as against 40 on 31 March 1945. Returns were received from 46 unions of which 45 were provincial and 1 Central.

Number of members.- The total membership of the 45 unions was 16,906 as compared to the membership of 11,704 shown by 39 unions in 1944-45. Thus there was an increase of 15.4 per cent in the number of unions which submitted returns and the membership rose by 44.4 per cent. The rise in the membership was mainly due to the increase of members in the unions associated with Docks and Port Trusts, and miscellaneous industries.

The following table shows the number and membership of unions, which submitted returns, classified by industry.

Industry	Number of unions submitting returns	Number of members		Total
		Men	Women	
Railways and Transport (other than Tramways).....	5	1,515	9	1,522
Tramways.....	2	539	..	597
Printing Presses...	2	132	..	132
Municipal	7	2,304	278	2,582

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Industry	Number of unions submitting returns	Number of members		Total
		Men	Women	
Railway and Transport (other than Tramways).....	3	1,513	9	1,522
Tramways.....	2	597	..	597
Printing Presses.	2	132	..	132
Municipal.....	7	2,504	278	2,582
Seamen.....	1	596	..	596
Docks and Port Trusts.....	5	5,758	218	5,976
Engineering.....	6	802	..	802
Miscellaneous....	19	5,027	72	5,099
All Industries...	45	16,329	577	16,906

Women members formed only 5.4 per cent of the total and were mainly in the Municipal and Docks and Port Trusts Unions.

Assets.— The total assets of the 45 unions amounted to 42,693 rupees. Of this, a sum of 24,944 rupees was in the form of cash assets and 1,269 rupees as unpaid subscription. The annual income of the unions was 37,755 rupees and the expenditure 35,432 rupees. Only 10 unions had each income of 1,000 rupees or more. The highest income recorded by a single union was 7,455 rupees and the lowest was 26 rupees. Four of the unions had debit balances and 5 unions were found to have each a balance ranging from 5 to 6 rupees. The number of unions having each a closing balance over 1,000 rupees was 12. No union maintained a political fund.

Central union.— As regards the Central viz., the North Western Railway Employees' Union, Karachi, there was a decrease of membership from 1,468 in 1944-45 to 1,230 in 1945-46. Its income was 785 rupees, and expenditure 655 rupees. The closing balance was 223 rupees. It had no political fund.

(Indian Labour Gazette, December 1947).

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British Trade Union Mission to Malaya:
Report to be submitted to Colonial
Secretary.

A British two-man Trade Union Mission, consisting of Mr. S. Awherry, Labour Member for Bristol and Mr. F. W. Dalley, left Singapore on 27 March 1948 after completing a seven weeks study of the trade union movement and working conditions in Malaya.

The Mission was sent to Malaya after the Governors had reported that the Communist Party controlled the Singapore Federation of Trade Unions and used "strong-arm ~~warrior~~ corps" against any opposition. It will report to the Colonial Secretary on its return to the United Kingdom.

(The Hindu, dated 30-3-1948).

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53. Employers' Professional Organisations.

India - April 1948.

Annual General Meeting of Federation of Indian
Chambers of Commerce and Industry, New Delhi,
28-29 March 1948: Pandit Nehru suggests Manpower
Mobilisation for Social Work.

The 21st annual general meeting of the Federation of Indian Chambers of Commerce and Industry which was held at New Delhi on 28 and 29 March 1948 was inaugurated by Pandit Jawaharlal Nehru, the Prime Minister of India. Mr. M.A. Master the President of the Federation presided. Besides a number of resolutions relating inter alia to the food situation in the country, the regulation of foreign trade, the Government's industrial policy and the nationalisation of banks, transport and decontrol, the meeting adopted a resolution on labour and labour legislation criticising the working of the Industrial Disputes Act and urging that in future before enacting legislation for giving effect to the Conventions and Recommendations of the I.L.O. the Government should investigate, either through a Commission or an ad hoc Committee the effect of such legislation on the production and working of industries in India.

Mr. Master's speech: effective machinery for settling trade disputes demanded.- Mr. M.A. Master, president of the Federation in his address called for ~~making a~~ a "radical revision" of the taxation policy in regard to industries to enable capital to flow freely into new ventures and build up sufficient reserves. While some relief had been given to industries in the current Budget, Mr. Master said that the incidence of taxation on industries, as it stood today, was not such as would restore confidence in the country or would allow a free flow of capital into new ventures. Mr. Master also urged in this connection that the Government should announce its policy regarding the place of private enterprise in the development of industries. It was of vital importance, that private enterprise should know where it stood so that it might be able to proceed with its development schemes with vigour and decision.

It was rather unfortunate Mr. Master continued that while all admitted the urgent need for industrialisation in India the production of essential commodities like steel, cement, cloth, cotton, jute, etc., should have fallen. The main factors responsible for the rapidly increasing deterioration in production Mr. Master alleged were the growing habit of absenteeism amongst the workers, the increasing discontent in regard to their conditions of employment, and the frequent use of the strike weapon to settle their disputes. It was of supreme importance,

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therefore, that for increasing production and for maintaining the national economy, steps should be immediately taken to establish effective machinery throughout the country whereby swift action might be taken to redress the grievances of the workers, for promoting better understanding, for securing more friendly relations and for obtaining greater co-operation between industries and the workers, and at the same time preventing the workers from paralyzing production in the manner they had been doing so far. The Federation was willing and prepared to give full co-operation to the Government in assisting it in the evolution of any comprehensive and well thought out plan which would not only enable labour to play its proper role in industry, but which would also settle the just claims of capital and labour in regard to their remuneration on the principles laid down in the resolution on industrial truce.

Referring to India's adverse balance of international payments, Mr. Master said, that it was necessary to further tighten up import control in a manner which would further conserve foreign exchange in hard currency and would not allow importation of any of the articles which were at present being manufactured or could be manufactured within the country, as also the importation of luxury articles. The position as regards India's export trade in foreign markets also required careful examination, and it was time to explore fresh avenues for the development of India's export trade, and so canalise it as to give her the necessary foreign exchange. The Government should arrange for the deputation of trade missions to countries like Burma and Australia to secure supplies of foodgrains against supplies of Indian manufactured articles. Other methods of raising India's foreign exchange position, were development of "invisible exports" (services in banking, insurance, shipping, air communications, etc) to neighbouring countries and encouragement of tourist traffic. Mr. Master also urged the Government of India to secure for Indian interests in Burma, the same treatment in regard to their land and other property as had been secured by the British Government.

Referring to the Marshall Plan to aid European rehabilitation and reconstruction, Mr. Master said that India as an ally of both Britain and the USA had made magnificent contributions in men and material for the winning of the war and it was, therefore, difficult to appreciate an approach which excluded an under-developed country like India from the benefit of the Marshall Plan, while it recognised the claims to assistance of some of the highly developed industrial countries of Europe for that purpose. Finally, Mr. Master analysed the provisions of the charters of international bodies like the International Trade Organisation and the Inter-Governmental Maritime Consultative Council and suggested certain directions in which Indian interests had to be safeguarded. He also suggested the setting up of a Ministry of International Affairs, separate from the existing External Affairs Ministry.

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Pandit Nehru's address.- Inaugurating the session Pandit Jawaharlal Nehru, Prime Minister of India, referred to the problem of industrial expansion in India. The progress made hitherto was not satisfactory. But it was wrong to say that the fall in production was due only to the fact that no capital investment was forthcoming. The capital already invested was not yielding enough benefit either. Pandit Nehru agreed that the unrest prevailing among workers had adversely affected production. That was, however, because labour, in general, had lost faith in the sense of justice of those with whom it dealt. It was important that labour ~~would~~ should have satisfaction and peace of mind because when minds were upset they proved welcome fields to mischief-mongers.

Large-scale industrial development, again, was dependent to some extent on the availability of imports of capital goods from abroad and the India would try to secure them from wherever she could. But to wait for imports of machinery and for big schemes which would again take years to develop was not enough. There was considerable scope in India for the immediate development of cottage industries on a large-scale.

Nationalisation of industries.- As regards the question of nationalisation, Pandit Nehru said that the Government proposed shortly to announce its policy and it would be debated in the legislature. He did not like to anticipate the decision of the House. He agreed, however, that the Government policy should be laid down in clear and precise terms and thus leave no ambiguity in the mind of anyone on this issue. In his personal opinion, Pandit Nehru added, in the circumstances prevailing today it was not possible for anyone to decide upon one particular 'ism' and then stick to it dogmatically. Of course, Government must have sound principles to guide it but at the same time it could not ignore the world forces. Except for one or two countries the principles of nationalisation of key industries had been accepted all over the world but India did not have the means of nationalisation alining all her industries. The Government had, therefore, to decide upon which particular industries it might acquire. There were big plans for the development of India's vast potentialities and he felt that the Government should employ its financial resources and energy for the implementation of those projects rather than ~~an~~ acquiring the industries already existing. Even where an industry was nationalised, he felt that it should be run by some kind of a statutory corporation, more or less on the lines even of private business and not on departmental level, so that the business could be carried on as efficiently as private industry might. Pandit Nehru said that gradually he was coming to the conclusion that what was needed in India today was conscription, "not in a military sense but conscription of men and women for essential social work".

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He was also in favour of initiating some kind of regional co-operation between South and South-East Asian countries in building up a common sphere of action, economic, defence and the rest. Any such development of closer co-operation between the countries of South-East Asia was not meant to be and would not be; he was sure a kind of grouping against any other group, but just to preserve their own freedom political and economic, and to help each other as far as they could.

In conclusion Pandit Nehru appealed for the goodwill and co-operation of the commercial and industrial community. The Government was prepared to give them help and co-operation, indeed there was no question of the Government being prepared, it was its bounden duty to help all groups and sections of the community working for the common good.

Resolutions.— The more important of the 16 resolutions adopted by the meeting relating to the nationalisation of banks, Government's policy regarding imports and exports, nationalisation of industries, labour and labour legislation and controls. These are briefly noticed below:

Nationalisation of banks.— The resolution on this subject asserted that if all resources available for investment were brought under the control and direction of the State, it would strike at the very foundation of the working of private enterprise. As regards the nationalisation of the Reserve Bank of India (vide page 20 of the report of this Office for February 1948) the Federation was definitely of the opinion that it should not be nationalised. Apart from the present pre-occupation of Government with pressing problems and the dearth of sufficient personnel of requisite qualifications for places of control and management, which would make the nationalisation of that Bank extremely unwise, the Federation considered it essential that those who dictated the policy of the Reserve Bank must bring an independent approach and judgment in the management of the affairs of the Bank. Such an independent approach and judgment were specially called for, particularly as the Bank had to deal very largely with the finances of the Government of India. The Resolution strongly urged the Government to reconsider its decision as regards the nationalisation of the Reserve Bank and not to proceed with any scheme that it might have evolved in connection therewith.

Import and export policy.— The resolution on the subject of foreign trade stressed the need for a re-orientation in the policy governing the import and export trade of India due account being taken of the changes in the direction and composition of her overseas trade during the period of the war. Over and above food imports, India would have to import on a large scale, capital goods for implementing the programme of industrial development. The import policy of the country should be, therefore, directed towards conserving India's foreign

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exchange resources mainly for the above purpose. In settling this policy, effective steps should be taken, not only to prevent the importation of luxury goods, but also to ensure that even as regards consumer goods, such goods were allowed to be imported as were absolutely essential to meet the requirements of the country. The resolution further urged that simultaneously with the laying down of the import policy, a vigorous export drive should be undertaken on a planned basis and all facilities should be offered for the development of the India's export trade, and all possible steps should be taken to secure the highest price for the commodities exported out of India.

Government's policy of nationalisation: need for clear-cut pronouncement.— This resolution moved by Sir Chuni Lal B. Mehta, expressed the anxiety and concern of the business community over the recommendations of the Economic Programme Committee of the All-India Congress Committee (vide pages 27-31 of the report of this Office for February 1948) and stressed the need for a clear-cut pronouncement by Government on its policy of nationalisation of industries.

Labour and labour legislation.— On the question of labour and labour legislation the Federation regretted that a particular section of labour had failed to implement the industrial truce agreement reached last December and stressed that it was imperative to maintain the truce for the promotion of stable relations between management and labour and for the avoidance of interruption in production during the present crisis. The Federation demanded that the Government should enunciate a uniform labour policy for the whole country in clear and unequivocal terms so as to remove doubts and uncertainties in the minds of workers in regard to the intention of the Government. Such a policy should be implemented with a firm hand without countenancing any deviation.

Noting with regret that the efficiency and output of workers had not only failed to increase in relation to the rise in their wages but had actually recorded a marked decline, resulting in higher cost of production and rising prices, the Federation expressed the view that if prices were to be stabilised, wages must be pegged. The labour standards should be related to the country's stage of industrial development and the capacity of industry to bear the burden and the wages must be justified by output and efficiency in order that the competitive capacity ~~in order that the competitive~~ of industry was not permanently impaired.

In relation to the conciliation and adjudication ~~machinery~~ machinery for settling industrial disputes, the Federation recommended that the Industrial Disputes Act should be amended so as to ensure that the adjudicators were chosen from amongst persons of proved ability and integrity and with sufficiently long judicial experience

not below the status of a High Court Judge. It would be desirable if the Act led to uniformity of standards and a uniform contract of employment throughout India.

Lastly, the Federation while welcoming the implementation by the Government of the various conventions and recommendations of the International Labour Conferences urged that the Government should carefully weigh the consequences of any legislation that might be enacted for giving effect to these conventions. Before enacting any further legislation the Government should carefully investigate either by the appointment of a commission or an ad hoc committee the resultant effect of such legislation.

Office bearers for 1948-49.— The following office-bearers were elected for 1948-49: President, Mr. Lalji Mehrotra; Vice-Presidents, Mr. K.D. Jalan; and Honorary Treasurer: Mr. Tulsidas Kilachand.

(Summarised from the texts of Mr. H.A. Master's speech and the resolutions submitted to the Meeting received in this Office;
The Statesman, dated 29-3-1948;
The Hindustan Times, dated 30-3-1948).

15th Annual Session of All-India Organisation
of Industrial Employers, New Delhi, 18-4-1949:
Plea for Government support for improving
Trade Unionism.

The 15th annual session of the All-India Organisation of Industrial Employers met at New Delhi on 18 April 1949, with Mr. Sakarlal Balabhai, the president of the Organisation in the chair. The session was inaugurated by Mr. Jagjivan Ram, Minister for Labour in the Government of India.

Presidential address: Three shifts in factories to absorb refugees.— Referring first to the problem of rehabilitating the millions of refugees from Pakistan, Mr. Balabhai stated that a suggestion had been made some time back that refugees should be given employment in factories by starting three shifts and by giving them training free of charge for a period of about six months. He trusted that members of the Organisation would not only give their serious consideration to this suggestion, but actually implement it to the best of their ability. This would not only help in absorbing quite a substantial proportion of the working population that had migrated to the Indian Union, but would also help in the production drive that had been recently launched by the Prime Minister.

Referring in this connection to the effects of the partition of India, Mr. Balabhai said that the partition had left the Indian Union much poorer in agricultural resources, but comparatively richer in industrial and mineral resources. The production of raw jute and raw cotton and also of foodgrains, fell far short of India's requirements. These had, therefore, now to be imported in large quantities and to balance their import, India would have to export her manufactures. It was necessary, therefore, that a vigorous and sustained export drive should be launched, so that the balance of payment position, did not grow worse.

Support for Government's industrial policy.- Welcoming the Government of India's resolution on Indian policy (vide pages 32-36 of this report), Mr. Balabhai emphasised that the statement by itself was not going to give the country any new levels of production or enhanced prosperity. This would depend on the way in which the broad policies underlying the statement were worked by Government, the industrialists and labour. He also felt that the 10 years' period prescribed for private enterprise in some of the industries was likely to hamper plans of development in those vital industries. Again the long-range aim implicit in the statement that the ultimate objective was to nationalise all industrial activities in the country should cause a feeling of disappointment in the minds of the commercial and industrial community.

Labour blamed for production crisis: Need for sound trade union leadership.- The production crisis to which he had referred in his address last year (vide pages 48-51 of the report of this Office for April 1947), Mr. Balabhai stated, he continued to loom large during the year under review, and the labour situation had worsened despite the fact that the newly-amended Trade Disputes Act and the Rules made thereunder in regard to conciliation, adjudication and arbitration had been given effect to, and the various provincial Governments had made it clear in unequivocal terms that strikes or lock-outs, without recourse to these, would not be tolerated. The number of man-days lost during 1947 was four times the figure for 1945, and showed an increase of more than 25 per cent over the figures for 1946. While there had been universal agreement in India that strikes engineered for political purposes or for ideological reasons were not desirable, concrete steps had not been taken for eradicating the occurrence of such strikes. He was of the opinion that the growing menace of industrial unrest in the country could not be overcome unless Government lent an active and helping hand in the growth of a sound trade union movement in the country. So far, workers had mostly been left uncared for, with the result that they had easily lent themselves to be exploited by all types of political groups. It was high time that the leadership of the trade union movement in the country was thoroughly overhauled and trade unions purged of such leadership as owed its allegiance to ideologies and to political parties, the object of which

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was anything other than that of securing the economic betterment of the working ~~sa~~ classes.

Criticism of Government's labour policy.— Another vital matter to which Mr. Balabhai wanted to draw the attention of the Government was the various measures which had been passed by the Indian Parliament during the last year or two, or which were coming up before it in the near future. Most of these measures were not strictly concerned with steps for improving the working conditions of labourers in factories, but assumed the aspect of social security and other such benefits, which were at present denied to the vast majority of the people in India. These measures placed financial burdens on the industry which it might not be in a position to bear. He particularly referred in this connection, to the Workmen's State Insurance Bill (vide pages 70-73 of this report) and to the Factories Bill. The former provided for certain benefits to workers in ~~xx~~ perennial factories and to their family members. He did not mean to imply that these benefits should not be provided for, but he did plead that when any such measure was contemplated, which was bound to have far-reaching effects not only on the working conditions of the factory labourers but also on the general economy of the country, it should receive a thorough scrutiny at the hands of some Central Planning Authority, so that all the pros and cons of the measure, were thoroughly examined. For instance the new Factories Bill had a clause which related to the application of the provisions of the Factories Act to factories or workshops employing more than ten persons. The sure effect of such a proposal was going to be that such small units which were mostly cottage industries, would be scared away. Again, there were certain provisions in the Bill which related to standard specifications for ~~factory~~ factory premises and housing of workers. It was obvious that in a large number of cases, under the conditions prevailing at present, the fulfilment of those specifications and provisions of housing for workers was difficult, with the result that if those provisions were strictly enforced, industrial development was bound to suffer. He was, convinced that there should be some authority in the country which should have the power to examine and co-ordinate the measures and activities of the various Ministries in respect of such matters. It should be for that authority to lay down broad priorities according to which the plans of industrial development should progress. It was no use for one Ministry to lay down targets and for another Ministry to pass measures which, to a great extent, went towards defeating the object of attaining those ~~targets~~ targets.

Working of Tripartite Machinery.— As regards the tripartite machinery, Mr. Balabhai drew the attention of Government to one or two anomalies in the working of this machinery. An important instance of such an anomaly was the way in which the Select Committee of the Constituent Assembly had ~~introduced~~ introduced vital changes in the Workmen's State Insurance Bill (vide pages 70-73 of this report). The Bill, Mr. Balabhai pointed out had been

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examined on various occasions at Ministers' Conferences, Standing Labour Committees, the Labour Conference, and lastly the Conference of Government, Workers' and Employers' representatives, held during December 1946. The scheme, at one stage, had also been examined by some experts from the International Labour Organisation, and again discussed in the light of their report at a Labour Conference. The Bill, as finally introduced, was, therefore, supposed to embody the largest measure of common agreement arrived at at all these meetings and conferences, and it was, therefore, only natural to expect that, no ~~legislation~~ material changes would be introduced without a reference to the appropriate organ of the tripartite machinery which was, so to say, responsible for ushering that measure. Of course, the Select Committee, being the mouthpiece of the Legislature, had the last say in such matters, but the position, he felt could be safeguarded by the Minister in charge, who piloted a bill in Parliament, by his taking a strong stand in the Select Committee and explaining to its Members the circumstances which have gone in shaping the labour bill as introduced. He hoped that the Minister in charge of Labour had this aspect of the matter fully in view and would look to the prestige and position of the tripartite machinery which had been nurtured so laboriously and patiently and which had so far given satisfaction to everyone concerned.

