

No 4.

INTERNATIONAL LABOUR OFFICE
INDIAN BRANCH

Industrial and Labour Developments in July, 1948.

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

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CHAPTER 1. INTERNATIONAL LABOUR ORGANISATION.

INDIA - JULY 1949.

11. Political Situation and Administrative Action.

Bhopal: Government's Labour Policy announced.

Expressing great concern over the work wave of labour unrest all over India, the Government of Bhopal has announced in a communiqué the State Government's labour policy. The following is a summary of the communiqué:

(1) All legitimate rights and privileges of labour will be fully protected and safeguarded. In addition to or in replacement of the existing labour laws and rules in the State, the Government will, as and when necessary, enact other legislative measures to implement this assurance.

(2) The ~~existing~~ conciliation machinery is to be further tightened up.

(3) The Government has already announced the establishment of a Wage Fixation and Adjustment Board. As a further step in this direction the Government proposes to legislate at once on minimum wages and in doing so, it proposes to follow the general policy recently adopted by in this connection in the Indian Union.

(4) In the direction of social security, the Government will examine the Employees' Insurance Bill passed last month by the Dominion Parliament in the light of its own limited financial resources.

(5) With regard to the building of labour quarters and provisions of better medical and welfare facilities for labour the Government is fully alive to the urgency of this problem and within the limits of its own resources and consistent with its obligations to the people of Bhopal as a whole, it will not shirk its share of responsibility in the matter.

(6) On the subject of nationalisation of industries, the Government generally endorses the views of the Economic Sub-Committee of the A.I.C.C. that the pace and progress of nationalisation should be determined by the needs of the country and more specially by the resources of the Government.

(7) The system of remuneration to capital as well as labour must be so devised that while in the interest of the consumers and primary producers excessive profits should be prevented by suitable measures of taxation and otherwise, both will share on a reasonable and equitable basis the produce of their common effort, after making the provision for payment of fair wages to labour, a fair return on the capital employed in the industry and reasonable reserves for the maintenance and expansion of undertakings.

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(8) The Government however, wishes to remind labour that rights could never be divorced from obligations.

(9) The Government proposes to set up a standing labour committee with the majority of non-officials who would be in a position to aid and advise the Ministry of Labour in the implementation of the Government's labour policy.

(The Hindustan Times, 20-7-1948).

15. Conventions and Recommendations.

India - July 1948.

Maritime Union of India urges Government of India
to ratify Seattle Conventions and
Recommendations.

The Executive Committee of the Maritime Union of India at a meeting held in Bombay on 7 June 1948, adopted a resolution urging the Government of India to ratify the Conventions and of the I.L.O. Maritime Conference, held at Seattle in 1946, at an early date and also to "send to the I.L.O. a report on the reasons why the Government of India have not yet ratified the Seattle Conventions". The resolution added that the Seattle Conference sought to remove "the unsatisfactory conditions which have been the lot of Indian seafarers", and noted with regret ~~that~~ no action had yet been taken by the Government of India for implementing these Conventions.

('Oceanite', April-June, 1948).

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CHAPTER 3. PROFESSIONAL ORGANIZATIONS.

INDIA - JULY 1948.

31. Workers' Trade Union Movements.

Orissa: Working of Trade Unions Act during 1946-47.

Number of unions and members.- During the year under review 55 new unions were registered bringing up the total to 42 at the end of the year. Of these, 51 unions submitted returns and showed a total membership of 8,766 as compared to 1,143 members shown by 5 unions during the year 1945-46. The following table gives the number and membership of unions by industries:

Industry	Number of unions submitting returns	Number of members			Total
		At the beginning of the year	At the end of the year		
			Non	Women	
Transport	4	388	950	..	950
Printing Presses	2	411	475	..	475
Municipal	3	593	425	425	862
Engineering	4	164	150	..	150
Miscellaneous	18	1,256	6,102	229	6,551
All Industries	51	2,792	8,112	654	8,766

Women formed only 7.5 per cent of the total membership and were accounted for by 7 unions. Their highest concentration was in the Municipal group where only 2 unions accounted for 425 women.

A frequency distribution of the unions according to membership shows that more than 50 per cent of the members were accounted for by 4 unions. The largest number of unions viz., 11 was in the group 100 to 299.

Assets.- The total income of the unions was 13,195 rupees and expenditure 8,122 rupees. The highest income recorded by a single union was 2,362 rupees and the lowest income 33 rupees and ~~some~~ 8 annas. The average income per union was 516 rupees in the Miscellaneous group and 428 rupees in the Printing Press group as compared to an over-all average of 426 rupees. The average expenditure ranged from 49 rupees in the Engineering group to 445 rupees in the Printing Press group. The average expenditure for all unions was 262 rupees.

Only one union was reported to have maintained political fund with an opening balance of 3 rupees and an income of 90 rupees. All the amount was spent during the year.

(Indian Labour Gazette, May 1948).

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CHAPTER 4. ECONOMIC QUESTIONS.

INDIA - JULY 1949.

41. Industrial and Mining Production.

Government of India to set up Steel Production Works: One Million Tons Target.

The Government of India has decided in response to a widely felt need in the country to undertake steel production up to one million tons per year initially, as a State enterprise, and the first step in the creation of the State-owned 1 million tons steel production works, was taken early this month when the Government appointed Messrs Koppers, a well known Pittsburg firm, as one of the consultants for their new project. The contract was signed by the Secretary of the Industry and Supply Ministry on behalf of India and by a representative of for the United States firm.

Messrs Koppers and two other consultants of international standing in the line, namely, Messrs Arthur McKee and Co. of Ohio and the International Construction Company of London, with whom similar agreements will be signed shortly, are to make rapid surveys of the resources and possibilities in this connection on the basis of which it will be decided by the Government whether to establish one plant of 1 million tons capacity or two plants, each of 500,000 tons capacity. It will also be decided then on what sites to erect them. The preliminary reports of the consultants are expected within six months of their appointment.

Four stages.- Though the three consultants are being appointed in the first instance for preparing technical reports, the terms of their contracts stipulate that, if the Government desired it could still retain their services for further stages of the work.

The work to be done by the consultants is divided into four stages. The first stage relates to making a preliminary survey and report on alternate schemes for establishing one plant of 1 million tons capacity and two plants each of 500000 tons capacity and includes advice on selection of sites, facilities for transport, water supply and power. The second stage deals with the preparation of complete designs and specifications for all parts of the plant units necessary for an integrated steelworks, and complete designs and specifications for works in India, including general layout, designs and specifications of buildings, power and water distribution

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and communication system. The third stage relates to advising and assisting the Government to invite bids, to scrutinise them, order plant and machinery and supervise their manufacture and shipment and similarly to assist the Government in entering into contracts in India. The fourth stage deals with the supervision of the erection of the works in India up to and including handing over the plant in working order.

Work to be completed within 5 years.— According to preliminary forecasts made by the consultants, the work will be completed well within five years and it has been estimated that if it is decided to erect two plants, each of 500,000 tons capacity capable of being doubled, and each with a strip mill, a tube mill and ~~and~~ a tinplate mill attached to it, the total cost may exceed 500 million rupees. One complete unit with 1 million tons capacity may cost less, but it would not be economic to double its capacity when required.

(The Statesman, dated 9-7-1948).

Production of Petrol from Coal: Schemes
sponsored by Council of Scientific and
Industrial Research.

Production of alternative liquid fuel to meet the petrol shortage in the country; an expert committee to draw up a plan for the establishment of a Himalayan Research Station and plans for setting up a Central Road Research Institute and a Central Building Research Station were some of the important proposals adopted by the Governing Body of the Council of Scientific and Industrial Research at a meeting in New Delhi on 17 July 1948. Pandit Jawaharlal Nehru, the Prime Minister of India, presided.

Synthetic Petrol: American firm to advise on erection of one million ton plant.— Through the efforts of a special committee appointed by the Council in February 1948 a contract has been entered into by the Government of India with Koppers Inc. of the USA, to draw up a project design for a plant which can manufacture 1 million tons of synthetic ~~gas~~ petrol from inferior grade coal available in the country in unlimited quantity. Experts of Koppers Inc. are now in India making a countrywide survey for this purpose and the proposals are also being examined in consultation with French and German experts. The Council has now recommended to the Government that, besides the synthesis of liquid fuel from coal, the increased production of power alcohol not only from molasses but also from bagasse and other cellulose and starch-bearing agricultural wastes and forest produce should be explored. A committee has been appointed to examine the question.

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Coal Survey.— The Governing Body approved a proposal to establish a Field Survey Station in Assam for coal survey as well as survey of the petroleum deposits in the province on the lines of the three field stations, already planned for the Central Provinces, Maniganj and Bokharo-Ranganh coalfields. It was also recommended to the Government that the Fuel Economy Section which functioned during the war under the Coal Commissioner should be revived and attached to the Central Fuel Research Institute at Dhanbad. The function of this section will be regulation of the use of coal in the railways and in industry to ensure the maximum utilisation and minimum wastage of India's coal.

Central Road Research Institute.— The Governing Body also approved the proposal to establish a Central Road Research Institute at a capital cost of 1.75 million rupees. The activities of the proposed Institute will cover a wide field dealing with construction and improvement of village roads as well as construction of national highways. Problems connected with rural roads will receive the highest priority. The construction of the Institute will be in stages spread over a period of five years. Tentative plans for a Central Building Research Station, a nucleus of which is already working at Roorkhee, were also approved and a grant of 500,000 rupees was recommended to put into operation the first stage of the plan. The Central Building Research Station and the Central Road Research Institute will be the first two engineering research organisations in the chain of national laboratories that are in the course of construction.

Himalayan Research Station.— Approving a number of other schemes, the Governing Body also decided to set up a committee of expert scientists to work out details for the establishment of a high altitude research station and laboratory in the Himalayas properly equipped to handle snow survey and glaciology, survey of the Himalayan resources in minerals and animal and plant life, cosmic ray research, astronomy and meteorology. The proposed station will be fully equipped and will be under the joint auspices of the Indian Meteorological Department and the Council of Scientific and Industrial Research.

(The Statesman, 17-7-1948).

Manufacture of Locomotives in India:
Mr. Bakhle's Mission to Europe.

Mr. H.C. Bakhle, Chief Commissioner of Railways, left India for the United Kingdom on 22 June 1948 to survey the possibilities of early delivery of locomotives for Indian railways, to obtain spare parts and accessories for locomotives, and to negotiate for the manufacture of light coaching vehicles. Mr. Bakhle proposes also to visit France, Belgium, Switzerland and the United States to try to get technical aid for the establishment in India of manufacturing plants for locomotives and coaching vehicles.

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Manufacture of locomotives in India.— In an interview on the eve of his departure Mr. Ebdille stated that the new locomotive plant situated on the border of Bihar and West Bengal near the village of Mihijan would be completed in 1950. The estimated capacity of this first major manufacturing plant was 120 locomotives of all the three gauges, and 120 boilers per year. The Tata Locomotive Engineering Company now engaged in the manufacture of boilers and other accessories, would also begin construction of engines by 1950. Regarding technical aid from abroad, Mr. Ebdille stated that the Government of India's policy was to make arrangements for exchange of technical personnel in order that they may have experience of manufacturing conditions in both the countries. The ultimate aim was to have a purely Indian nucleus of technicians from whom Indian railways could draw upon for guidance.

(The Hindu, dated 23-7-1948).

Czechoslovak Technical Mission visits India
and Pakistan.

summary | A Czechoslovakian Technical Mission sponsored by the Czechoslovak Metal and Engineering Works, Prague (a Government organization) which has been touring various industrial centres in India during the past six weeks and contacting representatives of various Departments of the Central and Provincial Governments, has finished its tour early in July. The ~~purpose~~ purpose of the mission was to ascertain the type and nature of the machinery India required for her post-war development schemes and other projects. The mission consisted of eight experienced technologists including experts in railway electric traction and fabrication of rail cars and coaches, in aircraft design and manufacture, and in the manufacture of automobiles and agricultural machinery.

The mission is understood to have undertaken to arrange facilities for ~~India~~ Indian students in a number of Czechoslovak industries including machine-tools manufacture, heavy chemicals, power plant machinery, electrical machinery, glass, ceramics, and aero-engineering. It also proposes to arrange for Czechoslovakian professors to visit India, and to obtain suitable experts to staff the higher technical institutions proposed in Calcutta and Bombay.

The mission which met the Indian Minister for Industry and Supply, Dr. S.P. Mookerjee, in the first week of July, is understood to have ~~being~~ brought to the attention of the Government of India the results of experiments made in Czechoslovakia in the rational combustion of coal—especially lower grades. It has also interested itself in exploring schemes for the manufacture of a number of engineering products in India such as diesel engines, tractors, aircraft, engines,

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telephone cables, machine tools, heavy electrical machines, especially generators for water turbines, radio receivers etc.

Czech technical consulting office to be opened in India.— Addressing the members of the All-India Manufacturers Organisation in Bombay on 1 July 1948, Mr. Rubenka, the leader of the Mission stated that Czech manufacturers were willing to spare technical personnel—even though they had no surplus—for aiding the industrialisation of India. It was proposed to set up a Consulting office in India equipped with a special staff, to help Indian industries on technical problems and lay-out.

Mission's visit to Pakistan.— On the conclusion of its visit to India the Mission also visited Pakistan for exploring the possibilities of commercial relations between Pakistan and Czechoslovakia and held consultations with officials of the Government of Pakistan on 7 and 8 July 1948.

(The Times of India, 1 and 2-7-1948;
The Statesman, dated 4-7-1948).

Silk Industry Development Programmes in Kashmir and Mysore States.

Nationalisation Plan in Kashmir.— A step towards the nationalisation of the silk industry in Jammu and Kashmir has been taken by the State Government. With a view to expanding this major industry of the State and stepping up silk production, the Government has decided to provide raw silk free of cost to weavers possessing looms, who, in their turn will make over the silk produced to the Government for disposal. Under this system an ordinary weaver is expected to earn anything from 100 to 150 rupees per month. Under the old system raw silk used to be handed over to the mill owners who produced finished silk, engaging weavers on a daily wage basis. An average weaver under this system used to earn about 50 to 35 rupees per month. According to the new scheme the production of superior quality Kashmir silk which is considered the best in India will shoot up enormously over its present maximum of 200,000 lb. of raw silk per year.

Besides providing raw silk to weavers to safeguard them against enforced idleness of looms, the Government has also made arrangements to provide loom spare parts at a minimum rate. Other schemes of the Government include the production of all finished silk goods locally instead of exporting raw silk for production outside the State. The Government is also intending to set up factories for production of special quality silk for making umbrella cloth and ties. Measures to establish a factory for producing silk stockings for ladies are also under consideration of the Government.

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The production of silk is at present the biggest industry in Kashmir State and yields an annual revenue of 7.5 million rupees.

Problems of silk industry in Mysore State Conference at Bangalore.— The present problems facing the sericultural industry in Mysore State were discussed at a Conference convened by the Government of Mysore at Bangalore on 15 July 1948. Mr. P. Subbarama Setty, Minister for City Municipalities and Sericulture, presided.

Reviewing the problems facing the industry and the measures taken by the Government to solve them, the Minister stated that the Government attached great importance to the deliberations of the Conference. The State Budget in regard to the silk industry had grown from the meagre grant of about 104,000 rupees in 1935 to about 1.58 million rupees during the current year. The basic need was the supply of disease-free layings of high yielding cross-breeds to sericulturists. While the total requirements of the State were about 60 million of disease-free layings annually, the present supply was only about 55 per cent. The balance was made by unexamined seed preparators, exposing the industry to risk. The Government had, therefore, under active consideration a number of schemes calculated to increase the production to 60 million of disease-free layings to meet the requirements of the State in the course of five years, involving an annual expenditure of 740,000 rupees capital and a recurring expenditure of 670,000 rupees. Further, a Bill to license the preparation of silk-worm seed was under the examination of the Government. This was calculated to bring under the Government control all seed preparations. To place the industry on an international competitive basis, the Government also recognised the need for the establishment of a Sericultural Research Station. The final estimates involved a cost of 1.1 million rupees for capital and 245,000 rupees for recurring expenditure. It was also proposed to establish co-operative societies for sericulture and silk marketing. For training the personnel required for the Department, a regular Sericultural Training Institute would be established shortly.

Among the questions discussed by the Conference were the extent to which production of filature silk may be allowed to expand at the expense of handspinning, the establishment of a Central Silk Marketing Society, the formation of a Marketing House, and the installation of cold storage plants in important sericultural centres. The Minister assured the members that the Government would take note of the various view points expressed.

It may be pointed out in this connection that the sericultural industry gives employment directly and indirectly to about 200,000 families in the State. They are about 80,000 acres of mulberry under cultivation. Mysore produces about 60 per cent of the total output of silk in India. There are about 4,000 charkas and 1,900 filature basins. The total value of the silk and silk yarn produced in the State is estimated at 50 million rupees per year.

(The Times of India, 14-7-1948;
The Hindu, dated 17-7-1948).

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Pakistan: German Mission negotiating
Export of Textile Machinery for Jute.

It is understood that three German technicians from the Anglo-American zone of Germany—representatives of heavy machinery manufacturing firms—are at present negotiating with the Government for the export to Pakistan of textile machinery. A series of meetings between the Germans and officials of the Pakistan Government has been held and, it is believed, the technicians are trying to buy jute in the exchange for machinery. They also propose to establish textile mills in the Dominion. It is understood that they wish to buy jute with sterling, but Pakistan desires that payment be made in dollars.

(The Statesman, 15-7-1948).

Development of Refrigeration Industry:
Conference in Delhi.

A "Refrigeration Development Conference" attended by over 70 members representing the trade, growers and provincial and State Governments which met in New Delhi on 19 and 20 July 1948, appointed a committee to advise the Government on all problems connected with the industry. The Conference was presided over by Mr. B.R. Sen, Agriculture Secretary in the Government of India.

Reservation of storage space for bona fide growers.— The Conference suggested that to secure equitable distribution of the benefits of refrigeration industry between the growers and owners of the plants, the issue of licences for importing cold storage plants in producing areas should be subject to the condition that a certain percentage of the storage space should be reserved for bona fide growers. Recognising "the difficulties of installing cold storage plants, as the installation of such plants requires technical knowledge and skill and capital not readily available among the growers in the villages", the Conference recommended to the provincial and State Governments to explore the possibilities of setting up such plants by co-operative societies in the producing areas by assisting them with loans and technical advice.

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Refrigerated Transport.- In regard to the question of organization of refrigerated transport on an all-India basis in co-operation with the Railway Board, the conference recommended that there should be cold storage at the place of origin, traffic as well as at destination. Its location must be as near the loading and unloading place on the railway premises as possible. The Railway should as far as possible, specially allot a suitable place with access roads from the main road. Provincial and State Governments should set up standing committees consisting of one representative each of the owners of cold storage plants, users of cold storage and a representative of the provincial or the State Governments concerned to receive complaints about unfair rent charged by cold storage owners, inquire into them and make recommendations to the Government concerned as to what should be fair rent. If it was found that unfair rent had been charged, the Government concerned should arrange for the fixing of fair rent by amicable agreement.

The establishment of a central refrigeration research institute at a place to be selected by the Ministry of Agriculture for undertaking investigations into the behaviour of perishables in different conditions of temperature and humidity and other allied problems was also recommended.

The Conference appointed a committee consisting of representatives of the Ministries of Agriculture, Industry and Supply; Works, Mines and Power; Commerce and Railway Board; the Fisheries, Dairy and Fruit Development Advisers to the Government of India; 3 primary producers to be nominated by provincial Governments; 3 representatives of the industry; 1 representative of cold storage owners; 2 representatives of States and 5 members to be nominated by the Central Government to advise the Government on all problems connected with the industry.

(The Hindustan Times, 21-7-1948).

42. Production and Export of Agricultural Products.
India - July 1948.

600 Tractors now in use in India: Working of
Central Tractor Organisation.

The Ministry of Agriculture of the ~~the~~ Government of India which, over the last two years, has been helping the provinces to increase food production with the aid of the tractors and by the use of fertilisers has this month sent to the Matsya Union 48 tractors.

It is understood that the Central Tractor Organisation of the Ministry of Agriculture has at present about 600 tractors which are being used in the various provinces. At present 92 tractors are working in Bombay, 79 in the United Provinces, 21 in the Central Provinces and 18 in West Bengal. The organisation supplies these tractors to the provincial Governments on a rent basis. Each tractor is operated by a team of two trained men who are also supplied by the organisation. The rent for reclamation of weed-infested land through ploughing is 8 rupees 8 annas per tractor per hour. The same charge is levied for work on cultivable but waste land. In addition, the Agriculture Ministry has a fertiliser pool which distributes imported fertilisers to the various provinces.

(The Hindustan Times, 14-7-1948).

Increasing Agricultural Production in India:
Need for increasing production of Compost
Manure.