Mr. Balabhai had also comments to offer regarding the setting up of Industrial Committees. Industrial Committees were supposed to be appropriate organs of the Labour Conference and were to work in co-ordination with that Body, but the manner in which they had been constituted so far was such that no effective co-ordination was possible between any of the Industrial Committees and either the Standing Labour Committee or the Indian Labour Conference.

For example, while both the latter were constituted of representatives of central organisations of employers and workers, the Industrial Committees were constituted either of representatives of local Bodies or of individual concerns.

This procedure not only deprived the Industrial Committees so constituted of their representative character, but also made any effective co-ordination between them and the Labour Conference impossible. Another danger was the likelihood of too many Industrial Committees being formed irrespective of the fact whether the industry was a major one or not.

Before concluding Mr. Balabhai paid a tribute to the Deputy Prime Minister of India, Sardar Vallabhbhai Patel for the recent mergers of small states and the democratisation of the bigger ones. He trusted this process of integration would not only lead to the elimination of trade barriers, but also to the uniform adoption of labour welfare and legislative measures throughout India.

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Labour Minister's address: Reply to criticisms.— Inaugurating the session, Mr. Jaggivan Ram, the Minister for Labour in the Government of India, described the industrial truce resolution adopted by the Industries Conference in December 1947, as the 'charter for industrial peace and increased production' and appealed to labour and management not to stand in the path of the country's progress even if it meant some sacrifice on their part. The Labour Minister expressed surprise at the criticism that some of the enactments for the welfare of labour were not strictly for ~~improving~~ improving working conditions but were social security measures. It would be a short-sighted policy, he said, not to proceed with the schemes merely because every one would not be entitled to the benefits envisaged under the schemes. He could not also understand the criticism of the provisions in the Factories Bill. Construction of factories in approved lines and according to standard specifications could not but help industry in the long run.

The scope of the industrial committees also had not been properly understood. The idea was to set up in each case a proper tripartite machinery, fully representative of industry. It was not the idea to have representatives—whether of labour or management—unconnected with that particular industry. It was not the intention to have too many committees. These committees would be set up only for industries which required them and were likely to benefit by them. The constitution of the committees would not necessarily depend on the number of workers employed in the industry. It would depend upon the importance of the industry irrespective of the number of workers employed therein.

New President.— Mr. Shanti Prasad Jain was elected President of the Organisation for the next two years.

Implementing Industrial Truce Resolution.— Meeting earlier, on 17 December 1947 the Committee of the Organisation adopted a resolution urging that the machinery to be set up in pursuance of the Industrial Truce Resolution for the study and determination of fair wages and conditions of labour and methods for the association of labour in all matters concerning industrial production should not be unnecessarily cumbersome, unwieldy and complicated by a multiplicity of Committees and Advisory Bodies. The resolution added that the question of fair remuneration for capital, reasonable reserves for the maintenance and expansion of the undertaking, were matters of high policy relating to finance and industrial development of the country and demanded that this should be fully considered by the Ministers of Finance, Industry and Supply and Labour on the one hand, and representatives of Employers' Organisations on the other. It should be left to be decided by the usual tripartite machinery or even by any single ministry of the Government of India.

(The Statesman, dated 19-4-1948;
Texts of Presidential Address and Resolution
adopted by the Committee received in this
Office).

The report suggests that the first five years of the industrial development plan should be devoted to producing simple and plain fabrics leaving the higher staple cotton for exports. It has also suggested the establishment of a Research Association modelled on the lines of similar bodies in the United Kingdom, the setting up of a laboratory, and the development of dyeing and finishing branches of the woollen industry.

On the question of control and ownership of the textile industry, the report has recommended that the industry should be left for private enterprise for the present, but that private capital should be supplemented by State Aid.

(The Civil and Military Gazette, 8-4-1948).

Madras: Proposal to set up Industrial Finance Corporation.

The Madras Government proposes to establish an Industrial Finance Corporation in the ~~Presidency~~ province as a joint stock company, to be registered under the Indian Companies Act, for the financing of long-term loans to industry and for the making of advances to industry when such credit is not ordinarily available from the commercial banks. A conference of representatives of banks, industries and Chambers of Commerce met in Madras on 14 April 1948 with the provincial Minister of Industries in the chair to discuss the Government's proposals relating to the constitution and the working of the Corporation.

The authorised share capital of the Corporation is to be 20 million rupees. The Government proposes to take shares to the extent of 51 per cent of the share capital. The balance of the shares is to be offered to institutions such as societies registered under the Co-operative Societies Act or the Societies Registration Act, scheduled banks, insurance companies and investment corporations.

(The Hindu, dated 7 and 15-4-1948).

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42. Production and Export of Agricultural
Products.

India - April 1948.

C.P. and Berar Cultivation of Fallow Land Act,
1948.

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The Central Provinces and Berar Cultivation of Fallow Land Ordinance, the provisions of which are summarised at page 24 of the report of this Office for March 1948, has now been replaced by the Central Provinces and Berar Cultivation of Fallow Land Act, 1948, which contains identical provisions. The Act, however, leaves it to the provincial Government to fix the rate of the ~~minimum~~ subsidy to be paid for every acre of fallow land reclaimed and planted with an approved crop during 1948-49; the Ordinance, it might be recalled, had fixed a specific rate of 2 rupees per acre. The Act received the assent of the Governor of the province on 9 April 1948.

(The Central Provinces and Berar Gazette
Extraordinary, dated 10-4-1948, pages
594-596).

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44. Prices and Cost of Living.

India - April 1948.

New Series of Working Class Cost of Living Index
Numbers for Delhi and Ajmer.

Attention is directed to a new series of Working Class Cost of Living Index numbers relating to Delhi and Ajmer appearing at pages 499-503 of the January 1948 issue of the Indian Labour Gazette. The new series are based on the patterns of consumption revealed by the Family Budget Enquiries conducted in Delhi and Ajmer during 1943-44 as part of the Cost of Living Index Scheme initiated by the Government of India in 1942 (vide pages 13-15 of the report of this Office for August 1943).

Delhi.- The Delhi cost of living index framed from the result of an enquiry covering 581 representative working class families is based on the prices of 44 items of consumption covering 91.4 per cent of the average monthly expenditure of the family as revealed by the Family Budget Enquiry. This index rose from the base figure of 100 in 1944 to 137 in September 1947. The figures for October and November 1947 were 128 and 152 respectively.

Ajmer.- The cost of living index for Ajmer compiled on the basis of an enquiry which covered 375 representative working class families is based on the prices of 44 items of consumption covering 90.55 per cent of the average monthly expenditure of the family as revealed by the enquiry. The index rose from the base figure of 100 in 1944 to 178 in November 1947, the figures for September and October being both 171.

(Indian Labour Gazette, January, 1948).

East Punjab: Food Rationing to be abolished.

The Government of East Punjab has decided to terminate the rationing of food grains in all the rationed towns of the province with effect from 1 May 1948.

(The Hindustan Times, 19-4-1948).

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United Provinces Prevention of Black Marketing
(Temporary Powers) Act, 1947.

The United Provinces Prevention of Black Marketing (Temporary Powers) Bill, 1948, the provisions of which were summarised at page 50 of the report of this Office for October 1947, received the assent of the Governor-General of India on 11 April 1948 and has now been gazetted as the United Provinces Prevention of Black Marketing (Temporary Powers) Act, 1947 (U.P. Act No. XXII of 1948).

(Government Gazette of the United Provinces,
Part VII-A, dated 24-4-1948, pages 32-35).

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45. Economic Development and Control.

India - April 1948.

India: Statement on Industrial Policy:
Emphasis on State Participation in Industry
and Tripartite Collaboration.

On 6 April 1948 Dr. Shyama Prasad Mookerjee, Minister for Industry and Supply, presented to the Constituent Assembly of India (Legislative) a Resolution outlining the Government of India's industrial policy. The immediate objective of the Government of India, the Resolution states, is to provide educational facilities and health services on much wider scale, and to promote a rapid rise in the standard of living of the people by exploiting the latent resources of the country, increasing production and offering opportunities to all for employment in the service of the community. This objective the Government proposes to achieve by the establishment of a National Planning Commission to formulate programmes of development and to secure their execution; the total reservation of certain spheres for state enterprise, and making the State exclusively responsible for the establishment of new undertakings in a number of basic industries including coal and iron and steel; regulation and control by the Central Government of a number of major industries; the co-ordination and integration of cottage and small-scale industries with large-scale industries and the establishment of a Cottage Industries Board; the promotion co-operative enterprise in the industrial sphere; the establishment of suitable tripartite and bipartite machinery at the Central, regional and unit levels to assure the fullest co-operation between labour and management and the setting up of machinery to advise on fair wages, fair remuneration for capital and conditions of labour¹. The resolution was approved by the Constituent Assembly of India (Legislative) on 7 April 1948.

¹. For the latest previous statement on the Government of India's industrial policy, see International Labour Review, Vol. LII, No. 1, July 1945, pp. 50-52.

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Objectives.- Stating that the nation has now set itself to establish a social order where justice and equality of opportunity shall be secured to all the people the resolution ~~states~~ that the immediate objective is to provide educational facilities and health services on a much wider scale, and to promote a rapid rise in the standard of living of the people by exploiting the latent resources of the country, increasing production and offering opportunities to all for employment in the service of the community. For this purpose, careful planning and integrated effort over the whole field of national activity are necessary; and the Government of India proposes to establish a National Planning Commission to formulate programmes of development and to secure their execution. In the present state of India's economy, when the mass of the people are below the subsistence level, the emphasis the Government of India feels, should be on the expansion of production, both agricultural and industrial; and in particular on the production of capital equipment, of goods satisfying the basic needs of the people, and of commodities the export of which will increase earnings of foreign exchange. A mere redistribution of existing wealth would make no essential difference to the people and would merely mean the distribution of poverty.

State participation in industry.- The problem of state participation in industry and the conditions in which private enterprise should be allowed to operate must be judged in this context. Under present conditions, the mechanism and the resources of the State may not permit it to function forthwith in industry as widely as may be desirable. The Government is taking steps to remedy the situation; in particular, it is considering steps to create a body of men trained in business methods and management. It feels however, that for some time to come, the state could contribute more quickly to the increase of national wealth by expanding its present activities wherever it is already operating and by concentrating on new units of production in other ~~fields~~ fields, rather than on acquiring and running existing units. Meanwhile, private enterprise, properly directed and regulated, has a valuable role to play.

Basing itself on the above considerations, the Government of India has divided industries into four groups (i) those which will be exclusively the monopoly of the Central Government; (ii) those in which existing private undertakings will be allowed to continue under private ownership and management for a period of ten years and allowed all facilities for efficient working and reasonable expansion, but the establishment of new undertakings will be the exclusive responsibility of the State; (iii) certain basic industries of importance, the planning and regulation of which by the Central Government is necessary in the national ~~interest~~ interest and which will, therefore, be the subject of Central regulation and control; and (iv) the remaining industries which will normally be open to private enterprise, individual as well as co-operative.

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The manufacture of arms and ammunition, the production and control of atomic energy, and the ownership and management of railway transport are to be the exclusive monopoly of the Central Government.

Secondly, in the case of the following industries, the State—which, in this context, includes Central, provincial and Indian State Governments and other public authorities like municipal corporations—will be exclusively responsible for the establishment of new undertakings, except where, in the national interest, the State itself finds it necessary to secure the co-operation of private enterprise : coal; iron and steel; aircraft manufacture; shipbuilding; manufacture of telephone, telegraph and wireless apparatus, excluding radio receiving sets; and mineral oils. The existing privately owned undertakings in these fields, however, will be allowed to develop for a period of ten years, during which they will be allowed all facilities for efficient working and reasonable expansion. At the end of this ~~per~~ period, the whole matter will be reviewed and a decision taken in the light of circumstances obtaining at the time; and if the State should decide to acquire any unit compensation will be awarded on a fair and equitable basis.

Thirdly, the following 18 basic industries whose location is governed by economic factors of all-India import, or which require considerable investment or a high degree of technical skill are to be subject to Central regulation and control: salt; automobiles and tractors; prime movers; electric engineering; other heavy machinery; machine tools; heavy chemicals, fertilizers and pharmaceuticals and drugs; electro-chemical industries; non-ferrous metals; rubber manufactures; power and ~~manufacturing~~ industrial alcohol; cotton and woollen textiles; cement; ^{sugar} paper and newsprint; air and sea transport; minerals; and industries related to defence. The Government of India, while retaining the ultimate direction over this field of industry, will consult the Governments of the provinces and Indian States at all stages and fully associate them in the formulation and execution of plans. Besides these Governments, representatives of industry and labour will also be associated with the Central Government in the Industrial Advisory Council and other bodies.

The rest of the industrial field will normally be open to private enterprise, individual as well as co-operative. The Government, however, makes it clear that the State will also progressively participate in this field; and will not hesitate to intervene whenever the progress of an industry under private enterprise is unsatisfactory. The Central Government has already embarked on enterprises like large river-valley development schemes, which are multi-purpose projects of great magnitude, involving extensive generation of hydro-electric power and irrigation on a vast scale. It has also undertaken the production of fertilizer on a very large scale, and has in view other enterprises like the manufacture of essential drugs, and synthetic oil from coal; many provincial and State Governments are also proceeding on similar lines.

Cottage industries.- Cottage and small-scale industries have in the opinion of the Government of India, a very important role in the national economy, offering as they do scope for individual, village or co-operative enterprise, and means for the rehabilitation of displaced persons. They are also particularly suited for the better utilisation on local resources and for the achievement of local self-sufficiency in respect of certain types of essential consumer goods like food, cloth and agricultural implements. The Government of India, therefore, proposes to investigate how far and in what manner these industries can be co-ordinated and integrated with large-scale industries. It will ~~examine~~ examine, for example, ~~how~~ how the textile mill industry can be made complementary to, rather than competitive with the handloom industry, the country's largest and best organised cottage industry. In certain other lines of production, like agricultural implements, textile accessories, and parts of ~~machine~~ machine tools, it should be possible to produce components on a cottage-industry scale and assemble these into their final product at a factory. The Government will also investigate how far industries at present highly centralized can be decentralized with advantage. For fostering small-scale industries, the Government proposes to establish a Cottage Industries Board and set up a Cottage and Small-scale Industries Directorate within the Directorate General of Industries and Supplies. Experience in China has shown ~~the~~ what mobile co-operative units can achieve in this sphere and one of the main objectives in India will be to give a ~~distinctly~~ distinctly co-operative bias to this field of industry.

Profit-sharing.- The Government recognises that to achieve its objective, viz., securing the maximum ~~increase~~ increase in production, it is very ~~essential~~ essential to secure the fullest co-operation between labour and management and the maintenance of stable and friendly relations between them. Accepting a resolution on this subject adopted by the Industrial Conference held at Delhi in December 1947 demanding that 'the system of remuneration to capital as well as labour must be so devised that both would share the product of their common effort, after making provision for payment of fair wages to labour, a fair return on capital employed in the industry and reasonable reserved for the maintenance and expansion of the undertakings', the Government suggests that labour's share of the profits should be on a sliding scale normally varying with production. It proposes in addition to the over-all regulation of industry by the State, to establish machinery for advising on fair wages, fair remuneration for capital, and conditions of labour.

Joint production machinery.- Side by side with this steps will also be taken to associate labour in all matters concerning industrial production. The machinery which the Government proposes to set up for this purpose will function at different levels, central, regional and unit. At the Centre, there will be a Central Advisory Council, which will cover the entire field of industry, and will have under it Committees for each major industry. These Committees may be split up into sub-committees dealing with specific questions

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relating to the industry, e.g., production, industrial relations, wage fixation, and distribution of profits. The regional machinery under the provincial Governments will be Provincial Advisory Boards which, like the Central Advisory Council, will cover the entire field of industry within the province; they will have under them Provincial Committees for each major industry. The Provincial Committees may also be split up into various sub-committees dealing with specific questions relating to production, wage fixation and industrial relations. Below the Provincial Committees will come the Works Committees and the Production Committees attached to each major industrial establishment. The Works Committees and the Production Committees will be bi-partite in character, consisting of representatives of employers and workers only, in equal numbers. All other Committees will be tri-partite, with representatives of Government, employers and workers.

Place of foreign capital.— Referring specifically to the participation of foreign capital and enterprise, particularly as regards industrial technique and knowledge, the Government of India recognises that such participation will be of value to the rapid industrialisation of the country. It is however, of the opinion that the conditions under which foreign capital may participate in Indian industry should be carefully regulated by suitable legislation which it proposes to introduce. Such legislation will provide for the scrutiny and approval by the Central Government of every individual case of participation of foreign capital and management in industry. It will provide that, as a rule, the major interest in ownership, and effective control, should always be in Indian hands. In all cases, the training of suitable Indian personnel for the purpose of eventually replacing foreign experts will be insisted upon.

Finally, the Government of India proposes to design its tariff policy as to prevent unfair foreign competition and to promote the utilisation of India's resources without imposing unjustifiable burdens on the consumer. The system of taxation will be reviewed and readjusted where necessary to encourage saving and productive investment and to prevent undue concentration of wealth in a small section of the population.

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Burma: State Timber Board Order, 1948.

On 5 April 1948 the President of the Union of Burma issued the State Timber Board Order, 1948, providing for the setting up of a State Timber Board for the purpose of managing and controlling the extraction, conversion and marketing of forest produce in the Union of Burma. The Order provides that the Board shall consist of a chairman appointed by the President, the Secretary, Ministry of Finance and Revenue, the Secretary, Ministry of Agriculture and Forests, the Chief Conservator of Forests, and five non-officials appointed by the President. The duty of the Board will be to manage and control the extraction, conversion and marketing of forest produce in the Union of Burma, except such kinds of forest produce as may be excluded by the President from the operations of the Board; and, to enable it to discharge this duty the Board is empowered to maintain a fund to be known as the State ~~State~~ Timber Fund. In discharging its functions the Board is required by the Order to act on business principles due regard being ~~to~~ to the interests of general public and to be guided by such instructions as to policy as may be given to it by the Government.

The Order came into effect on 10 April 1948.

(The Burma Gazette, Part I, dated 10-4-1948, pages 415-416).

Pakistan: Road Transport to be nationalised
in West Punjab within Three Years.

On 5 April 1948 the West Punjab Legislative Assembly passed the West Punjab Transport Board Bill, 1948; the Bill aims at nationalisation of road transport in the province within three years.

The Statement of Objects and Reasons attached to the Bill declares that for some time past, the West Punjab Government has been considering that the various transport companies in the province were not providing adequate and satisfactory services to the public. In most cases these services are managed by persons who are actuated more by profitmaking motives than by a desire to serve the public. The Government feels that so long as these services remain in the hands of such persons, there is little scope of the road transport of the province being developed on better lines and the public being provided with a really modern and progressive road transport system.

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The Government has also realized that with the increase in the population of the province due to the heavy influx of refugees and the curtailment of railway services, the road transport has become an enterprise which, if nationalised, has possibilities of increasing to a considerable extent the revenues of the State. In the opinion of the Government, the best way to nationalise transport in the province would be to constitute a statutory authority to be known as the West Punjab Transport Board. The Board when constituted will be entrusted with the work of operating all the passenger transport services in the province and such goods services as the Government considers necessary. The setting up of such a Board would enable the Government to operate transport services on a sound commercial basis.

(The West Punjab Gazette Extraordinary,
dated 31-3-1948, pages 167-170;
The Statesman, dated 6-4-1948).