A Conference convened by Mr. Jairamdas Daulatram, Minister for Food and Agriculture in the Government of India, to concert measures for the increased production of compost manure in India met at Nagpur on 6 and 7 July 1948.

Addressing the Conference, the Food Minister commended the example of China, where the fields yielded double the quantity of grains per acre produced in India, and pointed out that it was due to the fact that for centuries the Chinese had converted all the refuse in the streets, and cattle excreta into valuable manure. Only 15 per cent of the municipal towns and 47,000 out of 650,000 villages in India had so far been engaged in compost manure work. If the rest of the country also took to using compost manure enough food could be produced to feed not merely the present population but almost double that number.

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Decisions. The Conference passed a resolution suggesting that the various provinces should compel municipalities and large panchayats, employing a conservancy staff, to convert into compost all the refuse matter collected daily. By other resolutions the Conference requested the Provinces to legislate for the expeditious requisitioning of land for common good purposes like 'composting', tree planting, etc., and suggested that in every Province there should be a compost development committee. Two sub-committees were appointed by the Conference, one for reporting on the special steps to be taken for intensifying its tree-planting in villages, and, the other for reporting on the possible reorientation of cropping practices with a view to growing crops which will supply more fuel.

(The Times of India, 7-7-1948;
The Hindu, dated 10-7-1948).

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43. Foreign Trade and Exchanges.

India - July 1948.

India: Relaxation of Control Over Imports
From Soft Currency Areas.

A Press Note issued in the first week of July announces that the Government of India has decided to remove control over imports of certain categories of goods by allowing their import under an Open General Licence from all except certain specified countries.

The Press Note states that after making the usual half-yearly review of the foreign exchange position, the Government of India has concluded that in so far as imports from sterling and other soft currency countries are concerned, certain relaxation of import trade control can be made. It has, therefore, been decided to remove control forthwith over imports of certain categories of goods by allowing their import under an open general licence from all countries other than (a) countries in Central, North and South America and the Philippine Islands, but excluding Brazil, Chile and Uruguay; (b) Rizonia in Germany, Belgium and Belgian colonies, Portugal and Portuguese colonies (excluding Portuguese possessions in India) and Japan; and (c) the Union of South Africa. Imports from the above-mentioned countries which are excluded from the scope of the Open General Licence will continue to be subject to restrictions, and the licensing policy with regard to imports from such ~~market~~ countries will shortly be announced.

Goods over which import control has been relaxed.-

Important among those articles which will now be allowed import without licence from sterling and other soft currency countries are: Asbestos manufactures, certain specified hand tools, petrol and kerosene engines, jute mill stores (except bobbins, pickers and picking bands), cable and conduct accessories, graphite and carbon electrodes, certain specified electrical instruments, electric exploders, certain railway materials, safety lamps and spare parts, certain textile chemicals, coal tar dyes, textile mill stores (excluding bobbins, reeds, shuttles, pickers and picking bands), certain specific drugs and medicines and chemicals, paper, cotton, cotton piecegoods and woollen piecegoods.

(The Hindu, dated 4-7-1948;
The Gazette of India Extraordinary,
dated 3 July 1948).

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44. Prices and Cost of Living.

India - July 1948.

Sharp Rise in Textile Prices: Ministers' Conference in Delhi reviews effects of Decontrol.

A conference of provincial and State Premiers and Ministers, which met at New Delhi on 21 and 22 July 1948 to ~~the~~ discuss the price position of cotton textiles in India, generally endorsing the conclusions reached by the Central Textile Advisory Committee which met earlier on 20 July 1948, decided that the policy of decontrol adopted on 23 April 1948 (vide paragraph 44 page 38 of the report of this Office for May 1948) need not be revised. The main developments in the textile industry since the announcement of the decontrol of textiles and the proceedings of the above conference are briefly summarised below.

Abolition of Textile Board: Textile Advisory Committee set up.- Following the removal of control over the prices and distribution of cloth and yarn, the Textile Board which was brought into existence in 1943 (vide pages 21-22 of the report of this Office for June 1943) was rendered superfluous and was abolished. The Government of India then set up a Textile Advisory Committee to advise the Government from time to time on cotton textiles policy, particularly on the fairness of prices of cotton cloth and yarn fixed by the ~~textile~~ industry and also generally on matters relating to the development of the textile industry, allocation of spindleage, loomage, for expansion, assistance as regards raw materials, mill stores, coal transport, etc. ~~Three~~ Three other committees have also been set up to advise and ~~assist~~ assist the Textile Commissioner in his day-to-day duties. The function of one of the committees is to work out the prices of cotton textiles required by Government and to assist in the allocation of contracts for cotton textile materials. The second committee will advise the Textile Commissioner on questions relating to raw cotton, while the third committee will advise him on the question of import and distribution of mill stores.

Sharp rise in cloth prices.- Following the announcement of decontrol in January 1948 (vide paragraph 44 page 18 of the report of this Office for January 1948) the prices of ~~raw~~ cotton textiles soared to unprecedented levels but during recent months, particularly in June, they have shown a tendency to decline. However, it is stated that compared with the prices fixed by the industry after 20 January 1948, the prevailing wholesale prices of various categories have risen between 30 and 40 per cent on coarse cloth, 50 and 60 per cent on medium and fine and between 80 and 100 per cent on superfine cloth. These trends have been particularly noticed in Bombay and Ahmedabad. In all these, a 15 to 20

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per cent increase could be justified following the increase in the price of cotton. While a downward trend is evidenced in wholesale prices, a similar tendency has not been evidenced in retail prices. The reason ~~is~~ for this is stated to be that wholesalers have paid exorbitant prices in recent months and they are naturally interested in keeping them up till the earlier stocks have been disposed of. To consider this difficult situation that the conference of provincial and States Ministers was convened by the Government of India.

Conference of provincial and States Ministers, New Delhi 21 and 22 July 1948.- The conference was inaugurated by Pandit Jawaharlal Nehru, the Prime Minister of India; Dr. Shyamprasad Mukherji, the Minister for Industry and Supply presided.

The conference was of the view that despite a small 10 per cent increase in production during the last six months, the results of the policy adopted on April 23 were not satisfactory. Decontrol had been followed, it was felt, by unjustified and high increases in prices. The conference, however, decided that it was not necessary, for the present, to reverse the existing policy and felt that it would probably meet the situation, if a fair proportion of the production ~~of the mills~~ of the mills was made available to the public at prices considered by the Central Government to be fair, through shops run or regulated by the Provincial Governments and the States. Of the balance, a fair proportion may, if the Provincial Governments and the States thought it fit, be sold through retail shops set up by the mills under a plan to be drawn up by the Mill-owners' Association.

It was also decided that control should be exercised over the production of the mills with a view to increase the output further and prevent the manufacture of unsuitable or undurable cloth. It was expressed that these measures would result in securing healthy effects not only on the price of cloth which would in future be moved to the consumer through normal trade channels, but also secure a rapid turn-over of the large stock which had reached consuming centres during the last few weeks.

(Press Note issued by the Government
of India;
The Hindustan Times, 22-7-1948;
The Hindu, dated 19-7-1948).

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Pakistan: Government decisions on recommendations
of Economic Controls Conference.

The Government of Pakistan announced in the last week of June its decisions on the recommendations of the Economic Controls Conference held at Karachi in April 1948, (vide paragraph 44 pages 40-42 of the report of this Office for May 1948). The more important among these are summarised below:

Food controls.- On this subject, the Government has decided that in the existing circumstances the control of distribution of food grains should continue. At the same time the position should be reviewed at the end of every harvest, reserve stocks should be built up and the bias of food policy and organisation should be in favour of procurement instead of distribution and derationing in smaller towns, whenever it is considered advantageous to do so. The Government has further decided that urgent steps should be taken to check unauthorised exports and smuggling of food-grains, particularly in the border villages. Prices of food grains should be fixed with due regard to the general level of prices, so as to ensure a fair price both for the producer and the consumer. To enable the cultivator to accept in due course a lower price for his food grains, measures should be taken to continue control on prices of essential commodities likely to be re-required by the cultivator.

Cloth controls.- As regards cloth the Government feels that all possible assistance should be given to the textile industry in the procurement of coal, mill stores, spare parts and technical staff. Imports of yarn should be allowed liberally, particularly with the object of making full use of the handloom industry.

A hand spinners and hand weavers association should be established and all possible steps taken to encourage the use of hand-woven cloth. Targets should be fixed for all provinces and States for the number of charkas, viz. spinning wheels, to be installed by the end of 1948, and colonies of spinners and weavers should be established with a view to the speedy resettlement of refugees.

Pending the increase of local cloth production, all possible foreign sources of supply should be investigated, and efforts should be made to have Pakistan cotton processed in ~~in~~ other countries and returned to Pakistan in the form of cloth. As India is likely to continue as the main source of supply of cloth, efforts should be made to place firm contracts in Indian mills and to settle prices in advance. The Government has further decided that existing arrangements for the purchase and distribution of cloth should continue that the Central Government should assist in the procurement and import of cloth, allocate the quotas of provinces and States, fix prices and leave internal distribution to the provincial and State Governments. These arrangements will be reviewed in August.

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Oil and Oilseeds.- Exports of rape and mustard oil seeds and oils, it has been decided, should be wholly restricted, and exportable surpluses from Western Pakistan should be reserved for East Bengal, which should procure them in bulk. Distribution within East Bengal should be through normal trade channels, subject to control on prices. The possibility of utilising refined cotton seed oil in place of mustard oil should also be investigated. All restrictions on inter-provincial movement of goods within Pakistan should be reconsidered by the provincial and State Governments, in consultation with the Pakistan Government, and all unnecessary impediments to free movement of trade should be removed.

Administration of controls.- As regards the administration of controls, the Government holds that rules of control should be so framed as to leave the minimum amount of discretion to the junior staff, and every effort made to post permanent people and not temporary men to gazetted posts. Wherever possible, the issue of licences and permits should be entrusted to committees consisting either of a number of officials or of a number of officials and non-officials, instead of leaving the matter entirely to a single officer. Wherever possible, preference is to be given to organised associations of dealers, co-operative societies and consumers' societies in the grant of permits and licences, but bona fide individual applicants should not be debarred from getting their due shares.

Anti-corruption measures.- The anti-corruption staff of the Central Government, as well as of the provincial and State Governments, is to be strengthened. Existing legislation with regard to punishment for breaches of controls and malpractices is to be enforced and, where necessary, made more stringent. A committee appointed to draft model legislation to combat black marketing, profiteering and corruption has submitted its report which is now ~~under~~ under the consideration of the Government.

('Dawn', dated 27-6-1948).

Pakistan: Food Ministers' Conference, Karachi,
20 July, 1948.

Continuance of control on foodgrains, tightening up of machinery to check smuggling, intensification of procurement and increasing of storage facilities were some of the important decisions taken at a Food Conference which met at Karachi on 20 July 1948. The conference was presided over by Mr. Abdus Sattar Pirzada, Minister for Food, Agriculture and Health, Pakistan Government, and attended by the provincial Prime Ministers, Food Ministers, and representatives of the ~~Pakistan Food Ministry and~~ acceded States.

The Conference agreed that the most stringent measures possible should be taken to improve procurement. In this connection, several important suggestions were made by the delegates, one being that intensive propaganda to counteract hopes of decontrol should be launched. ('Dawn', 21-7-1948).

45. Economic Development and Control.

India - July 1948.

Pakistan: State Bank of Pakistan begins functioning.

Quaid-i-Azam Mohammad Ali Jinnah, the Governor-General of Pakistan inaugurated at Karachi on 1 July 1948 the State Bank of Pakistan. On 2 July 1948 the Central Board of Directors of the Bank held its first meeting, Mr. Sahid Hussain, the Governor of the Bank presiding, and fixed the bank rate at 5 per cent.

The Department of Banking Co-operations of the Bank will be responsible for maintaining relations with the Scheduled Banks as also for the training of young men in the profession of banking and generally for the development of banking in Pakistan. A summary of the main functions of the Bank and its constitution was included in paragraph 45 pages 43-44 of the report of this Office for May 1948.

(' Dawn ' , dated 2 and 4 -7-1948).

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Madras Assembly passes Bill for Nationalisation
of Bus Transport.

The Madras Legislative Assembly passed into law, on 14 July 1948 a Bill further to amend the Motor Vehicles Act, 1939, in its application to the province of Madras. The Bill empowers the Government to nationalise the bus transport services in the province. The rates of compensation will be prescribed by the Government as and when private undertakings are taken over by it.

(The Hindu, dated 15-7-1948;
The Port St. George Gazette,
Part IV-A, Extraordinary, dated
30-1-1948, pages 47-51).

46. Wages.India - July 1948.Bombay: Wage Trends in Cotton Textile Industry in Bombay City during 1942-1947.

Information regarding wages in the cotton textile industry in the Province of Bombay for certain periods from 1921 onwards is contained in an article published in the May 1948 issue of the "Labour Gazette". The article is based on a series of reports published by the Labour Office, Bombay, and gives ~~some~~ average monthly earnings for some selected occupations in each department of the industry, for the period 1942-1947. The figures ~~is~~ included relate to occupations where payment is made on time rates. The following are the five main groups: (a) Mixing and Blow Rooms; (b) Carding Room; (c) Ring spinning Doubling and Line-Lovelling Departments; (d) Warping and Sizing Departments; and (e) Drawing-in, weaving, calendering and Folding Departments.

(a) Mixing and Blow Rooms.- The main occupations in Mixing and Blow Rooms of cotton textile mills are those of Navganies, Opener Attendants, Intermen, Single-Machine scutcher Tenters, Willowmen and Thread Extractors. All these occupations are mostly staffed by men and the rates of wages are almost universally time rates. In May 1934 the average monthly earnings for all these six categories amounted to 20 rupees 10 annas and 8 pies. Between May 1934 and January 1942 the earnings rose by 83 per cent to 37 rupees 10 annas and 4 pies, and by the end of 1947 they stood at 82 rupees 8 annas and 4 pies, ~~an increase of 299 per cent higher than in~~ which was 299 per cent higher than in May 1934.

(b) Carding Room.- The principal occupations in the Carding Room are those of Lap Carriers, Fly Gatherers, Carding Machine Tenters and Grinders and/or Strippers. In May 1934, the average monthly earnings for these four occupations amounted to 19 rupees 2 annas and 8 pies and in January 1942 they rose to 37 rupees 10 annas and 4 pies, that is, by 91 per cent. At the end of 1947 the average earnings stood at 82 rupees and 11 annas, which was 328 per cent higher than in May 1934.

(c) Ring Spinning Doubling and Line-Lovelling Departments.- The most important occupations in these departments are those of Ring Siders and Doffers and in some mills an intermediate stage of employees, Gaiters or Tarwallas as they are called. ~~Next~~ Next to weavers, the most numerically important occupation in the cotton textile industry is that of Siders. Doffing is the one occupation in which children are most employed. Payment in ring spinning is almost entirely on the basis of time rates of wages. The average monthly earnings for these six occupations were 22 rupees 12 annas and 4 pies in May 1934. By January 1942 they rose by 87 per cent to 42 rupees 9 annas and 2 pies. By the end of 1947 the earnings stood at 86 rupees 6 annas and 8 pies representing a rise of 289 per cent over those in May 1934.

(d) Warping and Sizing Departments.— The chief occupation in the Warping Department is that of Creelers. This department is entirely staffed by men and no women are employed. Creelers are paid predominantly on the basis of time rates. As in the Warping Department no women are employed in the Sizing Department in any mill in the province. With the exception of a few mills all others pay workers in this department ~~and~~ on time rates. The three principal occupations in this department are those of Front Sizers, Back Sizers, and Sizing Mixers. The average earnings in this group stood at 29 rupees 12 annas and 10 pies in May 1934. In January 1942 they rose by 79 per cent to 55 rupees 5 annas and 1 pie, whereas by the end of 1947 they stood at 102 ~~per~~ rupees 14 annas and 1 pie, being 247 per cent higher than those in May 1934.

(e) Drawing-in, Weaving, Calendering and Folding Departments.— No women are employed in the drawing-in department. ~~Except~~ in the case of Beam Carriers, persons in this department are paid on production basis. In the Weaving Department also, except the Beam Carriers, all persons are paid rates. The only two occupations in the Calendering Department are those of Front Calendermen and Back Calendermen. No women are employed and payment is on time rates. In most of the mills Front Calendermen earn at slightly higher rates than Back Calendermen. The principal occupations in the Folding Department are those of Cut Lookers or Cloth Examiners and Stitchers and Sewers. Payment in this department is on time rates. The average monthly earnings for these six occupations in the four departments amounted to 23 rupees 5 annas and 11 pies in May 1934. They rose by 85 per cent to 42 rupees and 5 annas in January 1942 and at the end of 1947 they stood at 86 rupees 6 annas and 4 pies which was 276 per cent higher than in May 1934.

Index numbers of average monthly earnings.— The table below gives the index numbers of the average monthly earnings for these five groups for the end of each year from 1942 to 1947.

Year	Mixing and Elow Room	Carding Room	Base: May 1934=100		
			Ring spinning Doubling and Line Revolving Department.	Warping and Sizing Department	Drawing-in Weaving and Calendering Department
December 1942	242	255	241	217	233
December 1943	314	329	299	269	301
December 1944	304	322	297	266	292
Dec. 1945	301	318	296	262	289
Dec. 1946	349	368	357	286	329
Dec. 1947	399	423	390	347	376

Conclusions.- The general increase in the wages may be attributed to the following factors:-

(a) In 1933-34 individual cotton mills in Bombay City took unilateral action in the matter of wage-cuts. In most mills second and in a few mills even third cuts followed almost on the heels of the earlier reductions. Up to about the middle of 1933 all mills in Bombay City were paying basic rates plus 70 per cent dear food allowance for all workers on time rates. In effecting reduction some mills reduced the dear food allowance, some imposed a percentage cut on gross earnings and some mills reduced basic rates but in the majority of cases cuts were effected by reductions in the allowance. This led Government to institute a departmental inquiry into wages, wage cuts and unemployment in the cotton mill industry in 1934. Almost immediately after the institution of this inquiry most of the mills in Bombay were affected by a strike which lasted for two months. After the publication of the enquiry the Millowners' Association, Bombay, announced consolidated minimum time rate of wages for the more numerically important unrationalsed occupations in the cotton mills in Bombay City and Kurla.

(b) The Bombay Trade Disputes Conciliation Act 1934 provides, inter alia, for the appointment of a Labour Officer to protect and look after the interests of the workpeople employed in cotton mills in Bombay City. The Labour Officer under the Act worked towards the adoption of a uniform standard time rate of wages in all mills so that by the end of 1934 all except one or two mills paid at least the minimum rates laid down in the schedule of the Millowners' Association.

(c) In May 1934, the Labour Office, Bombay, carried out a comprehensive wage census of all perennial factories in the province and the textile industry was again covered along with other industries. In August 1937, a sample inquiry into the wages in textile industry was conducted by the Labour Office to supply the Textile Labour Inquiry Committee with upto-date data regarding wages.

(Labour Gazette; May 1948, published by the Directorate of Labour Information, Government of Bombay).

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First Report of United Provinces Labour Enquiry
Committee* : Statutory Minimum Wages and Profit
Bonus Schemes recommended.

The First Report of the United Provinces Labour Enquiry Committee 1946-48, (vide page 9 of the report of this Office for December 1946), which was released on 9 July 1948 deals with wages, dearness allowances and bonuses and the machinery for the fixation and enforcement of minimum wages or wage rates in the province. The Committee has classified industrial workers in the province under five main categories viz., the unskilled, the semi-skilled, the skilled, the highly skilled and the clerks, and has recommended for them the following minimum rates of wages per month: unskilled workers, 30 rupees on the basis of the prewar level of prices; semi-skilled workers, 40 rupees; skilled workers, 50 rupees; highly skilled workers, 75 rupees; clerks, 55 rupees on a long-term time scale 55 rupees to 250 rupees with three efficiency bands and a higher minimum of 75 rupees for graduates and stenographers. These rates of wages are to apply to the entire province as the Committee is not in favour of any kind of differentiation. Women are to be paid at the same rates and child labour is discouraged by the recommendation that workers belonging to this category should be paid at the rate of 25 rupees. The more important among the recommendations of the Committee are summarised below.