India: Legislature approves Government of
India's Industrial Policy.

On 7 April 1948 the Constituent Assembly of India (Legislative) approved of the resolution outlining the Government of India's industrial policy summarised above at pages 32-36 of this report.

Dr. Hookerjee's speech.- Commending the policy to the House Dr. Shyama Prasad Mookerjee, the Minister for Industry and Supply stated that only the broad line of policy had been set out. The Government proposed soon to introduce the necessary legislation to give effect to the policy and he estimated that if some of the bottlenecks now hindering production could be removed in a year or so, it would be possible to increase India's production by 20 or 30 per cent.

Policy supported.- Mr. Santhanam moved an amendment approving the Government's statement on industrial policy. He would have liked the Minister for Industries to indicate what were the industries which he expected the provincial Governments to take up. There was a suggestion throughout the statement that the State would, in practice, ultimately mean the Central Government. Protesting against the increasing tendency towards concentrating all power at the Centre, Mr. Santhanam stressed the need for the widest possible distribution of initiative, control and management. Eighteen industries had been listed for Central regulation and ~~rank~~

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control. The principle was unexceptionable, but ~~his~~ he wished that some more light had been shed upon it. He wanted to know whether, subject to statutory provisions, private enterprise would be allowed freedom to exploit the field allotted to it or whether all kinds of ~~firm~~ fancy administrative control would be foisted on it and the experience of recent war-time control would again have to be repeated in the field of industry. He suggested that once a field was given to private enterprise, the maximum initiative and freedom should also be given to it, subject to statutory regulation. They could not allow people discretion to distribute favours worth millions of rupees and then say that they were under temptation. He hoped that it would not be long before the Government announced the planning machinery and that some way would be found for ascertaining the opinion of members before its composition and functions were officially announced.

Mr. M.R. Masani, Mr. Khandubhai Desai and a number of other members generally welcomed the Government's statement on industrial policy.

Prof. K.T. Shah's criticism: Too few industries under State management.— The resolution however was severely criticised by Prof. K.T. Shah who expressed "utter disappointment" with everything that was contained in the resolution. He felt that the policy outlined in the resolution was not a policy that a state desiring to be progressive, and wealthy should adopt. He was disappointed with the resolution, not only because of its sins of commission, but also because of its sins of omission. The resolution made no mention of nationalisation of road transport, sea transport or air transport, which were left to the mercies of the individual capitalist seeking "profit, profit, profit and profit only". The ~~only~~ worst possible examples were left to the state and the best possible examples were left to the capitalist. It again fixed no limit on profits in spite of all the ~~tax~~ talk about equality. "There was a very small list of enterprises reserved for the State. There was no definite period given within which the State should come into its own. Referring to the contention that redistribution of existing wealth would only mean redistribution of poverty. Mr. Shah stated that it was much better to share equally their poverty than to have 1 per cent rolling in wealth which they did not know how to use, and the rest not having sufficient to eat.

Radical changes may delay progress: Prime Minister's warning.— Defending the Government's policy, Pandit ~~Jawahar~~ Jawaharlal Nehru, the Prime Minister, said that one had to be very careful that in taking any step, the existing structure was not injured too much. In the state of affairs in the world and in India today any attempt to have a "clean slate", would certainly not bring progress nearer but might delay it tremendously. He had no doubt that they had to change the existing structure as rapidly as possible, but priorities had to be laid down in view of the country's limited resources and those priorities ~~must~~ must be laid down in terms of new things as far as possible unless the old things came in the way. He emphasised the need for

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thinking in terms of the vast changes in production methods that might come about, which would render the present industrial apparatus completely obsolete. If they spent vast sums of money on acquiring this or that, they would be acquiring things which were 90 per cent obsolete today. The fundamental approach of the ~~Government's~~ Government's statement was the only right and practical approach at the present moment.

As already stated above, the House finally approved the Government's Resolution on industrial policy.

(The Statesman, dated 8-4-1948).

Pakistan's Industrial Policy announced:
Centre to control Mines, Oilfields and
development of industries.

Defining the industrial policy of the Government of Pakistan at a Press conference in Karachi on 2 April 1948, Mr. I.I. Chundrigar, Minister of Commerce, said that industries dealing with arms and ammunition, generation of hydel power and ~~minerals~~ manufacture of railway wagons, telephones, telegraph and wireless apparatus would be owned and operated by the State. Foreign capital would be welcomed provided it sought investment solely as an industrial and economic objective and no special privileges were claimed. The main objective of the Government in its industrial policy was described by Mr. Chundrigar as [an improvement in the standard of living of the people brought about by harnessing, to the maximum extent possible the forces and treasures of nature in the service of the people by providing gainful and legitimate employment and by assuring freedom from want, equality of opportunity, dignity of labour and a more equitable distribution of wealth'. The following is a summary of Mr. Chundrigar's statement:

Pakistan's economy: Centre to control development of industries.— In view of the predominantly rural economy of Pakistan, initial emphasis must rest upon the reconstruction and development of agriculture and of industries based upon or connected with it; and on the promotion of medium, small and cottage industries. But the development of large scale industries essential to the security of the State, or its general prosperity, would also receive the utmost attention and encouragement. Pakistan would therefore, seek, in the first place, to manufacture in its own territories the

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products of its raw materials, in particular jute, cotton, hides and skins, etc. At the same time, to meet the requirements of the home market, efforts would be made to develop consumer-goods industries for which Pakistan is at present dependent on outside sources. In order to ensure the industrial development of Pakistan on sound lines, it is proposed, in consultation with provinces to transfer "development of industries" from the provincial Legislative List to the Concurrent Legislative List. Similar considerations apply also to regulation of mines and oilfields and development of minerals which are now within the provincial sphere of activity and the Pakistan Government proposes to formally take over, in consultation with the provinces, power to regulate mines and oilfields and their development. This does not mean that the Centre would assume exclusive jurisdiction in the matter of industrial planning. In accordance with the recommendations of the Pakistan Industries Conference (vide pages 51-55 of the report of this Office for December 1947), it is proposed (for the present to limit central planning mainly to the following industries: arms and munitions of war; cement; ~~mineral~~ coal; electrical equipment—fans, lamps, motors, generators, transmitters ~~and~~ etc; ~~switches~~; generation of electric power—hydel and thermal; glass and ceramics; heavy chemicals industry—sulphuric acid, caustic soda, soda ash, fertilizers; heavy engineering industries for construction of aircraft, ships, locomotives, wagons, automobiles, agricultural machinery; high temperature and high pressure reaction and carbonisation plants; iron and steel; machine tools; manufacture of telephones, telegraphs and wireless apparatus; marine fisheries; mineral industries; non-ferrous metals and alloys industry; paper and pulp; petroleum and mineral oils; power and industrial alcohol; pharmaceuticals and drugs; preserved and prepared foods; rubber manufacture; scientific instruments, gauges and precision tools; sugar; salt; tanning and leather; textiles—cotton, woollen, jute, silk and rayon; and tobacco.

Nationalisation of industries.— The Government also proposes, for the present, to own and operate as State concerns enterprises for the manufacture of arms and munitions of war, generation of hydel-powers, and manufacture of railway wagons, telephones, telegraph and wireless apparatus. Transport and communication services are already managed and owned by the State. Provincial road transport has also been partially nationalised already and State ownership of river transport will be considered later. The Government of Pakistan however, reserves its right to take over or participate in any essential industry for which private capital or development is considered inadequate.

Foreign capital.— Pakistan ~~would~~ will welcome foreign capital seeking investment from a purely industrial and economic objective and not claiming any special privileges. Participation of nationals of Pakistan must, however, be ensured, both in the administrative and technical services manning the industry, and training facilities should be provided to Pakistan nationals by concerns that wish to establish themselves in Pakistan. Subject to these conditions foreign capital will be welcome so long as opportunities for

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participation of indigenous capital are provided and monopolies avoided. The Government considers that, in the national interest, nationals of Pakistan should ordinarily be given the option to subscribe at least 51 per cent of all classes of share capital and debentures in the following industries: cement, coal, cotton spinning and weaving mills, fish canning and fish oils, generation of electric power (other than hydro electric), glass and ceramics heavy chemicals and dye stuffs, minerals, preserved and prepared foods, power alcohol, ship-building, sugar, tanning and leather. With regard to other industries, an opportunity should normally be given to Pakistan nationals to subscribe at least 50 per cent of all classes of share capital and debentures. But if in either case the Government is satisfied that the requisite amount of indigenous capital is not forthcoming the balance might, with its prior approval, be subscribed by foreign investors.

Apant from these conditions, which are necessary for the safety and political and economic wellbeing of the country, industries financed and controlled by nationals of other countries are assured of fair and just ~~xxx~~ treatment. The Government will allow facilities for the remittance of a reasonable proportion of profits to countries from which capital is drawn.

Industrial development.— The Government of Pakistan has recently set up a Development Board to co-ordinate development plans both at the Centre and in the provinces. A Planning Advisory Board has also been established, consisting of representatives of the Central Government, the provincial Governments and States, and of special interests such as industry, trade, banking, labour, etc., to advise Government generally on matters relating to planning and development, to review the progress made in the implementation of the plans, and to educate the public in regard to the necessity for various development schemes undertaken by the country. In pursuance of the recommendations of the Pakistan Industries Conference, industrial panels and committees have been established by the Central and provincial Governments and the working out of detailed plans for various industries is in progress. So far as possible the Government will encourage Pakistan industry by buying its products in preference to products of others.

(The Dawn, dated 3-4-1948).

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India: Banking Companies Bill, 1948 Introduced.

Reference was made at page 20 of the report of this Office for February 1948 to the Government of India's proposal to withdraw the Bill to consolidate and amend the law relating to banking companies (vide page 16 of the report of this Office for March 1946) and to introduce a new Bill.

The new Bill was introduced in the Constituent Assembly of India (Legislative) on 22 March 1948. The main features of the Bill are: (1) A comprehensive definition of banking so as to bring within the scope of the legislation all institutions which receive deposits, repayable on demand or otherwise, for lending or investment; (2) prohibiting non-banking companies from accepting deposits repayable on demand; (3) prohibition of trading with a view to eliminating non-banking risks; (4) prescription of minimum capital standards; (5) limiting the payment of dividends; (6) inclusion in the scope of the legislation of banks incorporated or registered outside the provinces of India; (7) introduction of a comprehensive system of licensing of banks and their branches; (8) prescription of a special form of balance sheet and conferring of powers on the Reserve Bank to call for periodical returns; (9) inspection of the books and accounts of a bank by the Reserve Bank; (10) ~~empowering~~ empowering the Central Government to take action against banks conducting their affairs in a manner detrimental to the interests of the depositors; (11) provision for bringing the Reserve Bank of India into closer touch with banking companies; (12) provision of an expeditious procedure for liquidation; (13) bringing the Imperial Bank of India within the purview of some of the provisions of the Bill; (14) ~~widening~~ widening the powers of the Reserve Bank of India so as to enable it to come to the aid of banking companies in times of emergency; and (15) provision for the extension of the Act to the acceding States.

(The Gazette of India, dated 5-4-1948,
Part V, pages 291-318).

46. Wages.

India - April 1948.

Higher rates of Dearness Allowance for Bombay
Textile Workers: Industrial Court's Award.

Reference was made at pages 13-14 of the report of this Office for June 1947 to the award of the Industrial Court in Bombay in respect of the Bombay textile workers' demands for an increase in wages, bonus, and standardisation of wages. Early in February 1948 the Industrial Court took up for hearing the question of dearness allowance and gave the following award.

The award: dearness allowance to ^{new} ~~neutralise~~ 90 per cent of rise in cost of living.- Since the Court has already fixed 50 rupees as the minimum occupational basic wage for employees in the cotton textile mills in Bombay, with effect from 1 January 1947 (vide page 13 of the report of this Office for June 1947) the Court ~~has~~ directed that the existing basis of payment of dearness allowance should also be revised as follows with effect from the same date. The rise in the cost of living over the pre-war level of 105 in the case of an employee earning 50 rupees for a month of 26 days should, the Court has directed, be neutralised to the extent of 90 per cent and all the employees should be paid at that flat rate. Taking the average index number of 279 for the year 1947, this employee should get a dearness allowance of 44 rupees 11 annas 11 pies ~~per~~ for a month of 26 days. On an arithmetical calculation this works out at a rate of 1.9 pies per day per rise of each point in the cost of living index number over the pre-war figure. The employers are directed by the Court to make fresh calculations on this basis for the month of January 1947 and onwards and after deducting the actual amount of dearness allowance already paid to the employees, make payment of the arrears of the dearness allowance thus due within two months from the publication of the award. The employers are further directed to continue to pay hereafter dearness allowance on the revised basis for each month. Either party, however, may apply to the Court for a revision of this award if the cost of living index number reaches 325.

(The Millowners Association, Bombay: Excerpts
from the Proceedings of the Committee during
the month of February, 1948).

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Rural Wages in the United Provinces.

The Indian Labour Gazette, December 1947, contains a summary of a report published by the Government of the United Provinces on 'Rural Wages in the United Provinces'. The report is based on the quinquennial survey of rural wages conducted in December 1944.

Wide prevalence of wages in kind.- The report states that caste still continues to play an important role in the rural economy and determines to a great extent the occupation of the person and the wage rates for the occupation. It is difficult to compute wages accurately, on account of the prevalence of wages in kind and also due to the existence of supplements and concessions. A transition from kind to cash wages is noticeable, but in reaping, wages in kind are generally prevalent. Piece rates in the form of one out of so many bundles harvested, or so much in cash or kind per bigha or per maund are fairly common in reaping. The practice of payment in kind as well as that of paying supplements is more common in the eastern than in the western districts. It is almost non-existent in the hill tracts. Taking the ~~different~~ different agricultural operations, the greatest concentration of frequency occurs in the wage groups 7 annas 9 pies and 5 annas 7 pies both in cash and kind. Cash wages, however, incline a little more towards the former, while wages in kind incline a little more towards the latter. As regards unskilled labour, districts in the north and north-west showed a modal wage of 16 annas per day, the central and Bundelkhand regions one of 8 annas and the eastern region three rates of 4, 6 and 8 annas in three separate parts. In the eastern districts, very low wages prevail, 2 or 1½ annas (called "influenced wages") due to feudalistic features and the caste system. The disparity in western and eastern districts is due to a high standard of living in the former and greater density of population in the latter.

The ploughmen are generally employed on wages for the season, particularly in the western districts. Usually a ploughman is given a plot of cultivable land on concessional rent or free of it, or is advanced a sum of money with or without interest, in consideration for which he does all types of work for his master without any additional (or only nominal) payment. A contract system according to which a ploughman ploughs the fields throughout the season for a fixed payment and a daily rate which covers the cost of bullocks and ploughs brought by the ploughman is also reported by hill districts.

Cash wages for skilled occupations.- Cash wages are more prevalent in the skilled rather than in the unskilled occupations. 1 rupee 8 annas is common in the hill tracts and in the North-west Regions; 1 rupee per day in both central and bundelkhand regions; and 8 annas per day in the Eastern Regions. A wage of 2 rupees also prevails in some parts of the province. The wages, as in the case of

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the unskilled, are lower in the eastern as compared to the western district. For regular repairing done to agricultural implements from time to time, the carpenter as well as the blacksmith receives about 10 and 20 seers of grain in the eastern and north-western regions respectively.

Extra remuneration in kind.— These take the form of 'supplements' and 'concessions'. The former are defined as "refreshments given to the worker every day, which account for his sustained efficiency during long working hours", and the latter as "payment at the time of harvests which are in the nature of deferred payment by cultivators and a forced saving for their workers". 'Supplements' usually take the form of meals, sweet drinks, smoking tobacco, etc. The value of the supplements usually amounts to about 1 to 1½ annas per day. Heavy supplements usually occur in lower wage groups. "Concessions" are given only to ploughmen engaged on monthly basis. They usually take one of three forms (i) grain (ii) a plot of cultivable land (iii) clothing and shoes.

Total period of employment.— The total period of employment in agriculture is more in eastern than in the western regions. The maximum employment in agriculture works out to 258 to 280 days per year, in the canal irrigated and wheat tracts in the north, west and central regions. In the unirrigated, non-wheat tracts, employment is only for about 114 to 118 days, or roughly four months.

Annual earnings.— On the assumption that a worker remains employed on the various agricultural occupations for the full period each of the occupations continues, and does not do any other work during the year, earnings of rural workers vary from 355 rupees per year in the wheat tracts of Muzaffarnagar, Bijnor and Saharanpur to 35 rupees per annum in the unirrigated areas of Fyzabad, Sultanpur, Jaunpur and Azamgarh. The highest earnings in the eastern regions do not go above 90 rupees per annum. In non-wheat tracts of north west and central regions, earnings range from 46 rupees to 91 rupees and 154 rupees to 182 rupees per annum respectively.

(Indian Labour Gazette, December, 1947).

Rural and Urban Wages in Madras in 1946.

Attention is directed to certain statistical data relating to rural and urban wages in Madras appearing at pages 455-456 of the Indian Labour Gazette for December 1947. The data are based on a ~~quinquennial~~ quinquennial wage census conducted in 1946 by the Labour Commissioner, Madras. The Labour Commissioner's Report on the Census has already been summarised at pages 23-24 of the report of this Office for January, 1948.

(Indian Labour Gazette, December, 1947).

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as an inducement for the worker to improve his efficiency and increase his output. The article therefore, suggests that a system of dearness allowances should be evolved which makes a substantial allowance for the worker's individual contribution to production and that this allowance should be paid to him on the basis of efficiency.

Also, at present there is no uniformity in the scale of the allowances granted from centre to centre. In some important centres like Bombay and Ahmedabad the allowance is linked with the local cost of living index number. In several other centres, on the other hand, there is little or no relation between the allowance granted and the increase in the cost of living. Nor is the same principle followed from centre to centre in regard to the extent to which workers should be compensated for the rise in the cost of living. In the whole of India, Gokak is the centre which stands out because it pays no dearness allowance in cash at all, but provides a fairly large number of commodities at pre-war rates. It is quite possible the article claims, that India may have been spared many of the problems of the present day, including inflation and the spiralling of wages and prices, if the Gokak practice had been followed more widely.

(The Indian Textile Journal, March, 1948).

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47. Reconstruction Plans.

India - April 1948.

Road Transport Corporations Bill, 1948.

A Government Bill to provide for the incorporation of Road Transport Corporations and for purposes connected therewith was introduced in the Constituent Assembly of India (Legislative) on 29 March 1948.

The Statement of Objects and Reasons, appended to the Bill points out that provincial Governments are formulating schemes to ensure the development of a rationalised system of road transport in co-ordination with railways and some of them have decided to set up statutory transport boards. Under the Government of India Act, 1955, the power to legislate in respect of trade and commerce is given to the provincial Legislature, while the power to legislate for the incorporation, regulation and winding up of trading corporations is given to the Central Legislature. The Boards contemplated by provincial Governments fall within the definition of trading corporations. The Bill is intended to give the necessary power to such provincial Governments as may desire to set up Road Transport Corporations with the consent of the Central Government.

(The Gazette of India, dated 3-4-1948,
Part V, pages 569-570).

Atomic Energy Bill, 1948.

A Government Bill to provide for the development and control of atomic energy in India and for purposes connected therewith was introduced in the Constituent Assembly of India (Legislative) on 23 March 1948.

The Bill extends to all the provinces of India and empowers the Central Government to take under its control the development of any industry connected with the production or use of atomic energy, and any material which is or may be used for the production or use of atomic energy or research into matters connected therewith. The provisions of the Bill have been drafted on the lines of the United Kingdom Atomic Energy Act of 1946.

(The Gazette of India, dated 3-4-1948,
Part V, pages 348-354).

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48. Public Finance.

India - April 1948.

Pakistan: Sales Tax transferred to Federal
List for Two Years.