Wage Problem: Main characteristics of present system.-
The Committee found the statistical data supplied to it by trade unions and employers very unsatisfactory and incomplete, and those available to it from other existing sources very

*First Report of the United Provinces Labour Enquiry Committee 1946-48, Volume I—Part I: Wages, Dearness Allowances and Bonus. Superintendent, Printing and Stationery, Allahabad, United Provinces, India, 1948.

scanty. It has, therefore, strongly advised all parties, including Government and employers, to take up the work of scientific collection of statistics seriously and expeditiously in their own interests as well as of the country. The Committee has, however, analysed such wage statistics as it was able to secure, and the main characteristics of the present system emerging from its analysis are: (1) the non-standardised nomenclature of industrial occupations, (2) the disproportionately large number of wage rates, (3) the unscientific differential on which they are based, (4) the large variations in the rates prevalent in different concerns for similar occupations, (5) the low level of wages and their inadequacy, (6) the continuance of old basic rates which are now quite inadequate, (7) the disproportionately small increase in earnings since 1939 which is less than the rise in the cost of living and represents a cut in real wages, (8) the practice of nibbling at wages which are already quite low, and (9) the tendency of wages to approximate towards the same level in different industries and centres.

Minimum wages for five categories of workers.— From a study of minimum wage legislation in other countries the Committee has concluded that the enactment of minimum wage legislation is no longer confined to the removal of sweated labour conditions, but is a part of general regulation of wages by the State. Since low wages characterise most occupational categories of workers in the province, the Committee is of the opinion that the fixation of minimum wages is the basic necessity of the province. In so fixing minimum wages the Committee has recommended that in the present economic conditions of the province the finding criterion should be neither 'the minimum subsistence level' which is too low, nor 'the comfort level' which is too high, but 'the subsistence plus level'. This living wage, the Committee has further recommended, should provide for a family instead of an individual worker.

On a consideration of the evidence placed before it, the Committee has recommended a minimum wage of 50 rupees per month for unskilled workers in the United Provinces. In regard to other categories of workers the ~~Committee~~ Committee has aimed at providing for a slightly lower rate of differential than that existing at present and recommended a wage of 40 rupees per month for semi-skilled occupations, 50 rupees per month for skilled occupations and 75 rupees per month for highly skilled occupations. In the case of clerks, accepting the difference of 80 per cent suggested by Justice Rajadhyaksh and accepted by the Central Pay Commission, the Committee has recommended a long-term time-scale commencing from 55 rupees per month and rising to 250 rupees per month, with three efficiency bars in between. It has further suggested a higher minimum of 75 rupees per mensem for graduates and stenographers. For clerks drawn from working class population, employed in factories on very elementary work, and not educated beyond lower middle standard, a second scale of pay of ~~40-4-30~~ 40-4-30 rupees has been recommended. In the case of piece workers, the above minimum

rates are to become the respective fall-back minima in different categories, below which actual earnings for full work and for the full wage period of 26 days in a month with normal efficiency are not to be allowed to go. Daily-rated time-workers are to be either to be brought on the monthly basis or paid daily rates which would give them the prescribed minimum wage for 26 days in a month.

The Committee has recommended that the same minimum wage should apply to the entire province for the following reasons: (a) the Committee's estimates are based on prices in the cheapest centres; (b) prices and wages in the different parts of the province are now tending to approximate to each other and this desirable tendency might be discouraged by differentiation; (c) the minimum level is more or less the same in all industries and since there are no differences in the standards of living of the workers at those levels there is no reason for allowing a distinction in the case of any particular industry. The Committee has further proposed that the same wage should be paid to women workers as to men workers and as a measure of discouragement of child labour, children should be paid at a minimum rate of 25 rupees per month. The Committee has suggested that its recommendations relating to minimum wages should apply to all registered factories as also to manual workers in non-factory commercial establishments. Its recommendations in regard to ministerial services are to apply to such posts in factory industries as well as in commercial establishments in the province.

The Committee could not secure any data relating to cottage industries and its proposals, therefore, do not apply to them. It has, however, suggested that, the Government might immediately appoint a sub-committee to collect the necessary data for cottage industries.

Standardisation: Schemes recommended in Textiles, Sugar and Electricity industries.- The Committee was required by its terms of reference to consider the question of standardisation of wages and masters, and it has accordingly worked out standardisation schemes for three industries in the province, viz., cotton textiles, sugar and electricity. In the opinion of the Committee standardisation is the most effective method of eliminating competition between different employers. The Committee has taken upon itself the task of evolving a scheme of standardisation because the machinery of joint consultation, most suited for performing this function, is more or less non-existent in India. In fixing standard rates it has aimed at prescribing a fair and reasonable rate below which no one should get without breaking rules in the matter. Persons with greater efficiency may, however, get higher rates. The Committee has evolved these rates on the basis of basic minima recommended by ~~it~~ it for different categories in each industry after taking into account the skill and experience required for each job. Such adjustments require considerable amount of technical knowledge in regard to the types, styles and patterns common to an

industry and the rates recommended by the Committee are not final and may need adjustment in the light of experience. The Committee has, therefore, suggested the appointment of joint committees of employers and employees for each industry to watch the working of the scheme and help in facilitating such adjustments. The Committee has further recommended that wages should be standardised in other industries also on the basis of minimum wages suggested by it for different categories of work. This may be attempted by the employers concerned, but points of difference with their employees should be referred to either the Labour Commissioner or some other authority appointed by Government for the purpose of reviewing and settling them on the lines taken by the Committee in the standardised schemes evolved of it for the above-mentioned three industries.

Cost of Living Index and Dearness Allowance.- As the Committee's proposals relating to minimum wages are based on the prewar level of prices it has recommended continuance of the present practice of supplementing wages with dearness allowance. The present dearness allowance in the United Provinces is largely based on the Kanpur cost of living index which has been assailed variously both by the employers and labour unions. But "since prices are not expected to stabilise in the near future and the present index cannot be replaced by another series" the Committee has recommended that it should be re-examined in the light of the material already available and an attempt made to reconstruct it on a more ~~reasonable~~ satisfactory basis.

As for the dearness allowance itself the Committee found ~~that there is no uniformity and~~ that there is no uniformity and that no less than six different types of schemes are at present in force in the province. The number of factories which have granted increases commensurate with the rise in the cost of living indices even to their lowest wage groups is really very small. The Committee has, therefore, concluded that a new arrangement uniformly applicable to all centres is the need of the hour. It has, accordingly, divided all industrial units in the province into three categories for the purpose of dearness allowance, and recommended a monthly rate of 3 annas per point of increase over the pre-war cost of living index for A category of units, 2 annas 6 pies for the B category units and 2 annas for the C category. These monthly rates will be ~~convertible~~ convertible into daily rates for actual payments on the basis of 26 days a month and 15 days a fortnight for piece-workers as well as for time-workers. The Committee has further recommended that if and when prices become stable and the cost of living variations do not exceed 15 points within a period of one year, the dearness allowance granted at these rates may be integrated with, or absorbed in, the basic wages.

Bonus: 2 days' basic wages for each 1 per cent dividend.— The Committee has held that wages are, in a sense, 'labour's share of the total utility added to a product, measured objectively by its sale-proceeds' and has ruled that labour is entitled to a share in the sale-proceeds, provided they rise significantly due to an abnormal rise in the price of the product. Discarding the employers' plea that 'profit-bonus' is an ex-gratia payment, the Committee recommended payment of two days' basic wages as profit-bonus for every one per cent of dividend given to share-holders. In case of private companies, 25 per cent of the net profits of the concern is to be equitably distributed among workers. A profit-bonus calculated on the above basis is to be paid to all employees—~~permanent, temporary or substitute~~ permanent, temporary or substitute—who have worked for more than 60 days in a year. As regards accumulated profits or reserves it has been suggested that no part of such profits or reserves should, in any shape or form, be credited to share-holders in any manner, without making a corresponding appropriation in favour of the employees of the concerns in the proportion recommended by the Committee.

As regards attendance bonus, the Committee has suggested ~~that the Labour Office and the employers should co-operate in finding out the nature and the extent of absenteeism and its reaction on the system of attendance bonus.~~ That the Labour Office and the employers should co-operate in finding out the nature and the extent of absenteeism and its reaction on the system of attendance bonus. The payment of a production bonus is recommended wherever the two parties agree to its introduction, the formula in each case to be decided by employers and the employees concerned subject to the approval of Government, or an authority constituted by the Government for the purpose. In view of the fact that ~~production bonus can be manipulated by employers to the detriment of the employees by fixing the standard of minimum performance qualifying for bonus at a rather high level,~~ production bonus can be manipulated by employers to the detriment of the employees by fixing the standard of minimum performance qualifying for bonus at a rather high level, the Committee has suggested that the Production Committees for every industrial unit, as recommended by the Government of India, should fix such standards.

Capacity of industry to pay.— The above recommendations of the Committee naturally throw an additional burden on the different industries in the province, and the Committee has tried to assess the ability of the following important industries to bear this burden: cotton textile firms in Kanpur, the hosiery industry in Kanpur, jute industry, sugar industry, leather industry, general and electrical engineering industries, and the glass industry. On the basis of its analysis the Committee has concluded that most of the industries are in a very prosperous condition and can bear the additional burden thrown on them by its proposals in respect of minimum wages, dearness allowance and bonus. The only industries, whose position appears somewhat doubtful are jute and leather. It is, however, expected that the abundance of local demand, the meagre prospects of meeting it by imports of foreign goods and the concessions granted this year in super-tax will further help these industries. As conditions in the country get stabilized, the Committee expects better conditions for

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~~the~~ ~~proposals~~ ~~succeeded~~ ~~in~~ ~~raising~~ ~~the~~ ~~standard~~ ~~of~~ ~~living~~ ~~and~~ ~~efficiency~~ ~~of~~ ~~labour~~, ~~the~~ ~~vicious~~ ~~circle~~ ~~of~~ ~~low~~ ~~wages~~ ~~and~~ ~~low~~ ~~efficiency~~ ~~would~~ ~~have~~ ~~been~~ ~~broken~~ ~~and~~ ~~India's~~ ~~industries~~ ~~put~~ ~~on~~ ~~a~~ ~~sounder~~ ~~basis~~.

Machinery for enforcement.— The Committee has considered the question of machinery for the regulation and enforcement of wages under three heads: (1) The immediate implementation of its recommendations; (2) the future ~~regulation~~ regulation of wages; and (3) a regular and continuous check on factories to see that the recommendations are properly implemented. As regards the first, the Committee has recommended the immediate enforcement of its provisions on a statutory basis and pending the enactment of this necessary legislation, the utilisation ~~must~~ for this purpose of section 5(b) of the United Provinces Industrial Disputes Act, 1947.

As regards the future regulation of wages, the Committee has suggested that a Provincial Wage Board should be set up with 3, 6 or 9 members and with equal representation of employers, employees and the Government. This Board may consider references made to it either in full bench or in division, each of which should have again an equal representation of the three interests. Where a reference pertaining to any particular industry or trade or group of them comes up for consideration, the Board should nominate an equal number of additional representatives of employers and employees from the industry or trade for the duration of the inquiry to work as full members with the whole Board or the divisional bench selected for considering the reference. The representatives of the employers and the employees should be selected in consultation with and out of the panels of names suggested by the employers' and the employees' organisations. In regard to the independent element of the Board, the Committee is against taking them from judicial ranks and recommends their selection from the ranks of public men of repute and independence with a grounding in practical economics, economic statistics and experience in social theory and practice. All references to this Board should be made by the Government. The decisions or awards of the Board should be either accepted in full for enforcement or returned to them for reconsideration but no award should be sent back twice. Finally the Committee has recommended that the Provincial Wage Board should have a statutory status and the necessary legislation should be undertaken as soon as possible.

The duty of seeing that wage ~~and~~ awards are properly ~~and~~ carried out should, according to the Committee, vest with the Factories Inspectorate and provision for this should be included in the proposed legislation.

Need for inter-provincial coordination.— The Committee considers it essential that the provincial Government should press on the Government of India to persuade other units also to enforce the Committee's proposals in their territories. The appointment of an inter-provincial or inter-state committee to consider these questions and make recommendations,

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which should be binding on all states and provinces, is, therefore, recommended.

(Summarised from a copy of the Report received in this Office).

Assam: Conditions of Colliery Labour in Assam: Government of India accept Fact-Finding Committee's recommendations.

Reference was made at page 14 of the report of this Office for August 1947 to the appointment of a Fact-Finding Committee to report on the extent to which monetary benefits and concessions could be granted to colliery workers in Assam on lines similar to those granted to colliery workers in Bengal and Bihar. The Government of India published on 1 July 1948 the report of the Committee together with decisions of the Government of India on the Committee's recommendations. The Government has accepted with slight modifications the recommendations of the Committee granting higher basic wages, bonus, dearness allowances and other benefits to colliery workers in Assam. The decisions of the Government of India are briefly summarised below.

Coal cutters, drillers, coal-pullers and trollymen.- In respect of the above workers the Government of India has accepted an increase of $35\frac{1}{3}$ per cent over their 1939 basic wage and where the worker has not had any increase in basic wage after 1 July 1946, an increase of $12\frac{1}{2}$ per cent over the present basic wage should be given.

Surface workers.- For surface workers, a minimum basic wage of 8 annas per day for all-time rated men and of 7 annas for all-time rated women has been accepted. A woman worker, who has put in a minimum service of 12 months will have an increase of 1 anna in the basic wage.

An increase of $12\frac{1}{2}$ per cent over the 1939 basic wage is accepted in respect of other adult male time rated workers whose wages now are between 8 annas and 1 rupee per day and who are not otherwise benefited by the proposed basic rates and have had no increase in basic wages since 1 July 1946.

Dearness Allowance.- The recommendation that coal-cutters drillers, coal-pullers, loaders and trollymen should get a dearness allowance equal to $112\frac{1}{2}$ per cent of the new basic wage has also been accepted. For other categories of workers the rates accepted are according to the basic wages: up to 50 rupees per month $112\frac{1}{2}$ per cent minimum, 15 rupees between 51 rupees and 50 rupees per month, 75 per cent—minimum 35 rupees; 12 annas; between 51 rupees and 100 rupees, 50 per cent—minimum 57 rupees 8 annas, between 101 rupees and 300 rupees 300 rupees 50 per cent—minimum 50 rupees.

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Increased bonus.- The Committee's recommendation that the attendance bonus now being paid should be increased by 50 per cent over the present daily rate has been accepted, but the Government has decided that the present rates should continue to be paid weekly, while the additional 50 per cent should be paid quarterly. The Government intends to consult mine-owners and labour leaders in bringing Assam into line with other coal-fields where bonus is paid quarterly.

The other recommendations of the Committee in regard to provident fund, supply of foodgrains at concessional rates, load and lift rates, supply of explosives, shovels, pick-axes, standardisation of tubs and abolition of contract labour have been accepted without any modification.

The Government trusts that the mine-owners in Assam will take necessary action to give effect to these recommendations from 1 July 1948. It is also the intention that all the other recommendations of the Board of Conciliation (colliery disputes), which have not been dealt with by the fact-finding Committee and which are of a simple and general nature, relating to leave, promotions, medical facilities etc., should be implemented insofar as they are applicable and to the extent the present position falls short of them.

(The Gazette of India, Extraordinary,
dated 1 July 1948, pages 935-949).

47. Reconstruction Plans.

India - July 1948.

Burma: The National Planning Board Order
1948.

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The National Planning Board Order, 1948, issued by the Government of Burma on 26 April, 1948, in supersession of the Economic Planning Board Order, 1948 (vide page 36 of the report of this Office for March 1948), reconstitutes the Board set up for the purposes of evolving a plan or plans for the development of Burma. The Burma Board is to consist of 18 members, with the Prime Minister of Burma, as President of the Board.

The Order provides that it shall be the duty of the Board to survey the economic and other resources of the country and evolve for the consideration and decision of Government, a plan or plans of economic development covering such period, as the Board may determine and to co-ordinate, supervise and superintend the activities of Ministries in the execution of the said plans. Provision has been made for the maintenance of a National Planning Fund by the Board to meet the charges of the Board in exercising its powers and ~~functioning~~ functions and for this purpose the Government may advance to the Board such sums of money as it may think fit. In discharging its functions the Board is required to be guided by such instructions as to policy as may be given to it by Government.

(The Burma Gazette, dated 3 July 1948,
Part I, pages 602-603).

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Pakistan: Working of Ministry of Economic
Affairs.

The Pakistan Ministry of Economic Affairs to the creation of which reference was made at page 57 of the report of this Office for March 1948, consists at present of three sections, viz., the Planning Section, the Co-ordination Section, and the Office of the Economic Adviser to the Government of Pakistan. The main functions of the different sections are summarised below:

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

Co-ordination Section.- The Co-ordination Section is responsible for day to day co-ordination in economic matters between other Ministries. It neither supersedes them, nor relieves them of their normal responsibilities but as far as possible, ~~tries~~ to work through them. The Ministry of Economic Affairs will be kept fully and continuously informed of all important economic matters dealt with in other Ministries, and will be furnished with copies of all important communications, instructions, decisions etc. In respect of major economic policies and measures. The Ministry will also be associated in all economic negotiations with foreign countries and in negotiations for the grant of large concessions for the development of the natural resources of the country, or for the establishment of large scale industries.

The Ministry will also deal with references from the Economic and Social Council of the United Nations and its subsidiary bodies which concern more than one Ministry. For instance, it will deal with ~~documents~~ ^{communications} relating to the Economic Commission for Asia and the Far East, but not with papers ~~concerning~~ relating to either the Food and Agriculture Organisations which is the primary concern of the Ministry of Food and Agriculture, or of the International Trade Organisation, which is the primary concern of the Ministry of Commerce.

Economic Adviser.— The Office of the Economic Adviser to the Government of Pakistan has been transferred from the administrative control of the Ministry of Commerce to that of the Ministry of Economic Affairs. The functions of the Office of the Economic Adviser briefly are to advise the various Ministries of the Central Government on economic matters; to review the economic conditions of Pakistan in the light of current developments, and to keep Government informed of the economic trends in the country.

('Dawn', 26-6-1948).

Pakistan: Development Schemes for Baluchistan.

The development of Baluchistan has for some time been engaging the attention of the Central Government of Pakistan and Mr. Abdus Sattar Pirsada, the Pakistan Minister for Food, Agriculture and Health, recently undertook an extensive tour of the province to study carefully the development schemes relating to irrigation, fruits, agriculture, forests, poultry, sheep breeding and animal husbandry. Most of them relate to irrigation. Baluchistan has an area of 54,456 square miles and a population of 501,631 which works out to 9 persons per square mile. Even for this small population, the land has not been ~~manufacturing~~ producing sufficient food-grains, due mainly to lack of water. The total cultivable area in the province is 1,250,000 acres ^{are} under cultivation.

Irrigation schemes.— A number of small schemes for conserving water resources are under the active consideration of the Government and some of them are already in hand. An important one is the Anambar River Irrigation Scheme, in Dukki tehsil, Loralai district. This scheme aims at conserving the surface and sub-surface water flowing in the Anambar River by means of a sub-surface weir and other irrigation works. When fully executed, it will make a perennial supply of 58 cusecs available and the total commandable area will be 14,232 acres. In this area, the average of cultivated land, during the last 10 years, is 905 acres which will increase to 3,215 acres.

Fruit growing.— Fruit growing is the chief industry of Baluchistan and a number of schemes connected with it are under consideration. One scheme provides for the running of a fruit experimental station at Quetta, which will grade the varieties of fruits and also find out fruit trees suited to the soil. There are various schemes to carry on research on the ~~various~~ diseases which are prevalent in the fruit trees. Arrangements for spraying diseased trees in private gardens are under consideration. To absorb the surplus fruit, a canning scheme to be operated in Quetta is under ~~manufacturing~~ consideration.

Agricultural Development.- For agricultural development, various schemes have been prepared. Under one scheme, improved wheat seed is distributed on concessional rates to the cultivators; under another, Government tractors are rented out to the cultivators for ploughing their land; under yet another, fieldmen are trained at a Central School ~~and~~ ~~are~~ to go out to the villages and teach the cultivators ~~the~~ new methods of cultivation. Schemes are also under consideration for the manufacture of compost manure according to latest methods and for the production of vegetable seeds on a large scale.

Development of forests.- The development of forests in Baluchistan needs immediate attention. This work has to be spread over a period of 15 to 30 years and needs very careful planning. Most of the area is bare and growing of trees will be by slow and steady stages. A scheme is under preparation for laying the foundations of a proper organisation for developing forests in Baluchistan.

Poultry and Sheep farming.- Poultry farming offers excellent opportunities of development in this area. One scheme is already under operation and it is being revised in order to make it more useful to the country.

Sheep breeding is done on a large scale but the method of collecting and marketing wool is defective. A scheme is under consideration for the better collection and sale of wool. The rearing of milch cattle due to lack of fodder presents a peculiar problem which has to be tackled carefully. A dairying scheme for this purpose is being considered by the Government.

(Dawn, dated 27-6-1948).

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48. Public Finance.

India - July 1948.

Indo-British Agreement on Sterling Balances:
£ 80 Million to be released during 1948-1951.