The Constituent Assembly of Pakistan passed on 2 March 1948, the Government of India (Amendment) Act, 1948 transferring from the Provincial to the Federal Legislative List, succession and estate duties in respect of agricultural land, and removing the provision assigning to the Provinces the whole of the net proceeds of succession and estate duties in respect of property other than agricultural land. The Act also transferred to the Federal List for a period of two years taxes on the sale of goods, and makes provision for the payment to the provinces in which any such tax is leviable of such portion of the net proceeds as may be prescribed by the Governor-General.

On 18 March 1948 the Governor-General of Pakistan gave his assent to the Pakistan General Sales Tax Bill, 1948 which had earlier been passed by the Pakistan Constituent Assembly (Legislature). The Bill imposes a central tax on the sale of goods in the provinces of Pakistan with effect from the 1 April, 1948. The existing provincial enactments imposing the tax in East Bengal, West Punjab and Sind will cease to operate except for the purpose of assessing and collecting tax on sales made prior to 1 April, 1948.

(The Gazette of Pakistan, Part IV, dated
19-3-1948, pages 1-2;
The Gazette of Pakistan, Part IV, dated
20-3-1948, pages 149-159).

India's Sterling Assets: Interim Agreement Terms
extended to June 1948.

Reference was made at page 27 of the report of this Office for August 1947 to the interim agreement enacted between the Governments of the United Kingdom and India on the question of India's sterling balances. Further discussions between Indian and United Kingdom delegations were held in Delhi recently and it was agreed that the interim agreement of August 1947 should be extended to 30 June 1948. As a result of this extension, the balance of the No. 1 Account, including the working balance of £30 million, will be carried forward. Out of this a certain sum, to be determined in accordance with the agreement between India and Pakistan relating to the division of the assets of the Reserve Bank, will be transferred to Pakistan. India will also receive an additional transfer of £18 million by way

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transfer from her No.2 Account to her No.1 Account in the Bank of England.

(The Hindu, dated 23-2-1948).

Pakistan's Sterling Assets: Agreement with U.K.
extended till June 1948.

As a result of recent discussions between the Pakistan and the United Kingdom delegations relating to Pakistan's sterling balances, it was decided to extend the Agreement of 14 August 1947 (vide page 27 of the report of this Office for August 1947) ~~has been extended~~ to 30 June 1948 according to a Press Communiqué issued by the Government of Pakistan.

The Communiqué adds that as a result of this extension, there will be transferred to a new account, to be opened by the Reserve Bank of India for the conduct of transactions relating to Pakistan, the sum of £10 million ~~for~~ by way of a working balance. There will be a further transfer of £5 million for Pakistan from the No.2 Account (Blocked sterling). In addition, there will be currently ~~available~~ available to Pakistan a balance carried forward from 1947. This amount has been estimated to be of the order of £4 million. The Government of Pakistan has agreed to restrict ~~their~~ net drawings on the central reserves for hard currencies to a total of £3.5 million in the current half-year.

(The Hindu, dated 23-2-1948).

Select Committee modifies taxation Proposals:
Finance Bill passed by Central Legislature.

The main taxation proposals of the Government of India for 1948-49 were reviewed at pages 42-49 of the report of this Office for March 1948. The Constituent Assembly of India (Legislative) on 30 March 1948 passed the Indian Finance Bill as amended by a Select Committee of the House.

Changes introduced by Legislature.- The raising of the taxable minimum in the case of income tax from 2,500 rupees to 3,000 rupees; reduction of excise duty on vegetable oil from 7 rupees 8 annas per cwt. to 7 rupees per cwt. and on coffee and tea from 100 per cent to 50 per cent; 'ad valorem' duty of 25 per cent on export of manganese ore instead of a flat rate; and reduction of export duty on vegetable oil from 200 rupees to 160 rupees were some of the changes in the taxation proposals made by the Select Committee.

The raising of the taxable minimum applies to individuals, Hindu undivided families, unregistered firms and associations. As regards income-tax, the Committee recommended a lower rate of ~~xx~~ 2½ annas in the rupee in the case ~~taka~~ of small Indian companies whose total income does not exceed 25,000 rupees and the usual marginal relief in the case of other companies whose income exceeds that limit, and a rebate of 6 pies in the rupee in the case of small Indian companies and one anna in the case of all other companies on the amount of undistributed profits "ploughed back" into capital.

(The Gazette of India, dated 27-3-1948,
Part V, pages 271-280;
The Hindustan Times, 30 and 31-3-1948).

India: Estate Duty Bill, 1948.

Mr. Shanmukham Chetty, Finance Minister, Government of India, introduced in the Constituent Assembly of India (Legislative) on 22 March 1948, a Bill to provide for the levy and collection of an estate duty in the provinces of India. A similar Bill which was introduced in 1946 (vide page 24 of the report of this Office for March 1946) lapsed with the dissolution of the former Central Legislature owing to constitutional changes.

Object.- The Statement of Objects and Reasons, appended to the Bill, says that the object of the Bill is to impose an estate duty on non-agricultural property to assist provinces to finance their development schemes by fortifying permanently their revenues and enabling them to ~~improve~~ improve inter alia the existing social services.

The draft Bill largely follows the lines of the Estate Duty Acts of the United Kingdom so far as the charging clauses are concerned. The Estate Duty will be charged according to the principal value of all property which passes on the death of any person, whether by the disposition of the deceased or by a settlement made by others. The governing principle is that the title of the State to a share in the accumulated property of the deceased ~~which is an anterior title~~ is an anterior title to that of the interest to be taken by those who are to share it.

(The Gazette of India, dated 3-4-1948, Part V, pages 320-348).

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49. Rehabilitation.

India - April 1948.

Pakistan: Rehabilitation Finance Corporation
set up to assist refugees.

The Governor-General of Pakistan promulgated on 9 April 1948 the Pakistan Refugees Rehabilitation Finance Corporation Ordinance, 1948, providing for the constitution of a corporation to render financial assistance in the rehabilitation of refugees. The Ordinance, which extends to the whole of Pakistan, has already come into force in the Provinces of Sind, the West Punjab and the North-West Frontier.

Construction.- The Pakistan Refugees Rehabilitation Finance Corporation will be administered by a board of 10 directors appointed by the Pakistan Government. It will have the power to constitute subsidiary boards for the performance of functions delegated to them by the board for rendering assistance towards the rehabilitation of refugees.

Finance.- The Corporation will function on a commercial basis and will pay its own expenses. Its authorised capital will be 30 million of rupees, which will be subscribed by the Pakistan Government. 10 million rupees will be immediately subscribed as the working capital. The Corporation will pay to the Pakistan Government interest at the rate of 2 per cent per annum on the capital subscribed by the Pakistan Government.

Functions.- The main function of the Corporation are: (1) to give loans to refugee shopkeepers, cottage industry workers, artisans and agriculturists, whether acting ~~and~~ individually or in association with a co-operative society or company formed for the purpose of rehabilitation; (2) to give loans to refugee allottees of factories who need financial accommodation to enable them to run their factories when ordinary banking facilities are not available; (3) to give loans to provincial Governments for undertaking co-operative schemes devoted entirely to the rehabilitation of refugees; (4) to organise schemes of rehabilitating refugees in cottage industries, such as schemes of yarn spinning, cloth weaving, blanket making, dari weaving, hosiery manufacture, etc.; (5) to arrange for the marketing of articles manufactured by cottage industry workers; and (6) with the permission of the Central Government, to take over the operation of existing abandoned factories or businesses for which allottees capable of running them efficiently cannot be found.

(The Gazette of Pakistan, Extraordinary, dated
9-4-1948, pages 215-218).

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Pakistan: Measures to rehabilitate
Refugee Artisans.

The Ministry of Economic Affairs, Government of Pakistan, has constituted two committees to help the rehabilitation of the refugee artisans and craftsmen. The Committees are known respectively as "The Refugee Artisans and Craftsmen Rehabilitation Committee" and "The Hyderabad (Sind) Refugee Artisans and Craftsmen Rehabilitation Committee". The main functions of the Committees are: (i) to keep the public informed about the steps taken by the Government to assist the refugee artisans and craftsmen financially and materially and about the opening of the registration centres to register the names of the refugee artisans and craftsmen together with the nature of their crafts as well as the names of the employers; (ii) to collect a list of crafts which should be assisted by the Government; (iii) to find ways and means for providing the Government assistance and to decide whether that assistance should be given through co-operative societies or guilds or employers or middle-men; (iv) to find the difficulties confronting the employers; and (v) to find out a ready market for the products and to recover the financial and material assistance given by the Government.

The Pakistan and the West Punjab Governments have also set up a "West Punjab Industrial Rehabilitation Board" under the chairmanship of the Minister for Finance and Industries, West Punjab. The functions of the Board will be to rehabilitate the abandoned factories, find employment for refugees in an industry, prepare development plans for starting industries which would absorb refugees workers and step up production in general by removing the various bottle-necks, like shortage of raw material, fuel, coal, technical personnel, and transport and marketing difficulties.

('Dawn', dated 10 and 18 April, 1948).

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India: Rehabilitation Finance Administration
Act, 1948.

The Rehabilitation Finance Administration Bill (vide para 49 pages 39-40 of the report of this Office for February 1948) after having been passed by the Constituent Assembly of India (Legislative) on 2 March 1948, received the assent of the Governor-General of India on 23 March 1948 and has now been gazetted as the Rehabilitation Finance Administration Act, 1948 (Act No. XII of 1948).

(The Bombay Government Gazette, Part IV,
dated 20 April 1948, pages 365-370).

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CHAPTER 5. WORKING CONDITIONS.

INDIA- APRIL 1948.

51. Hours of Work.

Working of Hours of Employment Regulations
on Railways during 1946-1947.

The Indian Labour Gazette, December 1947, publishes a note on the Working of the Hours of Employment Regulations on Railways during the year 1946-1947, based on the annual report of the Chief Labour Commissioner, Government of India. The following is a brief summary.

The administration of the Hours of Employment Regulations on Railways vested in the Chief Labour Commissioner (Central) assisted by Regional Labour Commissioners, Conciliation Officers and Labour Inspectors. For facility of work the various railway systems were divided into three zones, Southern, Eastern and Western. Labour Inspectors continued to follow the established practice of rectifying minor irregularities on the spot in consultation with the subordinate officials of the railways. The inspecting staff address the Railway Administrations direct on all irregularities discovered by them except those involving questions of classification of staff which, as a general rule, are reported to the Regional Labour Commissioners who, after further ~~xxx~~ scrutiny, take them up with the Railway Administrations concerned and advise them as to the action to be taken in each case. During the year under review the Railway Administrations were not, in all cases, prompt in the disposal of such references and in certain cases their replies were received ~~at~~ after long delay.

Scope of Regulations and number of staff affected.- The main purposes of the Regulations are: (i) to regulate the hours of work of railways servants; (ii) to prescribe compulsory periods of rest for them; and (iii) to secure to them the payment of overtime allowance when the limit of hours of work prescribed by the Regulations is exceeded in certain specified circumstances. The Regulations are applicable to all workers employed on all Class I Railways, with certain exceptions, such as, running staff and staff engaged in supervision or management and certain well ~~defined~~ defined categories of inferior staff etc. The managements of the Darjeeling Himalayan Railway, Arrah Sasaram Light Railway, Pakhtiarapur Bihar Light Railway and Dehri Rohtas Railway have now also agreed to observe the Regulations as a term of settlement of disputes between them and their workers. The total number of workers entitled to the

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protection of the Regulations on Class I railways increased from 687,051 on 31 March 1946 to 728,434 on 31 March 1947.

Inspection.- The number of establishments inspected on Class I Railways decreased from 4,369 in 1945-46 to 4,168 in 1946-47. The fall in the number of undertakings inspected was due to the fact that during the period under review a number of Labour Inspectors were away from headquarters for a considerably long time. Moreover they had also to inspect central undertakings other than Railways and to concentrate more on special investigations and enquiries in connection with labour matters generally including trade disputes.

Classification of railway workers.- The report points out that the question of classification is the most important of all the questions for railway labour under the Hours of ~~Employment~~ Employment Regulations. On correct classification depends their title to certain privileges given by the law. In the case of a "continuous" worker the maximum weekly limit of hours of work is 60, averaged over a month and he is entitled to a rest of 24 consecutive hours every week, whereas an "essentially intermittent" worker may be required to work up to 84 hours a week without any statutory period of rest. A "continuous" worker is thus much better off than the "essentially intermittent" worker while the employees classified as "supervisory" are excluded, so far as their working hours are concerned. In view of the importance of this question every effort is made to improve the method of classification. All cases of doubtful or wrong classification are brought to the notice of the Regional Labour Commissioner (Central), who after further scrutiny, refers the same to the Railway Administration concerned. The cases which are of the border-line type are reported to the administrations as 'open to doubt' with the request that the position may be reviewed and those, which obviously involve a breach of the Regulations are "challenged" requiring the administrations to correct the same. Cases in which there are differences of opinion between the Regional Labour Commissioner and the Railway Administration in regard to the classification are referred to the Chief Labour Commissioner for obtaining a decision. The number of cases of classification referred to the Railway Administrations as "open to doubt" and "challenged" during 1946-47 were 28 and 144 respectively. During the year under review 518,497 workers were classified as "continuous", 119,402 as "essentially intermittent" and 90,535 as "excluded" staff. As compared with the corresponding figures for the year 1945-46 the percentage of "continuous" workers showed an improvement in respect of all the 9 railways and that of the 'essentially intermittent' workers decreased in respect of 8 of the railways. As regards "excluded" staff, the percentage increased on three railways but decreased on the other six.

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Temporary exemptions and payment of overtime.- The Railway Administrations took full advantage of the power to make temporary exemptions of railway servants from the limits of hours of work and the grant of rest periods. This power was also delegated to a large number of subordinates, giving rise, in some cases, to objectionable results. The report adds that during the year under review no proper records of the exemptions made had been maintained by the subordinate officials. A large number of cases were detected in which overtime registers were not properly maintained even when overtime had been worked. All such cases were taken up with the Administrations concerned.

Rest periods.- "Continuous" workers are entitled to a rest of not less than 24 consecutive hours each week. The percentage of workers enjoying a calendar day's rest increased during the year, on all railways, excepting the South Indian Bengal Assam and O.T. Railways. Under orders of the Railway Board permanent way staff, namely, mates, keymen and gangmen employed on the maintenance of permanent way were also granted a calendar day's rest every week. The report points out that the evil of working during periodic rest hours still persists. A number of cases of the staff, particularly goods clerks, parcel clerks and booking clerks working beyond their rostered hours were detected and in most of the cases they had not claimed overtime pay for fear of being declared inefficient. Arrangements were made to afford some relief to night duty workers by transferring them to stations where continual night duty does not obtain.

The report concludes that the experience of the working of the Regulations points to the imperative need for re-examining the nature of work of each category of railway staff and accordingly reclassifying all Railway workers; it also says that the claim for further reduction in working hours (in accordance with the I.L.O. convention) and an increase in rest periods has to be considered on its merits. In this connection it may be pointed out that Mr. Justice Rajadhyaksha, who was appointed an adjudicator in the dispute between the All-India Railwaymen's Federation and the Railway Board, has, in his award, made a number of recommendations relating to shorter hours of work, longer periods of rest, etc., vide pages 65-68 of the report of this Office for March 1948.

(The report on the Working of the Hours of Employment Regulations on Railways during 1945-46 was summarised at pages 11-12 of the report of this Office for February, 1947).

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Draft Amendment to Bombay Factories
Rules, 1935.

The Government of Bombay published on 1 April, 1948 the draft of a notification it proposes to issue under subsections (1), (2) and (3) of section (45) and subsection (4) of section (47) of the Factories Act, 1934. The Draft notification seeks to amend the Bombay Factories Rules 1935, by incorporating in the Rules a number of new rules defining the classes of persons who shall be deemed to hold positions of supervision or management or to be employed in a confidential position in a factory, and ~~prescribe~~ prescribing the conditions subject to which the classes of adult workers specified in subsection (2) of section (45) of the Factories Act may be exempted from the provisions of the Act relating to hours of work.

(The Bombay Government Gazette, Part IV-A,
dated 1-4-1948, pages 130-144).

Madras Non-Power Factories Act 1947:
Statutory Regulations of working
conditions in smaller Establishments.

The Madras Non-Power Factories Bill 1947 as passed by the Madras Legislative Assembly on 5 November 1947 and by the Madras Legislative Council on 8 November 1947 (vide page 8 of the report of this Office for November 1947) received the assent of the Governor-General of India on 3 April 1948 and has now been gazetted as Madras Non-Power Factories Act, 1947 (Act No. XXXVII of 1947).

Scope and authority.- The Act regulates the conditions of labour and makes provisions for its welfare in places and premises to which the Factories Act, 1934, does not apply. A non-power factory is ~~defined~~ ^{defined} as any place or premises wherein ~~less~~ ^{ten} or more workers are employed in one or more of the industries specified in the schedule appended to the Act and to which the Factories Act, 1934, does not apply. The more important among the industries and handicrafts listed in the schedule are: the manufacture of matches, confectionery, printing and binding, engineering, the ~~manufacture of~~ tannery of skins and hides, beedi manufacture, handloom weaving, brick and tile works, the manufacture of metal vessels, aerated water works and the splitting and cutting of mica. The Government is empowered to apply the

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provisions of the Act from time to time to the whole or any ~~part~~ portion of the province; ~~the~~ to extend all or any of the provisions of the Act to any place or premises wherein less than ten workers are employed in a industry listed in the schedule and to exempt any non-power factory or class of non-power factories from all or any of the provisions of the ~~Act~~ Act.

Licensing of non-power factories.— The Act provides for the compulsory licensing of non-power factories and empowers the Chief Inspector appointed by Government to refuse the necessary licence if he is of opinion that the place or premises is unsuitable for carrying on the industry or handicraft. The Government is empowered further to appoint Inspectors and Certifying Surgeons for enforcing the purposes of the Act.

Health and safety of workers.— The Madras Non-Power Factories Act stipulates that every non-power factory should be kept clean, ventilated in accordance with prescribed standards, kept sufficiently lighted during working hours and provided with a sufficient ~~supply~~ supply of water fit for drinking at suitable places, sufficient spittoons, latrines and urinals according to the prescribed standards.

Hours of work and holidays with pay.— As regards hours of work the Act prescribes for adult workers in non-power factories a 9 hours day and a 48 hours week and limits the daily spreadover of working time to 10 hours. Women may not be allowed to work before 6 a.m. and after 7 p.m. and the employment of children under 14 years of age is prohibited. No worker may be allowed to work for more than 6 days in the week and every worker who has completed a period of twelve months continuous service is to be allowed during the subsequent period of twelve months holidays with wages for a period of 12 days with the right to accumulate such holidays up to a maximum period of 24 days. (The Act further grants to every worker in a non-power factory (a) sick leave with pay for a period not exceeding 12 days in the year on the ground of any sickness incurred or accident sustained by him and (b) casual leave with pay for a period not exceeding 12 days in the year.

Security of service.— Dismissal of a worker working continuously in a non-power factory for a period of not less than six months except for a reasonable cause or without giving such worker at least one month's notice or wage in lieu of such notice is prohibited except where such dismissal is on a charge of misconduct, supported by satisfactory evidence recorded at an enquiry to be held for the purpose.

Penalties and procedure.— Finally the Act requires the manager of every non-power factory to maintain a register of workers in the prescribed form and to display in his premises abstracts of the Act and the rules made thereunder. Penalties are prescribed for contravention of the various provisions of the Act; the penalty for failure to take out the necessary licence being a fine up to 500 rupees and for contravention or non-compliance with the provisions of the Act relating to hours of work and holidays with pay a fine

up to 200 rupees each on both the manager and the occupier of the non-power factory.

No prosecution under the Act may be instituted except by or with the previous sanction of the Chief Inspector or such other officer as may be appointed by the Government.

(The Port St. George Gazette, Part IV-B,
dated 13-4-1948, pages 49-64).

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52. Welfare and Workers' Leisure.

India - April 1948.

Welfare Commissioner authorised to collect
statistics regarding Mica Mines - Government
of India Notification.