The Finance Minister of the Government of India, Mr. R.K. Shanmukham Chetty, announced at a Press Conference in New Delhi on 15 July 1947, details of the agreement relating to India's sterling balances recently concluded by India and the United Kingdom. Under the terms of the agreement the United Kingdom has agreed to release to India during the coming three years ending 30 June 1951 a sum of £ 80 million or 1070 million rupees. This amount together with the unspent balance in India's Account No.1 (vide pages 50-51 of the report of this Office for April 1948), which she has been allowed to carry over will give India during the next three years £ 160 million or 2130 million rupees of foreign exchange over and above the current earnings by exports. The main points of the agreement are summarised below.

United Kingdom stores in India.- It has been agreed that a sum of 100 million pounds (1520 million rupees) should be paid in full and final settlement for all the military stores and installations located in India, which were the property of the United Kingdom Government. The book value of these assets was of the order of 375 million pounds (5000 million rupees).

Sterling pensions.- In regard to pensions payable in United Kingdom the annual liability is of the order of £6³/₄ million or 80 million rupees. It has been decided to pay the United Kingdom Government £ 147¹/₂ million (1970 million rupees) and purchase from it a tapering annuity, starting with £ 6,500,000 this year and gradually falling to nothing in 60 years. In respect of the liability of the provinces the payment on this account of 20¹/₂ millions (270 million Rupees) has been agreed to.

In addition to central pensions, some provincial pensions are also paid in sterling. The liability of the provinces in India is of the order of a little under a million pounds a year (12.5 million rupees) and it has been agreed to purchase a similar annuity in regard to these pensions. The payment on this account has been agreed at £ 20¹/₂ million (270 million rupees).

Defence expenditure plan.- A financial settlement has been arrived at of all matters arising out of defence expenditure plan, except for certain terminal benefits which will be separately adjusted. The final accounts of the undivided Government of India for 1946-47 showed that a sum of £ 49 million (650 million rupees) remained due from the United Kingdom, under the plan for the allocation of defence expenditure between India and that country. Certain liabilities, pertaining to the period covered by this plan, still remain to be met and after allowing for these, the final amount due has been fixed at £ 65 million (750 million rupees).

Release of sterling balances.- During the period of three years from July 1949, the United Kingdom will release a sum of £ 80 million in addition to which India will carry forward an unspent balance in account No.1 of £ 80 million out of the previous releases. In other words, the total available foreign exchange for these three years, over and above the current earnings by exports, will be £ 160 million (2150 million rupees).

Multilateral convertibility.- It has been agreed that in the first year a sum of £ 15 million (200 million rupees) will be made available for conversion into any currency. The requirements in the remaining two years will be reviewed later and the amount of multilaterally convertible release will be settled in due course.

India's sterling balance £ 800 million.- The total sterling balances remaining to India's credit after payment for the ~~milit~~ military stores and installations, the purchase of annuities for pensions and transfer to Pakistan of her share of the balance is estimated at £ 800 million.

(The Hindustan Times, 16-7-1948;
The Hindu, dated 16-7-1948).

Pakistan: U.K.—Pakistan Agreement on Sterling Balances: £ 10 million to be released during 1948-1949.

The agreement relating to sterling balances between Pakistan and the United Kingdom details of which were released in Karachi on 22 July 1948 provides for the release to Pakistan of a sum of £ 10 million during the one year period ending 31 June 1949.

£ 5 million to be multilaterally convertible.- It is stipulated that half of this amount be transferred forthwith, and the other half when necessary for special requirements such as the execution of capital projects for the rehabilitation and resettlement of refugees. Taking into account

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the need for increasing the productive capacity of Pakistan, the United Kingdom Government has agreed to conversion into hard currency up to 5 million pounds or 20 million dollars.

The agreement also provides for tentative relief of 5 million pounds for each of the two subsequent years to enable Pakistan to prepare balances in advance, but further consultations are envisaged before the termination of the principal agreement (concluded between undivided India and the United Kingdom) with a view to extending it further or replacing it by a new one.

For meeting the sterling obligations of Pakistan and its provinces, it has been agreed that Pakistan should pay the United Kingdom a capital sum of just a little over 8 million pounds. In consideration of this payment, which should be made not later than August 15 this year, the United Kingdom Government will pay Pakistan an annual sum ranging from £ 7,500 at the end of 50 years.

('Dawn', dated 22-7-1949).

49. Rehabilitation.
India - July 1948.

Pakistan: Board set up for Rehabilitation
of Industry in West Punjab.

A comprehensive ~~work~~ plan for the rehabilitation of industry in the West Punjab, which was subjected to total dislocation by the mass exodus of the non-Muslim ~~entrepreneurs~~ entrepreneurs following the partition, has been drawn up by the West Punjab Ministry of Industries.

The plan which, inter alia, aims at manufacturing cotton cloth, conversion of coal engines into oil machines, manufacture of diesel engines, setting up of sulphuric acid factories, and training of technical personnel abroad, enjoys the active support and collaboration of the Pakistan Government and is expected to be shortly pushed into operation.

Rehabilitation Board for reviving Industry.- In order to execute the industrial rehabilitation plan speedily and effectively a Rehabilitation Board has been set up with the West Punjab Minister for Industries and Co-operation, Sheikh Karamat Ali, as the chairman. The Rehabilitation Board, it is learned, has been invested with full powers to conduct a detailed survey of the industrial position of the province, to cancel unsatisfactory allotments and to make fresh allotments in accordance with the needs of the moment provided its decisions ~~do~~ not clash with those of the Joint Refugee Council. The Board is to be independent in the sphere of industrial activity.

The Board is at present reported to be busy collecting information relating to the total available supply and demand in the province for power, and bottlenecks in transport hindering the rehabilitation of industry.

(‘Jawn’, dated 1-7-1948).

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India: Conference of Premiers on Rehabilitation
of Refugees New Delhi, 19 and 20 July 1948 .

A conference of Premiers of provinces and the representatives of States, called by the Minister of Relief and Rehabilitation, Mr. Mohanlal Saksena, met at New Delhi on 19 and 20 July 1948 to draw up a coordinated programme to rehabilitate refugees. The conference was inaugurated by Pandit Jawaharlal Nehru, the Prime Minister of India. Mr. Mohanlal Saksena, the Minister for Relief and Rehabilitation presided.

Rehabilitation Minister's Address.- Reviewing the main problems, the Minister for Relief and Rehabilitation, stated that the conference had been convened to discuss the rehabilitation of refugees in all its aspects. The problem was one of large-scale unemployment of the economic resources of the country in the midst of an acute scarcity of food, clothing, shelter and education. The gigantic task could not be tackled by the Central Government alone without the assistance and co-operation of the provincial and State Governments. Mr. Saksena emphasized the need to take an immediate census of the refugees who had spread all over the country. The problem of rehabilitation had become more difficult for want of adequate statistical information. The Minister appealed to the provincial and State Governments to help in the rehabilitation of the refugees by providing building sites and offering financial assistance to housing societies as the Central Government proposed to do. Urban refugees, were averse to going to rural areas and ~~were~~ were anxious to settle down in towns and he had come to the conclusion, after careful thought, that they should be settled in urban areas. Some of the major towns like Bombay, Calcutta and Delhi had reached saturation point and there was need of new townships. But he doubted if it was possible to build the required number of townships in the near future. He felt that, while the major provinces could concentrate on raising one or two new townships, if possible, the housing of the bulk of the refugees could be done on the extension of the existing towns and building on new and existing sites. The possibility of settling refugees in those towns which were once well known for their commerce and industry could also be explored.

Difficulties of resettling urban refugees.- The Premiers of the United Provinces, Bombay, the East Punjab and the Central Provinces took part in the discussion which followed the Rehabilitation Minister's address. Points brought out were that, of the 5½ million evacuees from Pakistan, about 2.2 million belonged to urban areas, while the balance were countryfolk. Those to be settled included about 1 million agriculturists, besides the 2 million townsmen. The settlement of agriculturists was a comparatively easy problem as they could be absorbed in the vast rural economy of the country. It was in the case of the city dweller, whose occupation was industry or trade, that complications of housing and the provision of new means of earning arose.

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Resolutions.- Before dispersing on 29 July 1948 the conference adopted a number of resolutions relating to the rehabilitation of refugees from Pakistan.

Dispersal of refugees: Legislation to control movement of refugees favoured.- The resolution on this subject recommended to the Government of India that the entire rural population of West Punjab and rural population of Punjabi extraction from other parts of Western Pakistan should be settled in East Punjab and the East Punjab States and that no more refugees, either urban or rural, should be sent out from East Punjab and the East Punjab States. The resolution further recommended immediate legislation by the Government of India for regulating and enforcing movements of refugees from one province to another in the Indian Union. The conference agreed further to the following allocation of refugees to different provinces and States: Bombay 400,000; the United Provinces 300,000; the Central Provinces 300,000; Matsya Union 100,000; Eikaner 50,000; Ajmer 50,000; Udaipur 100,000; Jaipur 100,000; Malwa Union 200,000; Delhi 100,000; Saurashtra 100,000; Jodhpur 50,000; Vindhya Pradesh 50,000; and East Punjab and East Punjab States 1,300,000; total 3.2 million.

Census of refugees.- The conference resolved that a census of refugees should be taken in each province, Union or State within the Indian Dominion, the operations being conducted by the respective local Governments and the compilation being completed by 15 September 1948.

Housing urban refugees.- On the subject the conference resolved that apart from the East Punjab, the other provinces should work out a scheme for one township each for refugees and that wherever there was a camp-site available, it should be developed into an urban settlement, provided facilities for gainful occupation could be made available to the refugees at the spot. In view of the lack of materials for building pucca (permanent) houses, the conference decided that semi-permanent constructions should be undertaken as far as possible, obviating the need for cement and steel. As regards finance, the conference recommended that provincial Governments, Unions and States should be authorised to grant house-building loans to refugees in cases where the schemes for urban expansion have been approved by the Government of India and that the Government of India should bear a proportion, being not less than half, of bona fide losses on these loans.

Employment and Vocational Training.- By another resolution the conference agreed that each province, Union or State should organise a National Service Corps on an experimental basis and report results after two months. It was also agreed that each province should employ specially qualified refugees to the maximum possible extent and that refugee teachers should be given preference in employment in vacancies arising out of expansion of educational facilities, their employment being in consonance with knowledge of the local medium of instruction. On the question of vocational training it was resolved that the vocational training centres organised by local administrations should continue

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side by side with those organized by the Dominion Ministry of Labour.

Cr Promotion of Co-operative enterprise.— The conference decided that as far as possible loans for rehabilitation should be given on a co-operative or group basis and that the position should be discussed by the Regional Joint Rehabilitation Board as they are formed.