A notification issued by the Government of India on 31 March 1948 authorises the Welfare Commissioner appointed under the Mica Mines Labour Welfare Fund (Bihar and Madras) Rules, 1948 (vide page 27 of the report of this Office for January 1948) to issue written orders requiring the owner, agent or manager of a mica mine to furnish such statistics or other information in such form or manner and ~~with~~ within such time as may be specified in the order.

(No. LW-21(3)/48, The Gazette of India,
Part I-Sec.1, dated 3-4-1948, page 392).

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56. Labour Administration.

India - April 1948.

Central Provinces: Working of Factories Act
during 1946.

In the Central Provinces and Berar during 1946 the total number of factories subject to the Factories Act rose from 1,217 to 1,258. The number of factories actually at work was 887(838)¹, out of which 559 (499) were perennial and 332 (339) were seasonal. The average daily number of workers employed decreased from 110,263 to 101,355 due mainly to retrenchment in Ordnance Factories which during the war period employed considerable number of workers.

Inspections.- The total strength of the factory inspectorate in the province during the year was three including one temporary Inspector. All the inspectors did their work with headquarters at Nagpur, but a proposal to decentralise the factory inspectorate was under consideration by the Government. Under this proposal one inspector would be posted at each of the following centres, viz, Nagpur, Jabalpur, Akola and Raipur, with the Chief Inspector of Factories at the provincial capital. With inspectors placed at the centres of their respective jurisdictions, a closer check on the working of centres of ~~the~~ the factories and maintenance of direct contact with labour would be possible and it is expected that the administration of the various Acts would be positively facilitated and improved.

The number of factories inspected during 1946 was 854 (804). Of these 527(485) were perennial and 327(319) were seasonal; 569(649) were inspected once, 208(151) twice, 67(19) thrice and 10(5) more than three times. The total number of inspections carried out during the year was 1,342 (1,055). The departmental inspectors were responsible for 1,226 (988) inspections and District Magistrates and additional inspectors, 116 (67). 33(34) factories remained uninspected, of which 28(14) were perennial and 5(20) seasonal.

During the year 63 prosecutions were instituted against the occupiers and managers of factories as against 33 during 1945 and convictions were obtained in 24 cases. At the close of the year 21 cases were pending in the Courts.

Fencing and safety devices.- During 1946, there was some deterioration in respect of fencing, guards and other protective devices owing to paucity of material required for their construction and Inspectors were constrained to make recommendations for improvement with some restraint and there was ~~difficultly~~ difficulty in enforcing them.

1. Figures in brackets relate to the previous year.

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Housing.- No new schemes for increasing the housing accommodation for industrial workers were undertaken during the year. A few houses have, however, been built by the cement companies and against 101,355 (110,265) total average daily number of workers employed in all industries, 6,659 (11,411) workers are reported to have been provided with quarters by the management. The decrease in the number of workers provided with quarters was mainly due to retrenchment in Ordnance Factories.

Welfare.- A large number of industrialists have taken the initiative in appointing their own Labour Officers to look after the welfare of their labour. Some of the larger concerns, specially the spinning and weaving mills, have established canteens where tea and light refreshments are served to the workers at moderate rates. Other activities carried on by larger concerns as welfare measures are running of cheap grain shops, co-operative stores, reading rooms, athletic clubs, provision of free medical treatment, etc.

1,142(632) children of workers and 865 half-timers received education in schools maintained by factories. The figures show a definite improvement over those of the previous years and it is hoped that this progress will be maintained in future also.

Working of Central Provinces ~~Unregulated~~ Unregulated Factories Act during 1946.- The total number of factories subject to the provisions of this Act was 154(151). The average daily number of workers employed in these was 4,335 (6,255), of which whom 2,939 (3095) were ~~men~~ men, 1396(3,152) women, the number of children being nil as against 6 during 1945. There has been a continued tendency on the part of factory owners to evade the Act by splitting up and reducing the number of workers employed in the premises to less than 50. Complaints received from workers from these concerns received the attention of departmental inspectors and suitable action was taken in each case.

(Summarised from the 'Annual Report on the Administration of the Factories Act, 1934 in the Central Provinces and Berar for the year ending the 31st December 1946,' published by the Government of the Central Provinces and Berar).

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Working of Factories Act in Orissa during 1946.

Number of Factories and operatives.- According to a note published in the Indian Labour Gazette, December 1947, the number of working factories at the close of 1946 in Orissa was 112 as compared to 115 in 1945. The average number of workers employed daily rose from 7,427 in 1945 to 7,445 in 1946. Of the 7,445 workers employed, 5,675 were men, 1,570 women, 172 adolescents and 28 children. Thus women, adolescents and children formed 23.8 per cent of the total number of workers employed.

Number of accidents and inspections.- The number of accidents increased from 59 in 1945 to 133 in 1946. Of these 5 resulted in death, 16 were classified as serious and 114 as minor accidents. The corresponding figures for 1945 were 5, 16 and 38 respectively. Of the total number of accidents, 85 occurred in Railway workshops and 20 in paper mills. Of the 3 fatal accidents, one was caused by machinery, one by electricity and the third by person falling. Of the 16 serious accidents, 5 were caused by machinery and 4 by persons falling.

Out of the 112 factories, 97 were inspected; 65 once, 27 twice, 3 thrice, and 4 more than three times. Arrangements regarding sanitation, ventilation and lighting were found to be satisfactory. Great stress was laid on eradicating dust nuisance in rice mills by improving natural ventilation, walling up outlets of fans and in certain cases by providing hullers with automatic dust-sucking arrangements. The note adds that the health of workers was generally fair. No case of epidemic or occupational disease was noticed. The number of prosecutions declined from 9 in 1945 to 2 during the year under review.

(Indian Labour Gazette, December, 1947).

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59. General.

India - April 1948.

Orissa: Managers of Factories to submit Half-Yearly Returns: New Rule under Factories Act.

The Government of Orissa published this month a rule under the provisions of section 77 of the Factories Act, 1934, requiring the manager of every non-seasonal (registered) factory in the province, to submit by 16 January and 16 December each year a half-yearly return for the preceding six months ending 31 December and 30 June respectively, stating the daily average number of workers employed in the factory and giving details as to the daily average number of men, women, adolescent boys, adolescent girls, boys and girls employed. Reference was made to the publication of draft of the rule at page 10 of the report of this Office for November 1947.

(The Orissa Gazette, Part III, dated
9 April 1948, page 191).

Hyderabad: Industrial concerns to frame Standing Orders.

According to a notification issued by the Government of the Hyderabad State managements of important industrial concerns are required to frame and submit to the Labour Commissioner for his approval the standing orders of their concerns, showing the terms and conditions under which workers are employed and the rules of discipline they are expected to follow. The Labour Commissioner as "Specified Officer" under the notification, is empowered to settle these standing orders after making such inquiries as he deems fit and after consulting such interests as would appear to him to be concerned in the employment.

~~Industrial concerns~~

With the enforcement of these standing orders, industrial workers in the State will be in a position to know the exact conditions under which they are required to work.

(The Hindu, dated 1-4-1948).

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Working Conditions of Postal Employees:
Enquiry Committee appointed.

In accordance with the suggestions of the Central Pay ~~Commission~~ Commission the Government of India has ~~appointed~~ appointed an Expert Committee under the chairmanship of Mr. N. Banerji, Deputy Director-General, Posts and Telegraphs, to examine the question of the present hours of work, weekly holidays, extra-duty, overtime and outstation allowances in the Posts and Telegraphs Department.

The Committee has invited the views of staff unions and associations and also members of the Department not belonging to any union on the above subjects.

(The Statesman, dated 30-3-1948).

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Chapter 6. General Rights of Workers.

62. Right of Association.

India - April 1948.

Compulsory Recognition of Trade Unions:
Draft Rules framed in Bombay.

The Government of Bombay published on 8 April 1948, the draft of the Bombay Trade Unions (Recognition) Regulations 1948. The draft Regulations have been framed for giving effect to the provisions of Chapter III-A of the Indian Trade Unions Act, relating to the ~~minimum~~ compulsory recognition of trade unions by order of a Labour Court (vide pages 1-2 of the report of this Office for December 1947) and seek inter alia to prescribe the procedure to be followed by a registered trade union in applying to a Labour Court for recognition or by the Registrar of Trade Unions, or an employer ~~xxx~~ in applying for the withdrawal of such recognition; and, to lay down the procedure to be followed by the Labour Court in disposing of such applications.

(The Bombay Government Gazette Extraordinary, Part IV-A, dated 5 April, 1948, pages 161-170).

64. Wage Protection.

India - April 1948.

Assam: Amendment to Payment of Wages Rules, 1937: Proposal to extend scope of Payment of Wages Act.

The draft amendments to the Assam Payment of Wages Rules, 1937 necessitated by the extension of the Payment of Wages Act plantations (vide page 5 of the report of this Office for December 1947) have now been finally approved and published.

Proposal to extend Payment of Wages Act to Workers in motor transport and in docks.— A notification dated 7 April 1948 published by the Government of Assam announces that the Governor of Assam proposes to extend the provisions of the Payment of Wages Act to all classes of persons employed in Assam in (a) any motorbus service, and (b) any dock, wharf or jetty. The proposal is to be taken into consideration on or before 20 July 1948.

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(No.G.G.N. 108/47/and No.G.G.N.108/47/18;
The Assam Gazette, Part II, dated
14-4-1948, pages 316-317).

West Bengal: Proposal to extend Payment of Wages Act to Tramway and Omnibus Services.

A notification published by the Government of West Bengal on 22 April 1948 announces the intention of the Government to extend the provisions of the Payment of Wages Act to the payment of wages to all classes of persons employed in the tramway and motor omnibus services in West Bengal. The draft notification extending the Act to wage earners employed in these services is to be taken into consideration on or after 1 August 1948.

(The Calcutta Gazette, Part I,
dated 22-4-1948, page 48).

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Deductions from Wages of Shops Workers:
Madras Government Notification under
Shops Act.

A notification issued by the Governor of Madras under the provisions of the Madras Shops and Establishments Act, 1947, authorises deductions to be made from the wages of an employee ~~by his employer~~ for the following amenities and services supplied by his employer: (i) deductions for the supply of foodstuffs and other necessaries of life; (ii) deductions for subscriptions to clubs, associations, etc.; ~~from~~ formed by employees and recognised by the employer; (iii) deductions for tickets for performances of dramatic societies formed by employees and recognised by the employer; (iv) deductions for work people's savings fund; (v) deductions for subscriptions to welfare ~~fund~~ excursions; (vi) deductions for contributions to thrift societies; (vii) deductions for the supply of light or water in the residence of the employees; and (viii) deductions for the supply of clothing and blankets. The making of any such deduction, however, will always be subject to the condition that each individual person employed to whom the amenity or service is supplied, authorises in writing the making of the deduction.

(The Fort St. George Gazette, dated
20 April, 1948, Part I, page 321).

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66. Strike and Lockout Rights.

India - April 1948.

Pakistan: Karachi Port declared Public Utility
Service under Industrial Disputes Act, 1947.

By a notification dated 9 April 1948 the Government of Pakistan has declared the port of Karachi to be a public utility service under the provisions of the Industrial Disputes Act, 1947, for a period of six months from the date of the notification.

(No. LRX dated 9 April 1948;
The Gazette of Pakistan Extraordinary,
dated 9-4-1948, page 219).

Madras: Notification declaring certain industries
to be Public Utility Services under the Industrial
Disputes Act.

By a Notification dated 7 April 1948 the Government of Madras has declared the electric tramway services, motor transport services and the cotton ~~mix~~ textiles industry in the province of Madras to be public utility services under the terms of the Industrial Disputes Act, 1947, for a period of six months from the date of publication of the notification.

(G.O. Ms. No. 1711, Development, dated
7-4-1948; The Fort St. George Gazette,
Part I, dated 13-4-1948, page 302).

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United Provinces: Cotton Textile Industry
declared to be Public Utility Service under
U.P. Industrial Disputes Act, 1947.

By a notification dated 22 April 1948 the Governor of the United Provinces has declared the cotton textile industry in the province and every undertaking connected with the manufacture of distribution of cotton textiles to be a public utility service for the purposes of the United Provinces Industrial Disputes Act, 1947, for a period of six months from the date of publication of the notification.

(Government Gazette of the United
Provinces Extraordinary, dated
22-4-1948, pages 1-2).

67. Conciliation and Arbitration.

India - April 1948.

Bombay Industrial Relations (Amendment) Bill, 1948:
Provision for setting up Wage Boards and Joint
Committees.

The Government of Bombay published on 24 March 1948 the text of a Bill to amend the Bombay Industrial Relations Act, 1946. The Bill inter alia empowers the Government to set up Wage Boards for the different industries in the province and a Provincial Wage Boards for all the industries together. It further empowers the provincial Government on the application of the registered union to direct the constitution of a Joint Committee and to prescribe a time limit for the employers to nominate the members to such a Joint Committee. Other provisions of the Bill are: power to the Industrial Court to deal with contempt of court in respect of itself as well as courts subordinate to it; shortening the process of settling industrial disputes by doing away with conciliation wherever possible; and provision for review by the Industrial Court of its own decisions.

The provisions of the Bill and the purposes for which the Bill has been framed are explained in the statement of Objects and Reasons appended to the Bill.

Wage Boards.- Experience has shown that the industrial disputes referred to the Industrial Court involve not only particular questions of individual interest but also general questions affecting the industry, such as, standardisation of wages rationalisation, efficiency of work, etc. It has been found expedient to separate such general questions and have them decided initially by wage boards established for the purpose. Accordingly wage boards are proposed for each industry in the Province, consisting of an equal number of members nominated to represent the employers and the employees in the industry and also some independent members nominated by Government. The Industrial Court would have general superintendence over the wage board. When dealing with industrial matters of local interest the wage boards would be empowered to act through small committees with attached members from the local area.

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The decision of the wage board would be subject to an appeal to the Industrial Court. In order that the wage board's decision may reflect changes of circumstances, provision is made for review by the wage board of its decision at intervals of not less than a year on application by the affected parties provided they represent or employ not less than 15 per cent of the affected employees. Review is also made possible at any time on the application of Government. On the same lines a Provincial Wage Board is proposed for all industries together for handling questions common to all industries.

Joint Committees.— The Industrial Relations Act provides that a joint committee may be constituted for an undertaking or occupation with the consent of the employer and the registered union for the industry for the local area. This provision, however, has not produced satisfactory results on account of the attitude of employers. The amending Bill, therefore, empowers the provincial Government, on an application made to it by the registered union to direct the constitution of a joint committee. The order of the Government would prescribe a time limit for employers to nominate members to the joint committee and failure to comply would be penalised.

Direct recourse to arbitration.— With a view to facilitate the speedy settlement of important disputes by shortening the procedure and avoiding the intermediate stage of conciliation altogether the amending Bill enables a registered union which is a representative of employees and the rules of which provide that "no strike shall be sanctioned or resorted to by it, unless all the methods provided by or under the Act for the settlement of an industrial dispute have been exhausted and the majority of its members voted by ballot in favour of such strike", is enabled to refer any industrial dispute for arbitration to the Industrial Court.

The more important among the other changes proposed by the Bill are powers for the Industrial Court to deal with contempt of Court and to review a previous decision provided there are sufficient reasons for such review.

(The Bombay Government Gazette, Part V,
dated 24 March 1948, pages 182-194).

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Bombay Legislature passes Bombay Industrial
Relations (Amendment) Bill, 1948.

The Bombay Industrial Relations (Amendment) Bill 1948, the provisions of which have been summarised at pages 74-75 of this report was passed by the Bombay Legislative Assembly on 3 April 1948 and by the Bombay Legislative Council on 5 April 1948.

Labour Minister on provisions of Bill.— Moving consideration of the Bill in the Bombay Legislative Assembly on 2 April 1948, Mr. Gulzarilal Wanda, Minister for Labour in the Bombay Government, expressed the hope that the Bill would, in a very substantial and effective ~~exchange~~ manner, contribute towards the achievement of the result envisaged by the Industrial Truce (vide pages 22-31 of the report of this Office for December 1947)—increased production and ensuring for labour a fair wage. The Bill was by no means a contentious measure. It, however, sought to amend the Industrial Relations Act in a substantial way in one or two important matters. The most significant addition to the Act which was sought to be made by the Bill was the provision for constituting wage boards. The constitution of wage boards had become necessary in view of the Industrial Truce resolution, which required the creation of machinery for the purpose of deciding what was a fair wage and what were fair profits. The Industrial Court had a long list of cases referred to it, and it was hoped that the congestion would be cleared as soon as the wage boards were constituted and such delays in deciding industrial disputes as had occurred so far would be avoided in future. The wage boards, he hoped, would be a welcome addition to the existing machinery for deciding industrial disputes.

The Bill also proposed that joint committees should be ~~created~~ created compulsorily on an application made by a union. Any employer who failed to appoint his members on the committee was punishable with a fine which might extend up to 50 rupees for the first offence, and in the case of continuing failure, with an additional fine ~~with~~ which might extend to 50 rupees for every day during which such failure continued.

Millowners' criticism.— Speaking in the course of the debate Mr. Chandulal P. Parikh (Ahmedabad Millowners) said that the functions of the proposed joint committees were of the widest nature, and it was advisable to narrow them down. It had to be remembered, Mr. Parikh said, that employers had often to deal with intransigent workers who put in only 5 hours' work instead of 8 and who had no sense of discipline, patriotism or increased production. Joint committees with such workers represented on it, were bound to fail in their functions. The provision for constituting joint committees needed amending in such a way that

sation of the need for

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the responsibilities of both the parties—labour and employers—were specified. The clauses dealing with the functions of joint committees, as they were at present in the Bill, were all one-sided.

As has already been stated above the Bill was finally passed by the Bombay Legislative Assembly on 3 April 1948 and by the Bombay Legislative Council on 5 April 1948.

(The Times of India, 3, 4 and 6 April 1948).

Bombay: Draft Amendment to Industrial
Disputes Rules.

The Government of Bombay has published this month the draft of certain amendments it proposes to make in the Industrial Disputes (Bombay) Rules, 1947. The draft amendments seek to insert in the above rules a number of new rules prescribing inter alia the powers and duties of Conciliation Officers, the forms in which a notice of strike or lockout shall be given by the employees or the employer respectively in a public utility service and the form in which report of notice of a strike or lockout shall be sent to the Conciliation Officer by the employer.

The draft is to be taken into consideration on or after 20 April 1948.

(The Bombay Government Gazette, Extraordinary,
dated 8-4-1948, Part I, pages 1506-1508).

Orissa Industrial Disputes Rules, 1948.

The Government of Orissa Gazetted on 16 April 1948 the Orissa Industrial Disputes Rules, 1948, framed by it under the provisions of the Industrial Disputes Act, 1947. The rules inter alia prescribe the procedure to be followed in referring industrial disputes to Boards of Conciliation, Courts of Inquiry or industrial tribunals, define the powers, procedure and duties of these authorities and lay down the manner in which works committees shall be constituted and worked. Reference was made at page 9 of the report of this Office for November 1947 to the publication of the draft of these Rules.

(The Orissa Gazette, Part III, dated 16-4-1948, pages 196-202).

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68. Labour Courts.

India - April 1948.

Working of Bombay Industrial Court: Criticism in
Bombay Legislative Assembly: Labour Minister's
Reply.

On 22 March 1948 in the Bombay Legislative Assembly Mr. S.A. Dange (Bombay Textile Labour) moved a token cut motion to discuss the labour policy of the Bombay Government, with particular reference to the working of the Industrial Court. The occasion for the cut motion was a demand made by the Law Minister for 21,997,000 rupees under the head 'Miscellaneous Departments'. Criticising the working of the Industrial Court Mr. Dange complained of delays in the disposal of disputes and said that the Government should see that the court did not function in such a way as to lead to irritation and the workers losing faith in the machinery.

Labour Minister's reply: 50 million rupees gain to workers' from Industrial Court rulings.- The Provincial Labour Minister, Mr. Gulzarilal Wanda, replying stated that the Court had conferred immense benefits on the working classes. He wondered what their plight would have been if the Industrial Court had not existed. The material benefit which had accrued to the workers through the rulings of that Court amounted to 50 million rupees, which meant that every worker was benefited to the extent of 20 rupees per month. He wondered if there was any method other than the Industrial Court through which they could have gained even a tenth of that. Giving statistics of the cases disposed of by the Industrial Court from month to month Mr. Wanda asserted that the workers had full confidence in the Industrial Court. In fact its popularity had become a handicap, the cases coming "not in tens but hundred". The work of the court could not be compared with anything in the past, as no machinery to deal with industrial disputes had existed. All the cases that came to the Industrial Court, Mr. Wanda pointed out, voluntarily reached the court, 75 per cent of them being brought by the employees themselves, without any compulsion.

A beginning had been made with one full-time Judge but there were now three of these to inquire into industrial disputes. The Government had further sanctioned 6 labour courts, 4 having been set up so far. The Minister assured the House that ~~has~~ he was aware of the limitations of the present industrial legislation and that the Government would re-adjust the machinery to suit the changing times.

The cut moved by Mr. Dange was lost.

(People's Raj, issued by the Directorate of Publicity, Government of Bombay, dated 3-4-1948).

69. Workers' Participation in the Management
or Profits of Undertakings.

India - April 1948.

Maharashtra Industrialists Offer Fifty per cent
of Net Profits to Workers.

A conference of industrialists of Maharashtra held at Poona on 17 and 18 April 1948 under the chairmanship of Mr. Shankarrao Kirloskar, President of the Mahratta Chamber of Commerce and Industries, offered to workers on behalf of the industrialists a share of 50 per cent in the net profits accruing to the industry after making provisions for the total wage bill, six per cent continuous dividends on the capital invested, management expenses, all Government and other taxation charges and for development and sinking funds.

(The Hindustan Times, 20-4-1948).

Bombay Textile Workers to get Two Months'
Wages as Bonus for 1947: Industrial Court's
Award.

Mill workers in Bombay will get a bonus of one-sixth of their basic earnings for the year 1947, according to the award of the Industrial Court in the dispute between the Millowners' Association and the cotton textile mill employees in the city. The bonus equivalent to two months' wages will be paid in one lump sum on or before 30 April 1948. There are about 220,000 mill workers in Bombay and the total amount which they will receive is estimated at 18,200,000 rupees. The bonus the workers had received in 1946 was proportionately larger (one-fifth of the annual earnings), but less in amount (16,000,000 rupees). In fixing the bonus at one-sixth of the total earnings, as against the demand of the workers for one-fourth of the annual earnings and the grant of bonus at one-fifth of the workers' earnings for 1946, the Court took into consideration the payment of one month's "Independence bonus" to the workers in 1947 and the increase in wages and dearness allowance granted to them in previous awards. The award stated that in fixing the quantum of bonus the main considerations which weighed with the Court were, that the industry had made lesser profits in 1947 than in 1946. The employees had received increased wages from 1 January 1947, as a result of the award on standardisation of wages made on 31 May 1947, inasmuch as both the minimum and the average

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wage had been raised, the former being about 30 rupees and the latter about 41 rupees (vide pages 15-14 of the report of this Office for June 1947).

According to the terms of the award, employees who had worked for less than 75 working days and more than 32 working days will be paid a bonus of one-twelfth of their earnings, while those who have worked for 32 ~~working days~~ or less will not be granted any bonus. Any employee who was dismissed for misconduct in 1947 will also not be entitled to any bonus, even though he might have worked for more than 32 days. The bonus will be calculated on the earnings during the year 1947, but these will not include the dearness allowance and any bonus paid during the year. In the case of women who were on maternity leave during the year, the maternity allowance drawn by them will be included in the earnings. Persons who are eligible for bonus, but who are not in the service of the mill on the date of payment, will be paid their dues on 31 May provided they submit their claims on or before 21 May.

(The Times of India, 25-5-1948).

United Provinces: Vacuum Pan Sugar Factories
to set up Works Committees by 20 April 1948
Government Order.

By a Notification dated 29 March 1948 issued under the provisions of the United Provinces Industrial Disputes Act 1947, the Governor of the United Provinces has ordered all vacuum pan sugar factories in the United Provinces to constitute on or before 20 April 1948 Works committees composed of representatives of the employer and of workmen. The constitution and functions of the works committees are outlined in an annexure appended to the Order.

Functions of works committees.— Matters to be dealt with by the works committee, the Order specifies, shall include: (a) The distribution of working hours; i.e. fixation of shifts. (b) The method of payment of wages (time, form of pay ticket). (c) The settlement of grievances. (d) Questions of physical welfare. (e) Questions of discipline and conduct as between the management and work people, i.e. malingering, bullying, time-keeping, publicity in regard to rules, supervision of notice boards. (f) Suggestions for improvement in methods and in organisation of work. (g) Investigation of circumstances tending to reduce efficiency, or in any way to interfere with the satisfactory working of the factory. (h) Ways and means of increasing efficiency. (i) Entertainments and sports for the workers. (j) Any other steps that may be conducive to harmonious relations between labour and management.

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The works committee, however, will not have any power to come to an agreement inconsistent with any agreement between the Indian Sugar Syndicate Ltd., and the recognised Federation.

Constitution.— The number of members constituting the works committee may not exceed 14 and the number of the representatives of the workmen shall not be less than the number of the representatives of the employers. The representatives of the employees on the works committee must be appointed by the trade union affiliated to the recognised Federation or where there is no union affiliated to the Federation elected by the workers at a meeting convened for the purpose. In all cases, representatives of workers have to be actual workers working in the factory.

The order further provides that the committee shall meet at least once a fortnight.

Decisions.— The decisions of the committee may be arrived at only by agreement between the two sides, and the order finally provides that no dispute between the employers and employees of a factory may be taken either to the Labour Commissioner or to Government or to the conciliation machinery until the works committee concerned has tried and failed to bring about a settlement.

By another Order issued on 31 March 1948, the United Provinces Government has directed that for the purposes of the rules relating to the constitution of works committees in vacuum pan sugar factories summarised above the United Provinces Sugar Mill Workers' Federation, Gwaltoni, Kanpur, shall be deemed to be the 'recognised Federation'.

(Government Gazette of the United Provinces,
Extraordinary, dated 29-5-1948 and dated
31-5-1948).

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CHAPTER 7. EMPLOYMENT AND UNEMPLOYMENT.

INDIA - APRIL 1948.

71. Organisation of the Labour Market.

Employment Trends in Textile Industry during
1939-1945.

The main developments in the employment position in British India during 1939-1945 were summarised at pages 59-61 of the report of this Office for January 1948. Since out of the total number of workers subject to the Factories Act about 38 per cent are employed in the textile industry, the Indian Labour Gazette, December 1947, published a further note reviewing the trends of employment in the textile industry by sub-groups and by regions. The textile group consists of cotton mills, jute mills, silk mills, woollen mills and hosiery factories besides other miscellaneous factories. The main trends in employment in textiles during the war period were:

(a) total employment in textile industry increased from about 800,000 in 1939 to 1 million in 1945 or by about 25 per cent as against a rise of about 50 per cent in total factory employment; (b) Bombay became the main centre whereas Bengal had been most prominent in 1939 from the point of view of employment in the textile industry; (c) employment in cotton mills increased by about 35 per cent. While Bombay was mostly responsible for this rise, notable increases were also recorded in Bengal and the Punjab; (d) the jute mill industry expanded little during war-time; and (e) employment in woollen mills more than doubled during the period under review and more than trebled in the Province of Bombay in particular.

Average daily number of workers.- The following table gives the average number of workers employed in the textile industry during 1939-45:-

Sub-Group	1939		1940		1941		1942	
	No. of factories.	No. of workers.						
1	2	3	4	5	6	7	8	9
Cotton Mills.	841	488554	824	490815	820	595695	824	611025
Jute Mills.	106	298967	108	505777	109	510624	109	509962
Silk Mills..	107	6251	112	5557	122	5855	128	5566
Wollen Mills.	16	7453	18	9892	21	13214	27	14164
Hosiery.....	152	7708	148	8578	166	10618	152	9531
Miscellaneous.	89	10491	108	13182	153	20032	160	1848
All Textiles.	1311	819404	1318	831801	1391	956038	1400	968531

Sub-Group	1943		1944		1945*	
	No. of factories.	No. of workers.	No. of factories.	No. of workers.	No. of factories.	No. of workers.
	10	11	12	13	14	15
Cotton Mills.	853	650793	925	656615	869	657774
Jute Mills..	105	302304	91	288663	89	503319
Silk Mills..	126	5473	141	6059	154	7670
Woolen Mills.	29	15181	35	15148	35	15713
Hosiery.....	150	9919	151	10004	173	9830
Miscellaneous.	194	20876	217	19909	232	20003
All Textiles.	1457	1004546	1560	996596	1550	1014309

* Figures are provisional.
 Source:- Statistics of Factories subject to Factories Act, 1934.

In 1945, of the 1 million workers employed in the textile industry ~~more than~~ over 650,000 were in cotton spinning and weaving mills and about 300,000 were in jute mills, which together accounted for nearly 95 per cent of the total employment in textiles. Employment in cotton mills increased by about 55 per cent during 1939-45. The jute mills did not, however, make much headway and employment therein was only about 5 per cent higher in 1945 as compared to the pre-war level. This might have been due to the scarcity of labour, particularly of the skilled type such as ~~the~~ spinners and weavers.

The distribution of employment as between the various sub-groups in 1939 and 1945 is ~~given~~ given in the following table:-

Sub Group	1939		1945*		Percentage increase in 1945 over 1939
	No. of workers	Percentage to the total employment.	No. of workers	Percentage to the total employment.	
Cotton Mills.	498554	59.6	657774	64.8	34.6
Jute Mills...	298867	36.6	305319	29.9	4.9
Hosiery.....	7708	.9	9830	1.0	27.5
Wollen Mills.	7435	.9	15713	1.5	111.4
Silk Mills...	6251	.7	7670	0.8	22.7
Miscellaneous.	10491	1.3	20003	2.0	90.7
All Textiles.	819404	100.0	1014309	100.0	23.8

* Figure provisional.

While in 1939 the jute mill industry accounted for 37 per cent of the total employment in the textile industry, in 1945 it accounted for only 30 per cent. Employment in woollen mills increased during this period from about 7000 in 1939 to over 15,000 in 1945.

Regional distribution of employment.— The following table shows the position regarding employment in each of the major provinces in British India for the years 1939 and 1945. In 1945, 41.5 per cent of the textile workers were in Bombay and 35.1 per cent in Bengal as against 37.7 per cent in Bombay and 38.9 per cent in Bengal in 1939. This per cent rise in employment in Bombay as against a 6 per cent rise in Bengal. Madras, the third biggest centre for the textile industry, recorded a rise of 36 per cent. The highest rise in employment was in the Punjab, being 46.6 per cent over the 1939 level.

Province	1939		1945 *		Percentage increase in 1945 over 1939
	No. of workers	Percentage to the total employment.	No. of workers	Percentage to the total employment.	
Bombay.....	308753	37.7	421190	41.5	36.4
Bengal.....	318090	38.9	335319	35.1	5.7
Madras.....	75842	9.2	103340	10.2	36.3
U.P.....	53254	6.5	69657	7.0	30.8
C.P. & Bihar.	22230	2.7	28438	2.8	21.6
Punjab.....	16429	2.0	24063	2.4	46.6
Delhi.....	11311	1.4	14759	1.4	30.5
Others.....	13495	1.6	16,543	1.6	22.6
All Provinces.	819404	100.0	1014309	100.0	23.8

* Figure provisional.

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Index numbers of employment.— The following table gives the index numbers of employment in 1945 with base 1939=100. In the case of cotton mills, the highest percentage increases were in Bengal and the Punjab; in Bombay the rise was about 55 per cent. In the case of jute mills, Madras recorded a rise of 33 per cent while in Bengal there was practically no change as compared to 1939. Employment in ~~woollen~~ woollen mills more than trebled in the province of Bombay. The silk mills had major setbacks in Bengal and Madras. An increase was noticeable in the workers employed in hosiery factories in some of the minor provinces although this did not contribute much to the industry as a whole.

Sub-group	Bombay	Bengal	Madras	U.P.	C.P.	Funjab
						Barar
Cotton Mills.	154.9	142.4	156.5	130.6	127.8	144.3
Jute Mills..	..	100.9	133.3	102.9
Hosiery.....	106.4	97.3	148.9	127.6	..	127.8
Woollen Mills.	504.8	113.0	107.7	195.7	..	174.7
Silk-Mills...	171.9	64.7	52.2	133.3	..	125.4
Miscellaneous.	151.3	381.3	418.5	425.6	..	157.0
All Textiles.	156.4	105.7	156.3	150.8	121.6	146.6

Sub-group	Delhi	Others	All provinces.
Cotton-Mills.....	125.7	125.9	134.6
Jute Mills.....	..	95.7	104.8
Hosiery.....	215.8	413.8	127.5
Woollen Mills....	..	185.5	211.4
Silk-Mills.....	161.1	194.7	122.7
Miscellaneous....	190.7
All Textiles.....	150.6	122.6	123.8

(Indian Labour Gazette, December, 1947).

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India: Employment Exchanges: Working during
February 1948.

Employment situation.— The employment exchanges reported little change in the general employment situation during February 1948. There was little industrial development mainly on account of ~~the~~ difficulties in the supply of raw material. The leather industry in Agra and Kanpur suffered dislocation through lack of raw materials. Similarly, lack of raw material was reported to have been responsible ~~for~~ for the closing of textile factories in Calicut. From the United Provinces it was reported that a large number of small establishments doing iron and steel fabrication work were likely to close down.

Employment on road and canal schemes in East Punjab remained available and special efforts to obtain the absorption of refugees on such work continued. Opportunities for employment in the civil aviation industry were reported from Bombay where the nationalisation of motor-transport services was expected to create employment for administrative, clerical, skilled and unskilled workers. Opportunities for employment are also expected from a proposal to industrialise Chattisgarh which envisages the establishment of an iron and steel factory, a shellac factory and a wood preservation and distillation plant.

Employment ^{facilities} factories extended to all in Central Provinces. The Government of the Central Provinces and Berar has decided that the facilities available through the employment exchanges in that province should be extended to all categories of employment-seekers.

Registrations and placings.— The total number of registrations and placings during February 1948 effected by the employment exchanges and district employment offices are given below.

	February 1948	January 1948	February 1947
Total number of registrations (including re-registrations).....	50,835	61,702	42,818
Total number of persons placed in employment....	17,153	16,571	8,456

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

Of these placed in employment 6,191 were ex-Services personnel as compared with 7,570 in the previous month.

13,406 applicants were offered the opportunity of being considered for appointment during the month but declined to take advantage of the opportunity afforded. 3,346 declined because they felt the pay offered was inadequate and 3,644 declined for various other reasons: 6,416 failed to report

for interviews with employers without offering any satisfactory explanation. Of those who failed to take advantage of employment opportunities offered 7,219 (or 54 per cent) were ex-Servicos personnel.

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

<u>Wage groups: Basic monthly pay.</u>	<u>Number of placings.</u>
Above 100 rupees.....	182
61 to 100 rupees.....	1,547
36 to 60 rupees.....	8,254
21 to 35 rupees.....	5,631
20 rupees or less.....	1,539

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

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

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72. Vocational Guidance and Training.

India - April 1948.

Vocational Training for Refugee Women: Government
of India's New Scheme.

With a view to facilitating the resettlement in life of refugee girls and women from Western Pakistan, the Ministry of Labour, Government of India, has sanctioned a scheme of vocational training for such refugee girls and women. To start with, training will be given in six trades, viz., spinning and weaving, calico printing, tailoring and dress-making, stenography, clerical and commercial work and typing. For the present, seats for 115 refugee girls and women have been reserved at the Ex-servicewomen's Training Centre, New Delhi. After 31 March 1948, the Centre will be used exclusively for the training of refugee girls and women, with a capacity of 300 seats. The period of training will vary from trade to trade and individual to individual, but, on an average, it will be about eight months.

A consolidated allowance of 45 rupees per month will be paid to each trainee towards board and lodging charges and stipend. In addition, free medical treatment will be provided to trainees.

The trainees are to be selected by a Selection Committee appointed by the Women's Section of the Ministry of Relief and Rehabilitation.

(Employment News, January, 1948).

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CHAPTER 8. SOCIAL SECURITY.

INDIA - APRIL 1948.

81. Social Insurance.

India: Constituent Assembly passes Employees' State Insurance Bill.

proposed

The Constituent Assembly of India (Legislative) took up consideration of the Employees' State Insurance Bill (this is the new title given to the Workmen's State Insurance Bill, by the Select Committee) as reported by the Select Committee on 1 April 1948 and passed it with a few minor amendments on 2 April 1948. Replying to the debate during the third reading of the Bill, Mr. Jagjivan Ram, the Minister for Labour, claimed that the Bill opened a new chapter in the history of labour legislation in India. It was a beginning of social security measures. Its scope was limited but the benefits might be expanded and extended to any extent in order to cover the various categories of the working classes in India. He was sure that the Corporation, the provincial Governments and the Central Government would all take the earliest opportunity to extend the scope of the Bill as soon as conditions permitted.

Changes made by Select Committee; Mr. Jagjivan Ram's review.— On 1 April 1948, moving that the Employees' State Insurance Bill as reported by the Select Committee be taken into consideration, Mr. Jagjivan Ram, the Labour Minister, summarised the main changes introduced by the Select Committee, to liberalise the qualifying conditions and make it easier for the worker to qualify for the benefits.

The Bill had now been modified to apply to all employees in factories. A new sub-section had been added enabling the appropriate Government to extend the scheme to other establishments, industrial, commercial, agricultural or otherwise.

The original provision exempting employees getting average daily wages of 10 annas or below from payment of contribution to the Insurance Fund had now been ~~altered~~ ^{amended} to include all those whose daily wages were below one rupee a day.

The exemption clause in the relevant chapter had been amplified to provide for the application of one or more parts of the scheme—such as, for instance, compensation for employment injury—in seasonal factories. The amendments also provided for extension of the scheme to other categories of workers, whether working in seasonal factories or in other establishments.

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The scheme had been modified in regard to ^{the} contributions which should be paid to enable a worker to qualify for sickness or maternity benefits. It had originally been provided that before a worker could qualify himself for sickness benefit, there should have been paid in respect of him at least 17 weekly contributions in a period of six continuous months prior to the week in which he claimed the benefit. It had now been provided that the contributions should be paid for a period of six months and that, in return for such contributions, the worker would be entitled to benefits in a subsequent period of six months. The principle that contributions should be payable for two-thirds of the period was retained, but the minimum number of contributions had been reduced to 12. ~~It~~ Likewise, in the case of maternity benefit, instead of 26 contributions in a period of 52 weeks, benefit would be payable if 12 contributions had been made. The number of contributions payable between 55 and 40 weeks before the week in which confinement took place or notice of pregnancy was given had been reduced from 5 to ~~2~~ 1.

The clause relating to payment of contributions had been amended to provide that these should be payable not only in respect of weeks during which the employee rendered service and received wages but also in respect of weeks during which he was on authorised leave, or was unable to work because of a lockout or legal strike—with the further qualification that in respect of legal strike, ~~wages~~ contribution would be payable only if wages were paid either in part or in full. The employees' contribution would be recovered only from the wages due for the period to which the contribution related. The Labour Minister estimated that under the revised scheme workers with a monthly income of 260 rupees and below would all receive approximately 7/12^{ths} of their monthly earnings by way of sickness or disablement benefit.

The provisions relating to medical care had also been amended and it had now been provided that if a provincial Government was in a position to provide for medical care and treatment not only for the insured worker but also for his family and if the Corporation was in a position to bear the extra expenditure, then the benefit might be extended to the family of the insured person.

As regards the period of the sickness benefit, while there had been general agreement in the Select Committee that the maximum period for which sickness benefit was payable should be extended to more than the prescribed 8 weeks in a year, the Committee had felt that the existing provision might be retained until some experience had been gained. As soon as circumstances permitted, the Committee had enjoined that the Corporation should make use of its power to extend the period of benefit.

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Explaining the financial implications of the measure the Labour Minister stated that the provincial Governments were expected to contribute about a third of the cost of providing medical care and treatment. Most of them had already agreed to do so. It was expected that the standard of medical care and treatment for insured workers would be such as would cost about 6 rupees per year, as against the per capita expenditure to-day of 6 annas. The Ehere Committee's recommendations were that this 6 annas should be raised to 1 rupee 14 annas per head per year in the next 10 years. Instead of this, the provincial Governments had now been invited to provide for insured workers medical services costing about 6 rupees per head per year and bear ~~share~~ a third of the cost from now onwards. So far as the Central Government was concerned, it would make a grant equal to two-thirds of the administrative expenses for a period of five years ~~after~~ after which the question whether it ~~they~~ should continue assistance to the Corporation would be considered.

Amendments.— The Bill was welcomed by all sections of the House and during the course of the debate some of the provisions of the Bill were amended. The House accepted two amendments by Mr. Naziruddin Ahmad to Clauses 10 and 14. The first of these widened the scope for women medical practitioners' representation on the Medical Benefit Council, and the second tightened up the disqualification relating to persons convicted of offences involving moral turpitude. A third amendment moved by Mr. Anantasayanam Iyengar and accepted by the House widened the definition of the term "family" for purposes of conferring medical benefits to include, in the case of men workers, their dependent parents.

The House, however, negatived an amendment moved by Mr. Naziruddin Ahmad seeking to extend the benefits of accruing to families and dependents of employees to illegitimate children dependent upon the employee.

Third reading of Bill.— As already stated above the Bill was finally passed by the House on 2 April 1948. Speaking during the third reading of Bill Mr. Anantasayanam Iyengar, urged the Labour Minister to follow up the Bill by other schemes of social insurance such as, for instance, Compulsory State Insurance for all Government employees especially the low-paid employees getting below 400 rupees per month. Such persons, he pointed out, saved hardly anything, if at all and the only ~~existing~~ means of ensuring some sustenance for themselves in old age or to their dependents in the event of their death was to start compulsory insurance by the State. A number of other speakers urged that the benefits conferred by the Bill should soon be extended to agricultural labour and that the Bill would be useless unless steps were taken to see that ~~its~~ provisions were implemented by the provincial Governments. Another suggestion, put forward by Mr. R.K. Sidhwa was the provincial Governments should be asked to establish separate hospitals and dispensaries for the labourers.

Replying to the debate, the Labour Minister stated that the constitutional position was such that they had mostly to depend upon the provincial Governments for the implementation of the measures passed by the House. But the Central Government did take the utmost care to see that there was uniformity in the provinces and that the provincial Governments made honest efforts to give effect to the various measures adopted by the House to the best of their ability, capacity and resources. Most of the provincial Governments had already welcomed the Bill and had promised to give effect to it to the best of their resources. The needs of the agricultural population also were constantly before the Government. The Government was anxious to find avenues of suitable employment for every able-bodied man and woman but that depended upon the development of the country, which would take time. The Labour Minister was, however, opposed to the ~~establishment~~ establishment of hospitals exclusively for the workers but certainly the Government would ensure better facilities for them.

(The Statesman, 2 and 3-4-1948).

85. Benefits Organised or paid by Employers.

India - April 1948.

Cochin: Compulsory Insurance for Government
Employees.

The Government of Cochin has decided to begin a compulsory State insurance scheme for all Government servants below the age of 40 who have not yet insured their lives.

A statement issued by the Government says that the scheme will be administered by the Accountant-General and that besides life insurance, motor third party risk insurance will also come under its scope. The statement adds that facilities will be afforded for Government officers for remittance of premia in monthly instalments by adjustments from pay bills or provident fund to their credit.

(The Hindu, dated 13-4-1948;
The Hindustan Times, 19-4-1948).

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36. Social and Industrial Medicine.

India - April 1948.

Ten Year Plan of Medical Care for Tea Plantation

Workers in India: Maj. Jones's Report¹.

A 10-year plan of medical care for nearly 900,000 workers in the tea estates of India is outlined by Maj. Lloyd Jones, Deputy Director-General of Health Services (Social Insurance), in a report submitted to the meeting of the tripartite Industrial Committee on Plantations which commenced at New Delhi on 31 March 1948 (vide paragraph 121, pages 113-115 of this report). It may be recalled in this connection that Tea Plantation Labour Conference held at New Delhi in January 1947 had agreed that the Government should prescribe the standards of medical services to be maintained in the plantations (vide page 6 of the report of this Office for January 1947). ~~It is suggested that the Government should prescribe the standards of medical services to be maintained in the plantations.~~ To assist the Government in the prescription of standards of medical services, Major Lloyd Jones was deputed by the Government of India to visit the plantations, survey the existing facilities and draw up, in consultation with the provincial Governments and the representatives of Employers' Associations, standards of medical care for workers in tea plantations. Major Jones's main conclusions and suggestions are embodied in his report.

Standards of medical care to be achieved in two stages.- Recommending legislation to enforce standards of medical care, Maj. Lloyd Jones envisages the provision of adequate medical services in two stages. At the first stage attention should be directed to the provision of

1. ~~standards of medical care for tea plantations in India.~~ E. Lloyd Jones, M.D.: Standards of Medical Care for Tea Plantations in India, A report, Government of India, Ministry of Labour, 1947.

garden hospitals and dispensaries within 5 years. The second stage would involve 5 to 7 years to set up, in close liaison with the provincial ~~xxxx~~ medical authorities, a comprehensive system of group and central hospitals. The report estimates roughly that for the provision of garden hospitals the annual capital expenditure would be about 1 rupee 9 annas and the annual recurring expenditure 7 rupees per head of population served.

The report sets down the following standards to be enforced by legislation. During the first stage, garden hospitals should be organised with 10 beds for each 1,000 of population served, of which 2 should be reserved for midwifery cases. There should be not less than one registered medical practitioner for each 2,500 of population. Other staff should include not less than one midwife, or trained dai, a nursing attendant, a compounder and an anti-malaria assistant. For gardens with a population of 500 or less and situated inaccessibly, the report recommends a dispensary with 5 beds under the immediate care of a qualified compounder, but supervised and visited regularly by the nearest garden doctor. For the second stage, the report recommends group or central hospitals equipped and staffed so as to be capable of dealing with any ordinary medical, surgical or obstetric emergency, with not less than 3 beds for each 1,000 of population served.

The report, however, emphasises that the betterment of the health of tea plantation labourers is dependent on many factors of which an improved medical service is only one. Among the causes for the poor health of the workers are ~~malnutrition~~ undernourishment, inadequate supply and distribution of water for drinking and washing, bad housing, primitive sanitary arrangements and the ignorance of workers about principles of health and cleanliness.

General state of health in tea plantations.— According to Maj. Lloyd Jones, better standards of health were maintained in the plantations of South India as compared with those of North India. Diseases prevalent in Assam were malaria, bowel trouble, anaemia and tuberculosis. Hookworm was widespread. In Bengal, particularly in the Darjeeling area, pulmonary tuberculosis was on the increase. Kala-azar was also more prevalent in Assam. In South India hookworm and other kinds of worms were common. Malaria also was a problem.

Describing the existing facilities of medical care in tea plantations, the report points out that in certain areas, particularly in South India and in Assam gardens owned by Europeans, the standards were high. In some others medical care was almost non-existent. In the Assam Valley and South India, the commonest form of medical organisation was some form of practice supervised by a European medical officer. In Terai and Darjeeling, medical ~~offices~~ practice did not exist. Individual gardens maintained their own doctor, usually a licentiate. One

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disadvantage of this was that the doctors were frequently old and professionally antiquated. There was a tendency to waste large sums of money on proprietary drugs. In many instances they had the poorest medical equipment.

(Summarised from the Report and a Memorandum on the Report prepared by the Ministry of Labour for the meeting of the Industrial Committee on Plantations).

(A copy each of the Report and of the Memorandum was sent to Geneva and Montreal with this Office Minutes D.1/380/48 dated the 4th March 1948 and D. 1/398/48 dated the 8th March 1948 respectively).

Chapter 9 Living Standards.

92. Housing.

India - April 1948.

Housing of Industrial Labour: Labour Minister's
Reply to Questions in Indian Legislature.

The Minister for Labour, Mr. Jagjivan Ram, stated in the Constituent Assembly of India (Legislative) on 3 April 1948 that a few employers had provided houses for their workers in the textile and jute mills, but in such housing schemes only a small proportion of the total number of workers had been accommodated with the result that many workers had to live in slums. Even where houses had been provided they were mostly single-room tenements, unventilated, ~~singlas~~ overcrowded and insanitary.

In the mining industry the employers had provided dwellings known as "dhowrahs" for housing a considerable proportion of the miners, but the housing conditons there also left much to be desired.

The Government of India was working out the details of a programme for providing a million workers' houses of approved design. In the case of miners, a beginning had already been made and the first 1,000 houses, which the Government was constructing in the coalfields area of Jharia, were expected to be ready this year. The programme, the Minister stated was to construct 50,000 houses for coalminers in about five years. The latter scheme was financed through the levy of a cess on coal.

Asked whether compensatory allowance was given to workers where no ~~industrial~~ industrial housing facilities were provided, the Labour Minister stated that from the report of the Labour Investigation Committee it would appear that, generally speaking, no such allowances were being paid.

(The Statesman, dated 3-4-1948).

93. Co-operation.

India - April 1948.

19th Bombay Provincial Co-operative Conference,
Bombay, 11 to 13 April 1948.

Mr. B.G. Kher, Premier of Bombay, inaugurated at Bombay on 11 April 1948 the 19th Bombay Provincial Co-operative Conference. The Conference which was attended by over 200 delegates and co-operatives was presided over by Sri V.T. Krishnamachari, Dewan of Jaipur, and adopted resolutions on marketing, consumers co-operation, housing, industrial co-operation and co-operative farming. A feature of the Conference was the inauguration on 12 April 1948 by a Women's Section of the Provincial Co-operative Conference by Rajkumari Anrit Kaur, Minister for Health in the Government of India.

Rapid expansion of Co-operative movement in Bombay.- Welcoming the delegates to the Conference Sir Janardan A. Madan, Chairman of the Bombay Provincial Co-operative Institute, referred to the rapid expansion of the co-operative movement in the province since the last provincial conference. There ~~was~~ 6,135 societies in 1944 with a membership of 902,443 with a working capital of 252,552,000 rupees. The number of societies increased on 30 June 1947, to 8,003 with a membership of 1,229,050 and a working capital of 387,127,000 rupees. On an average, 623 institutions were added every year. The funds handled by co-operatives increased annually at the rate of 45 million rupees. There had also been an insistent demand for more societies, and the forms of societies coming into existence were no less varied than the class of people from whom the demand came.

Presidential address: Role of co-operatives in increasing food production.- Addressing the Conference on the opening day, Sir V.T. Krishnamachari, the President, pointed out that the outstanding problem in India was the deplorably low standard of living of the people—the lowest in the world except perhaps in parts of China and Africa. The Governments in India were keenly alive to the urgency of increased production and they had prepared or taken in hand comprehensive schemes of development to ensure increased production and a rapid rise in the standards of living of the rural population. These schemes related to the various spheres of Indian agriculture, such as, land utilisation, agricultural methods, rural under-employment, storage and marketing, finance and land tenures and formed part of an all-embracing plan with a definite target, viz., that of doubling the agricultural production within a period of about fifteen years. While the planning

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at the higher levels had necessarily to be done by the Central, provincial and States Governments, the best form of organisation to achieve the target, Sir. V.T. Krishnamachari was convinced, was the co-operative system. The organisation he suggested, should be somewhat on the following broad lines. These should be at the top, planning by the Central and provincial or State Governments and the organs connected with it. At the other end, in the village itself, there should be a multi-purpose society which would enlist the mass of the cultivators in the campaign for their own improvement and in executive schemes of improvement considered necessary for raising the standard of living in it—advancing loans; buying whatever the agriculturists need; and deciding what crops should be raised; distributing seeds ~~seeds~~ and manures; possibly bringing about joint cultivation in the highly irrigated areas in which holdings were minutely divided and scattered and cultivation by tractors, etc., in areas in which this was possible; arranging for grading and sale of produce; organising supplementary occupations, etc. Groups of such societies should be under a union which would have technical staffs whose duty it would be to advise individual societies. These unions would be under district societies with expert staffs to provide advice and at the top a provincial organisation in the closest touch with the Planning Authority. There would be besides special unions for marketing, financing and other purposes—all closely linked up with one another and the general movement. Thus would the co-operative movement be widened and become the agency for rural reconstruction activities in their broadest sense.

Besides these long-term schemes of development strenuous efforts were needed immediately all over India, to bring about increased production—of the order of about 10 to 12 millions of tons a year—within the shortest period of time, say 3 or 4 years. This objective could be realised if all provincial and State Governments concentrated their energies and resources and enlisted those of their people on three main lines of work: (i) a nation-wide campaign for compost-making; (ii) distribution of good seed on the widest scale possible; and (iii) an extensive programme of well-sinking and minor irrigation works. In such a programme co-operative societies of all kinds could be of the utmost use. They could carry on educative work; distribute seed and manure in areas assigned to them and see that these were used according to directions given; and in other ways bring the official agency into the closest contact with the agriculturists. Eventually, the short-term programme would merge into the long-term operations. His own conviction, therefore, was that the co-operative ~~was~~ movement could—and would—play a great part in the life of India. Co-operation was the natural basis for development of all sides of rural life and the movement should be the recognised agency for the execution of all projects for raising the standard of living of the people of India.

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Inauguration of Women's Section.- Calling upon educated women to give the best in them for the service of the vast numbers of the needy, Rajkumari Amrit Kaur, Minister for Health in the Government of India, inaugurated on 12 April 1948 the Women's Section of the Provincial Co-operative Conference. There was no gainsaying the fact that women, generally speaking, had by reason of their ignorance and the general set-up of Indian society kept aloof from many movements. In the co-operative movement, which had so far been largely a credit movement, women had been more or less non-participants. But if the movement was to embrace, as it should, all economic and social activities, it was absolutely essential that women, who formed half the population of the country, should be harnessed into an activity which was fraught with immense possibilities for the general good as also for the benefit of their own sex. The time had now come to consider ways and means of training women workers for co-operative work so that they might show to women not only in cities but also in rural areas the ways and means whereby they might become self-reliant. Rajkumari Amrit Kaur felt that economic relief, education and social reform among women could best be done through co-operative movements. Health co-operatives ~~should~~ could make a vital contribution towards better health for the people.

Resolutions.- Before dispersing on 15 April 1948, the Conference adopted a number of resolutions the more important among which related to housing, industrial co-operation and co-operative farming.

The resolution on housing recommended to Government that the scope of the Housing Board of the Government of Bombay and of the advisory committee of the Housing Board should be enlarged and boards should be formed for each district with a view to rendering help and advice to co-operative societies intending to construct sanitary residential quarters in urban areas. The resolution further suggested a reduction in the rate of the urban immovable property tax and total exemption from payment of the tax for a period of ten years in respect of buildings constructed by co-operative societies during and after the year 1948.

The resolution on industrial co-operation expressed the view that a provincial industrial co-operative bank should be organised to finance apex, district and primary industrial co-operative societies and district and regional co-operative banks in the provinces. The main features of the scheme were that finance should be provided for cottage industries, that membership should be restricted to industrial societies and associations and all classes of co-operative institutions with a proviso for the inclusion of insurance companies and banks, and that Government should subscribe a substantial part of the share capital and guarantee interest at 5 per cent or the bank rate, whichever was higher, and also guarantee the principal and interest of the debentures to be raised by the bank.

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The resolution on co-operative farming said that co-operative farming was a better method of cultivation than cultivation of small and scattered holdings by individuals. The conference recommended that Government should maintain a specialised staff to survey local conditions, to prepare co-operative farming schemes and to assist the people in implementing them, and also for the administration and supervision of co-operative farming societies.

(The Hindu, dated 12-4-1948;
The Bombay Chronicle, 14-4-1948;
The Times of India, 12 and 14-4-1948).

Aftermath of Partition: Difficulties of
Co-operative Movement in Sind.

The Co-operative Department of the Sind Government states a Press Note issued during the first week of April, has been badly hit by the wholesale migration of the Hindu staff following the partition of India, and the ~~departmental~~ departmental machinery is on the verge of collapse. Several banks and societies find it difficult to carry on their day to day business and some of the banks, have had to close their doors.

In the cities of Karachi and Hyderabad where there is an acute shortage of houses due to tremendous influx of Muslim refugees, difficulty has arisen in the transfer of houses belonging to Co-operative Housing Societies of the Hindu community to Muslims. As most of the members of such societies wished to dispose of their properties before they migrated to India, the Department advised them to so amend their byelaws as to enable the incoming Muslims to be their members and purchase their houses. Almost all the Co-operative Housing Societies originally belonging to Hindu community are now cosmopolitan societies and all the houses vacated by Hindus are occupied or owned by Muslims.

Banks and societies, wherein members and depositors were from Hindu community have been faced with a serious situation due to the wholesale migration of the members against whom loans were outstanding or of members who had stood ~~surety~~ surety for loans. Such societies find it difficult to meet their immediate demands in the shape of withdrawal of deposits on maturity and have been advised by the Department to take immediate steps for arbitration under Section 54 of the Bombay Co-operative Societies Act and also to apply for attachment before the award under Section 55 of the Act for distraining the properties of such outgoing defaulters.

The Press Note adds that steps are being taken to give full opportunities to the refugees from India to fill the vacancies in the Co-operative Department, but due to their ignorance of Sind conditions and particularly of the Sindhi language, they are at present not so useful in improving the standard of efficiency, although there is no doubt that with the passage of time things are bound to improve.

('Dawn', dated 6-4-1948).

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CHAPTER 10. INDUSTRIAL SAFETY.

INDIA - APRIL 1948.

101. Prevention of Accidents.

Government of India: The Cinematograph Film
Rules, 1948.

base The Government of India published on 5 April 1948 the text of the rules it has framed for the storage and transport of cinematograph films having a nitrocellulose ~~base~~ in exercise of the powers conferred on it by the Petroleum Act, 1934. Chapter III of the Rules which deals with the storage of film provides inter-alia that no person shall store any film except under a licence granted under the rules, prescribes the safety measures to be enforced in places where film is stored or handled, prohibits night working in such places except where approved electric lighting as specified in the rules is exclusively used, forbids the employment in such premises of persons under the age of 15 years and stipulates that the number of persons working in any examination room shall not be more than the number of workers based on a ratio of 35 square feet of floor area per person.

(The Gazette of India, Part I-Sec.1,
dated 5-4-1948, pages 384-391).

Accidents in Factories for 1939-1945:
50 per cent increase in frequency rate.

The Statistics of Factories published annually by the Government of India gives some important data on the number of accidents. The statistics for 1945 contain a further classification of accidents according to the cause of the injury. The Indian Labour Gazette, December 1947, published an analysis of these data for the years 1939-45 with particular reference to the latest year. The main features of the note are: (a) During 1939-45 the frequency rate of accidents in factories increased by about 50 per cent being highest in ~~1943~~ 1944. The rate was practically stationary in regard to fatal accidents. (b) The frequency of accidents was generally much higher in perennial factories than in the seasonal. (c) About 25 per cent of the accidents in 1945 were due to machinery and most of them were due to working machinery. 'Falling objects' was another important cause of accidents; and (d) Among the major provinces, the frequency rate was above the all-India average in Bombay, Bihar and the Central Provinces, and below in Bengal, Madras and the United Provinces.

Frequency.— The frequency rate of accidents is defined as the number of accidents per 1,000 workers. The following table gives the number of accidents and number per thousand workers, for each of the years 1939-45. The table shows that the number of accidents practically doubled during the war period while the number employed increased by about 50 per cent only. This resulted in an increase in the frequency rate from 20.56 in 1939 to 26.69 in 1944. The rate in 1945 was slightly less.

Year	Fatal		Serious		Minor		Total	
	No.	Per 1,000 workers	No.	Per 1,000 workers	No.	Per 1,000 workers	No.	Per 1,000 workers
1939	221	0.13	5,837	3.53	29,943	17.10	36,006	20.56
1940	236	0.13	6,857	3.72	33,986	18.42	41,079	22.27
1941	271	0.13	8,374	3.88	40,091	18.59	48,736	22.60
1942	323	0.14	9,111	3.99	44,740	19.60	54,174	23.75
1943	361	0.15	10,016	4.11	48,799	20.03	59,176	24.20
1944	348	0.14	10,658	4.22	56,336	22.53	67,322	26.69
1945	342	0.13	11,006	4.16	58,775	22.24	70,123	26.53

Fatal accidents formed a very small fraction in the total number being 0.5 to 0.6 per cent and the frequency rate of this type of accidents was practically stationary, the upper limit being 0.15 in 1943. Serious accidents formed roughly about 15 per cent of the total and the frequency rate of this type increased gradually from 3.53 in 1939 to 4.22 in 1944 and then recorded a slight fall. A similar trend was observed in the frequency of minor accidents which formed about 85 per cent of the total. Generally, the frequency rate of accidents increased by about 50 per cent during war time attaining the highest value in 1944.

Perennial and seasonal factories.- The table below gives the number and frequency of accidents in perennial and seasonal factories. Generally speaking the frequency rate in seasonal factories was much less than in perennial factories. The frequency of fatal accidents, however, was greater in seasonal factories than in perennial.

Year	Fatal		Serious		Minor		Total	
	No.	Per 1000 workers	No.	Per 1000 workers	No.	Per 1000 workers	No.	Per 1000 workers
1939	Perennial	177 .12	5,566 5.81	29,071 19.91	34,814	23.84		
	Seasonal	44 .15	271 .93	877 3.02	1,192	4.10		
1940	Perennial	189 .12	6,528 4.22	32,990 21.31	59,707	25.65		
	Seasonal	47 .16	329 1.11	996 3.36	1,372	4.63		
1941	Perennial	221 .12	8,039 4.35	39,174 21.17	47,454	25.64		
	Seasonal	50 .16	335 1.09	917 2.99	1,302	4.25		
1942	Perennial	276 .14	8,799 4.44	45,790 22.11	52,865	26.69		
	Seasonal	47 .16	312 1.03	950 3.15	1,309	4.34		
1943	Perennial	516 .15	9,731 4.55	48,014 22.46	58,061	27.3		
	Seasonal	45 .15	285 0.95	785 2.63	1,115	3.74		
1944	Perennial	296 .13	10,318 4.63	55,431 24.89	66,045	29.65		
	Seasonal	52 .13	320 1.08	905 3.06	1,277	4.31		
1945	Perennial	307 .13	10,702 4.52	57,951 24.49	68,960	29.14		
	Seasonal	35 .13	304 1.10	824 2.97	1,163	4.20		

Causes of accidents.- The statistics in regard to causes of accidents for the year 1945 show that machinery accounted for about 23 per cent of the accidents of which working machinery was alone responsible for 20.79 per cent. Another important agency for accidents was "falling objects" which accounted for 21.62 per cent of the total. "Hand tools" accounted for 10.68 per cent. The following table gives the percentage of accidents in 1945 caused by various agencies:-

Causes of accidents for the year 1945	Percentage of accidents
I. Machinery -	
(a) Prime-movers.....	.14
(b) Transmission Machinery.....	1.44
(c) Lifting Machinery.....	.70
(d) Working Machinery.....	20.79
II. Transport -	
(a) Rolling stock on lines.....	.99
(b) Rolling stock not on lines.....	1.23
III. Persons falling.....	5.56
IV. Falling objects.....	21.62
V. Hand tools.....	10.68
VI. Electricity.....	.29
VII. Poison, corrosive substances and occupational diseases.....	.99
VIII. Explosions and fires.....	5.04
IX. Miscellaneous.....	30.53
TOTAL.....	100.00

Provincial distribution.— The data for 1945 show that according to provinces the highest number of accidents was in Bombay and Bengal. Fatal accidents were, however, more in Bengal than in Bombay. A comparison of the figures with the number employed shows wide variations in the frequency rates. In the case of fatal accidents, the rates varied from 0.05 in Assam to 0.67 in Orissa. In Bengal the rate was 0.14 and in Bombay .09 as compared to 0.13 for all provinces. The frequency rate of serious accidents varied from .47 in the North-West Frontier Province to 6.23 in Bombay compared to 4.16 on an average. The range of variation was much larger in the case of minor accidents, the lowest being 4.19 in the North-West Frontier Province and 91.39 in Ajmer-Merwara. This may be compared to the overall rate of 22.24. On the whole, the frequency of accidents was higher than the average in Bombay, Bihar, the Central Provinces and Berar, Assam, Delhi, Ajmer-Merwara and Baluchistan. The following table shows the provincial distribution of accidents in 1945:—

Province	Fatal		Serious		Minor		Total	
	No.	Per 1000 workers	No.	Per 1000 workers	No.	Per 1000 workers	No.	Per 1000 workers
Madras....	50	.18	1,448	5.18	4,028	14.43	5,526	19.79
Bombay....	65	.09	4,586	6.23	18,656	25.56	23,507	31.68
Bengal....	105	.14	2,979	4.03	15,389	20.67	18,493	24.84
U.P.	43	.15	760	2.75	4,716	17.06	5,519	19.96
Sind.....	9	.22	121	3.01	806	20.07	956	23.50
Punjab....	18	.12	315	2.00	3,174	20.35	3,505	22.47
Bihar....	24	.14	381	2.26	4,516	26.81	4,921	29.21
Orissa....	5	.67	16	2.15	38	5.12	59	7.94
C.P. & Berar.	15	.14	140	1.27	2,795	25.54	2,950	26.75
Assam.....	3	.05	76	1.31	1,528	26.31	1,607	27.67
Delhi.....	4	.11	102	2.77	1,569	37.15	1,475	40.01
Ajmer-Merwara.-	-	-	50	3.15	1,451	91.39	1,501	94.54
Coorg & Bangalore..	-	-	4	.70	81	14.24	85	14.94
Baluchistan.	1	.25	8	2.02	210	52.92	219	55.19
N.W.F.P....	-	-	2	.47	18	4.19	20	4.66

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

INDIA - APRIL APRIL 1948.

111. Agriculture.

Berar Land Revenue Code (Second Amendment) Bill, 1948:
Attempt to prevent subletting of Agricultural
Land.

On 2 April 1948 the Central Provinces and Berar Legislative Assembly agreed to ~~circulate~~ circulate for eliciting public opinion thereon the Berar Land Revenue ~~Code~~ Code (Second Amendment) Bill, 1948.

The Bill which is designed to check the widespread evil of habitual sub-letting of agricultural land in Berar affords protection to the lessees of agricultural land by conferring on such lessee the rights of a protected tenant if he has been in continuous possession of the land for a period not less than six years preceding 1 April, 1947. Further, a lessee who is in possession of agricultural land for one agricultural year with effect from the date the Bill comes into force is to be presumed to be a protected tenant unless proved to the contrary.

The rights of a protected tenant in his land will be heritable but not transferable. He will hold the land on payment of a reasonable rent to be determined by a revenue officer and will be liable to ejection for default in payment of rent, or if the land is sub-let or is diverted to non-agricultural purposes. On eviction, he will be entitled to compensation for the improvements effected.

(The Central Provinces and Berar Gazette,
Part II, dated 25-4-1948, pages 103-110).

112. Indigenous Workers.

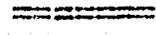
India - April 1948.

Protection of Tribal Peoples of Assam: Recommendations
of Sub-Committee of Constituent Assembly*

The North-east Frontier (Assam) Tribal and Excluded areas Sub-Committee of the Advisory Committee on Fundamental Rights, Minorities, Tribal Areas etc., set up by the Constituent Assembly of India has in its report recommended that district Councils should be set up in the hill districts of Assam with powers of legislation over occupation or use of land and powers of management over primary schools, dispensaries and other institutions which normally come under the scope of local self-governing institutions in the plains. The Sub-Committee has further suggested that all social law and custom should be ~~kept~~ left to be controlled or regulated by the tribes and that Provincial legislation which deals with the subjects in which the hill councils have legislative powers should not apply to the hill districts. While admitting the urgent requirements of the hill districts for expenditure on development schemes the Sub-Committee has considered that such expenditure is beyond the resources of the Provincial Government. The development of the hill districts should be as much the concern of the Federal Government as of the provincial Government. The Sub-Committee has, therefore, recommended that financial assistance should be provided by the Federation to meet the deficit in the ordinary administration on the basis of the average deficit during the past three years and the cost of development schemes should also be borne by the Central Exchequer. The total population of the hill districts justifies a seat for the hill tribes in the Federal Legislature and the report has further recommended that representation for the hills in the Assam Ministry should be guaranteed by statutory provision if possible or at least by a suitable instruction in the instrument of Instructions. Finally the Sub-Committee has suggested that a commission might be appointed at any time or permanently to enable the Government to watch the progress of development plans or to examine any particular aspects of the administration.

* Constituent Assembly of India: North-East Frontier (Assam) Tribal and Excluded Areas Sub-Committee, Volume I (Report), The Manager, Government of India Press, New Delhi, 1947.

Reference was made to the Report of the Excluded and Partially Excluded Areas (other than Assam) Sub-Committee at page 35 of the report of this Office for October 1947.



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114. Officials.

India - April 1948.

Burma: Sub-Committee set up to examine
Grievances of Service Organisations.

The Government of the Union of Burma has set up a Sub-Committee with the Parliamentary Secretary to the Finance Minister as Chairman and two others as members to examine the demands and grievances of Service Organisations in Burma and to make recommendations to the Government.

(Supplement to the Burma Gazette,
dated 5 April 1948, pages 257-258).

117. Shopworkers.
India - April 1948.

Madras: Shops and Establishments Act to
come into force on 1 April 1948: Draft
rules published.

Reference was made at page 96 of the report of this Office for February 1948 to the notification dated 17 March 1948 issued by the Government of Madras fixing 1 April 1948 as the day on which the Madras Shops and Establishments Act 1947 (vide pages 81-82 of the report of this Office for February 1948) shall come into force in the city of Madras and in the municipalities and major panchayats in the province. The draft of the Madras Shops and Establishments Rules, 1948, framed for giving effect to the provisions of the Act was published on 20 April 1948 and is to be taken into consideration on or after 25 May 1948.

Exemptions.- In exercise of the power conferred by Section 6 of the Madras Shops and Establishment Act, 1947, the Government has exempted permanently from all provisions of the Act the following classes of establishments: (a) Advocates' chambers; (b) doctors' consulting rooms; (c) dispensaries attached to doctors' consulting rooms; and (d) nursing homes, hospitals and other institutions for the treatment or care of the sick, the infirm, the destitute or the mentally unfit.

The Government has further exempted from the provisions of section 41 of the Act relating to notice of dismissal persons employed on contract for fixed periods.

- (G.O.Ms. No.1699, Development, dated 6-4-1948, The Fort St. George Gazette, Rules Supplement to Part I, dated 20-4-1948, pages 95-102).
- (G.O.Ms. No.1410, Development, dated 20-3-1948, The Fort St. George Gazette, Part I, dated 13-4-1948, pages 301-302).

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CHAPTER 12. INDUSTRIAL COMMITTEES.

INDIA - APRIL 1948.

121. Special Information.

Second Session of Tripartite Industrial Committee
on Plantations, New Delhi, 31 March to 2 April,

1948.

Mr. Jagjivan Ram, Minister for Labour in the Government of India, inaugurated at New Delhi on 31 March 1948 the second session of the Tripartite Industrial Committee on Plantations¹. The session which was attended by eight representatives each of Governments, employers and workers and continued till 2 April 1948, considered among other subjects questions of wage fixation in the industry medical care and treatment of workers and the outlines of legislation to regulate conditions of work in plantations. The Governments represented on the Committee were the Government of India and the Governments of West Bengal, Assam, Madras, Travancore and Mysore.

Labour Minister's speech.- Inaugurating the session, Mr. Jagjivan Ram the Minister for Labour, emphasised that a fundamental change had taken place in the conception of the role of labour in industry and today it was recognised that labour was not only entitled to fair terms and conditions of employment but also to become a partner in industry. As a partner labour was entitled to the benefits accruing from partnership, but it should also learn to realise its responsibilities.

Calling upon the plantation industry to give a lead to all other industries in putting into practice this new concept of labour, Mr. Jagjivan Ram pointed out that the tripartite committee would have to assume new functions as a result of the industrial truce resolution adopted by the Industries Conference held at New Delhi in December 1947 (vide pages 22-31 of the report of this Office for December 1947). It would be the central machinery for the study and

1. For the proceedings of the First Session which was termed the Plantation Labour Conference see International Labour Review, Vol. LVI, No. 2, August 1947, pp. 188-189.

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determination of fair wages and conditions of labour and fair remuneration for capital. In addition, it would have to devise ways and means for the association of labour in all matters concerning industrial production. For the proper implementation of the industrial truce resolution the Government further considered that it would be desirable to set up a smaller committee which would meet at more frequent intervals.

Mr. Jagjivan Ram then referred to the various items on the agenda of the Committee and expressed the hope that the tripartite machinery for the plantations would become permanent and would assume its new and important functions.

Standards of medical care in plantations.- On this subject the Committee endorsed a report on 'Standards of Medical Care for Tea Plantations in India' submitted by Major Lloyd Jones, Deputy Director General of Health Services (Social Insurance) (vide paragraph 86 page 85-7 of this report). The report outlined a 10-year plan of medical care for the 900,000 workers in the tea estates of India to be executed in two stages, attention being directed during the first 3 years to the provision of garden hospitals and dispensaries on a scale of 10 beds for each 1000 of population; and, during the subsequent period of 5 to 7 years to the establishment of a comprehensive system of group and central hospitals adequately equipped and staffed and with not less than 3 beds for each 1000 of population served. The Committee generally agreed that the plantation owners should manage the hospital service subject to the Government's specifications and inspection and that the standards should be enforced by legislation.

Plantation Legislation.- On the subject of ~~the~~ plantation legislation, the Committee accepted the principle that provincial Governments should have power to require that the public should have reasonable access to the plantation workers. It also agreed to a ban on the employment of children below 12 years, the setting up of housing boards and wages boards, the prescription of minimum standards of housing and the provision of an adequate supply of water and welfare amenities, such as creches and recreational facilities. It was agreed that legislation should invest power in the provincial Governments to set up housing boards to acquire and develop suitable areas for the construction of workers' houses, to raise the necessary funds and to prescribe the conditions of tenancy.

Wage fixation.- In regard to wage boards, the general view was that the provincial Governments should have the power to divide the plantation area into convenient ~~wage-boards~~ wage-areas, and to set up in each area a wage board to fix and enforce fair wages, which may consist of basic wages and cost of living allowances. Arrangements for the supply of food and other articles at reasonable prices should be made with the help of the provincial Governments. The wage boards will consist of 2 representatives each of employers and workers with a Government

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nominated chairman assisted by one or two assessors. A provincial wage board should be set up to review the wages fixed by the local boards and to give directions in regard to the principles to be followed for fixing wages.

The Committee agreed unanimously that the wages paid to plantation workers should be raised and directed that the following increases in the rates of dearness allowance per day should be given effect to from 1 May 1948. Adult workers in all tea plantations except those in Darjeeling, Cachar and Tripura State— $3\frac{1}{2}$ annas; children between 12 and 18, 2 annas. In Darjeeling, Cachar and Tripura State, adults 3 annas; children between 12 and 18, 2 annas. In the coffee estates of South India: adults, 3 annas; children between 12 and 18, $1\frac{1}{2}$ annas. In the rubber estates: adults 2 annas; children between 12 and 18, one anna. The increases now agreed to by the Committee are expected to put into the hands of plantation workers an additional 50 million rupees a year. The Committee also decided that the wage question should not come up in its future meetings and should be decided by the wage boards that might be set up in consultation with the Committee.

Standing Committee.— On the suggestion of the Labour Department of the Government of India the Committee agreed to set up a standing committee consisting of 4 representatives each of Government, employers and workers to meet between the annual sessions of the Committee and advise the Government on such urgent matters as might be referred to it. The Committee also agreed to establish statutory tripartite boards, both in the provinces and at the Centre, to advise the provincial and Central Governments.

Conditions of work.— Certain other questions such as hours of work and spread over, weekly rest and paid holidays, security of service and social insurance schemes were left for reference to provincial Governments and the Committee requested the Central Government to examine the institution of a provident fund for plantation workers.

(Unofficial Notes dated 11-3-1948 and 31-3-1948, issued by the Press Information Bureau of the Government of India; The Statesman, 1,2 and 3-4-1948).

List of the more important publications received in the New Delhi
Office during ~~the~~ April 1948.

Professional Organisations

- 1) Report of the Proceedings of the Committee of the All India Organisation of Industrial Employers for the year 1947. 28 Forozshah Road, New Delhi.
- 2) Proceedings of the Annual General Meeting of the Associated Chambers of Commerce of India, held in Calcutta on the 15th December 1947. pp.37. Bengal Chamber of Commerce, Calcutta.

Economic Questions

- 1) Report of the Standardization Committee appointed by the Government of Madras to prepare Standardized Nomenclature, etc. in Textile Mills. Government of Madras, Development Department, Madras. pp. 59.
- 2) "Economic Consequences of the Partition", by C.N. Vakil. National Information and Publications, Ltd., Bombay.
- 3) Annual Report of the ~~Indian Central Cotton Committee~~ Director, Technological Laboratory for the year ending 31st May 1947. Indian Central Cotton Committee, Post Box No. 1002, Bombay. Price 6 annas. pp.40.
- 4) Report on an Enquiry into the Family Budgets of Industrial Workers in Karachi, by S.R. Deshpande, Director, Cost of Living Index Scheme. Price Re.1 or 1s.6d. pp. ix + 95.
- 5) Report on an Enquiry into Family Budgets of Industrial Workers in Cuttack, by S.R. Deshpande, Director, Cost of Living Index Scheme. Manager of Publications, Delhi. Price Re. 1 or 1s.6d. pp. vi + 38.
- 6) Report on an Enquiry into Family Budgets of Industrial Workers in Delhi City, by S.R. Deshpande, Director, Cost of Living Index Scheme. Manager of Publications Delhi. 1948. Price Rs. 2 or 3s. pp. vii + 73.
- 7) Report on an Enquiry into Family Budgets of Industrial Workers in Ludhiana, by S.R. Deshpande, Director, Cost of Living Index Scheme. Price Re.0-14-0 or 1s.3d. pp. vi + 49.
- 8) Report on an Enquiry into Family Budgets of Industrial Workers in Monghyr and Jamalpur, by S.R. Deshpande, Director, Cost of Living Index Scheme. Price annas 1 or 1s. pp. viii + 52.

Working Conditions

Annual Report on the Administration of the Factories Act, 1934, in the Central Provinces and Berar for the year ending the 31st December, 1946. Nagpur: Government Printing, C.P. and Berar. 1948. Price Re.1/- pp.39.

Problems Peculiar to Certain Occupations or Categories of Occupations

- 1) Report (Vol. I) of the Excluded and Partially Excluded Areas (other than Assam) Sub-Committee, Constituent Assembly of India. 1947. pp. iii + 69.
- 2) Report (Vol. I) of the Tribal and Excluded Areas Sub-Committee, Constituent Assembly of India. pp. ii + 58. 1947.
- 3) The Pakistan Dock Labourers Regulation, 1948. Ministry of Law and Labour, Pakistan, Karachi.