Finally the conference decided that regular progress reports should be furnished to the Ministry of Police and Rehabilitation in the prescribed forms and that there should be a Women's Section in each province and state which should preferably be run by women themselves.

(The Hindustan Times, 20 and 21-7-1948).

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CHAPTER 5. WORKING CONDITIONS.

INDIA - JULY 1948.

51. Hours of Work.

Saurashtra Union: Factories Ordinance
promulgated: Provisions for 48-hour
Week, Earned Holidays, etc.

With a view to improving the working conditions of factory workers, the Government of the Saurashtra Union promulgated in June 1948 a Factories Ordinance in which provides a 48-hour week, prohibits the employment of women and children at night and grants 10 days earned leave a year to workers. Provision has also been made to increase the wages of piece-rate workers proportionately so that reduction in the hours of work may not adversely affect their total wages.

The Ordinance applies to all power-driven factories employing more than 20 persons or other factories employing ten or more persons.

It is understood that the Saurashtra Union Government has also promulgated three other Ordinances relating to labour on the model of legislation in the Indian Dominion. They are the Saurashtra Workers Compensation Ordinance, the Saurashtra Payment of Wages Ordinance and the Saurashtra Trade Unions Ordinance.

(The Times of India, 25-6-1948).

(Copies of these Ordinances have been asked for and will be reviewed in subsequent reports of this office).

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West Bengal: Regulation of Working Conditions
in film industry: question under consideration.

The question of introducing legislative measures for the control of the production, exhibition and the distribution of films in West Bengal is understood to be under consideration by the provincial Government.

The subject has been raised following a preliminary report submitted by a sub-committee of the West Bengal ~~is~~ Board of Film Censors on the question of amendment of the Indian Cinematograph Act which at present controls the production of films in India.

The sub-committee in its report advocated that the Act should be amended. It pointed out that in the province of West Bengal there were about 200 cinema houses and the Government received about 570,000 rupees annually from the entertainment tax. The report suggested that film studios should be registered and licensed to produce films, and no film should be considered by the Censor Board unless the studio had observed all the rules governing the employment of workmen and that all technicians and artists employed had been paid according to their contracts. Studios should also conform to the Factories Act regarding hours of work, employment, sanitary, hygienic and other requirements. The Government should further have the power to advise the industry and help ~~assist~~ it to produce instructive films for the entertainment and education of the people.

(Amrita Bazar Patrika, 12-6-1948;
The Hindu, dated 2-6-1948).

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52. Welfare and Workers' Leisure.

India - July 1948.

Madras: Madras Factories (Canteens) Rules, 1948.

Reference was made at page 2 of the report of this Office for August 1947 to the draft Madras Factories (Canteens) Rules, the Government of Madras proposed to make under Section 53A of the Factories Act, 1934. The draft rules have now been approved and gazetted. A summary of the provisions of the rules was given at page 2 of the report of this Office for August 1947.

(The Fort St. George Gazette, Rules Supplement to Part I, dated 20 July 1948, pages 171-173).

Central Provinces and Berar: Draft Rules for provision of Canteens in Factories.

The Government of the Central Provinces and Berar published on 9 July 1948 the draft of certain Rules which it proposes to make in exercise of the powers conferred by Section 53A(1) of the Factories Act, 1934. Under the Rules the Provincial Government, may, by notification in the official gazette, specify any factory employing more than 250 workers to be a specified factory for the purposes of these Rules. On the issue of such a notification the occupier of the specified factory is required to establish an adequate and suitable canteen for its workers in accordance with the Rules. The Rules further provide for separate dining rooms for men and women workers. Every canteen is to have a managing committee consisting of not less than 8 and not more than 15 members. Not less than one fourth of the members shall be representatives of workers and the remaining members appointed by the occupier of the factory. The draft Rules will be taken into consideration on or after 9 October 1948.

(The Central Provinces and Berar Gazette, Part III, dated 9 July 1948, pages 512-513).

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Bombay: Draft Rules for provision of
Canteens in Factories.

The Government of Bombay published on 22 July 1948 the draft of certain rules which it proposes to make in exercise of the powers conferred by section 33A of the Factories Act, 1934. Under the Rules the occupier of each of the factories specified in Appendix A to the Rules, is required to provide in or near the factory an adequate canteen according to the prescribed standards. The canteen should be provided and be available for the use of the workers within a period of six months from the date of coming into force of these rules. The rules further provide that the prices charged for articles served in a canteen shall be such as will create no profit on the running of the canteen. Every canteen is to have a canteen advisory committee consisting of equal numbers nominated by the occupier and elected by the workers — the number of elected members, subject to ~~them~~ (in no case being more than five or less than two, being in the proportion of one per 1000 workers employed in the factory. The draft rules will be taken into consideration by the Government, 3 months after the date of its publication in the gazette.

(The Bombay Government Gazette,
dated 22 July 1948, Part IVA,
pages 505-512).

55. Protection of Minors.

India - July 1949.

United Provinces: Provisions of Employment
of Children Act to be extended to the Brassware
and Glass Bangles Industries.

1938 / The Government of the United Provinces published on 15 May 1948 a draft notification notifying its intention to extend the provisions of the Employment of Children Act, to the brassware and glass bangles industries in the province and to make the following additions to the schedule to the Act: "(11) Brassware industry, (12) Glass Bangles industry". The proposal is to be taken into consideration on or after 10 August 1948.

(Government Gazette of the United Provinces, dated 15 May 1948, Part I, page 321).

59. General.

India - July 1948.

Central Provinces and Berar: The Central Provinces and Berar regulation of the manufacture of bidis Ordinance, 1948 (Ordinance No. XVI of 1948).

The Governor of Central Provinces and Berar promulgated on 6 July 1948 an Ordinance to provide for the regulation of the manufacture of bidis (indigenous cigarettes) for the purpose of removing scarcity of labour for agricultural operations. The Ordinance extends to the whole of the province and comes into force at once in several districts in the Province.

According to Section 3 of the Ordinance it will be an offence for persons residing in villages having a population not exceeding 5000 in certain areas of the province to engage themselves in the manufacture of bidis. Similarly employers in bidi industry are prohibited from employing agricultural labour in the manufacture of bidis during the agricultural season. 'Agricultural season' has been defined to mean the period specified as such by the Deputy Commissioner in respect of the whole or part of the area in the district by notification. Contravention of the provision of section 3 is punishable with imprisonment for a term which may extend to 6 months or with fine or with both. Office-bearers of companies will also be liable to prosecution unless they can prove that the order was violated without their knowledge.

(The Central Provinces and Berar Gazette,
Extraordinary, dated 7 July 1948, pages
923-924).

Bombay: Draft amendments to Bombay Industrial Relations Rules, 1947.

The Government of Bombay published on 22 July 1948 the draft of certain amendments to the Bombay Industrial Relations Rules, 1947 (vide page 5 of the report of this Office for September 1947), which it proposes to make in exercise of the powers conferred by section 125 of the Bombay Industrial Relations Act, 1946. The draft amendment require the Director of Labour Information, Bombay, to maintain separately for each industry the record of industrial matters and provide that for this purpose the provincial Government may, by general or special order, require any employer to maintain records in proscribed forms, of data relating to plant, premises and manufacture and particulars relating to other industrial transactions and dealings, and to submit copies thereof to the Director of Labour Information, Bombay. The amendments further provide that the officer authorised by the provincial Government to hold an enquiry for verification of records maintained by an employer, shall, before holding such inquiry, indicate to the employer concerned, the nature and particulars of such inquiry and shall allow him or his representative to be present during the inquiry if he so desires. The draft amendments will be taken into consideration by the Government on or after 9 August 1948.

(The Bombay Government Gazette, dated 32 July 1948, Part IV-B, pages 556-560).

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Chapter 6 General Rights of Workers.

62. Right of Association.

India - July 1948.

Bombay: Bombay Trade Unions (Recognition) Regulations, 1948: Rules for compulsory recognition of Trade Unions framed. R

The draft regulations proposed to be framed by the Government of Bombay for giving effect to the provisions of Chapter IIIA of the Indian Trade Unions Act, relating to the compulsory recognition of trade unions by order of a Labour Court (vide page 69 of the report of this Office for April 1948) have been approved and gazetted on 16 July 1948. A summary of the provisions of the regulations was given in the reference to this Office report for April 1948 cited above.

(The Bombay Government Gazette Extraordinary, dated 16 July 1948, Part IVA, pages 284 to 296).

Assam: Assam Trade Union Regulations, 1927: Addition of a new Regulation. R

Reference was made at page 61 of the report of this Office for March 1948, to the draft of a regulation which the Government of Assam proposed to make under the provisions of the Indian Trade Unions Act, 1926, requiring trade unions in Assam to ~~send~~ forward to the Registrar of Trade Unions, Assam, by the first week of each succeeding month, a monthly report showing their membership and financial position during the preceding month. The proposed addition has been approved and published on 21 July 1948.

(The Assam Gazette, Part II, dated 21 July, 1948, page 669).

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63. Individual Labour Contracts.

India - July 1948.

Working of Industrial Employment (Standing Orders)
Act 1946 during period ending 31 December 1947 .

The following information regarding the Working of the Industrial Employment (Standing Orders) Act, 1946, in the various provinces of India is taken from an article published in the May 1948 issue of the Indian Labour Gazette.

Ajmer-Merwara.- The Act applied only to 4 Textile mills in Ajmer which employed 100 or more workers. It was not extended by notification to any other industrial establishment. The Labour Officer and the Deputy Commissioner of Ajmer-Merwara were respectively appointed as Certifying Officer and Appellate Authority. Standing Orders were received from all the 4 concerns and were certified. A joint draft was submitted by 3 establishments while a separate application was received from the other. There was no appeal and no party sought modifications.

The 4 establishments employed 6,696 workers classified as follows: (a) permanent - 5,574; (b) temporary - 316; (c) substitutes - 750; and (d) apprentices - 47. There were no probationers.

Bihar.- The Bihar Industrial Employment (Standing Orders) Rules were finalised on 21 November 1947 and the Certifying Officer and the Appellate Authority were appointed. No Standing Orders could be certified during this ~~year~~ period.

Coorg.- The Industrial Employment (Standing Orders) Central Rules, 1946, were made applicable to Coorg from 1 March 1947 and the Chief Commissioner and the Assistant Commissioner and District Magistrate of Coorg were appointed to exercise the powers of Appellate Authority and Certifying Officer respectively.

The number of establishments employing 100 or more workers were 66. Draft Standing Orders were received only from 55 concerns. None of the drafts was, however, certified before the end of the year. These 55 establishments had a total strength of 15,565 workers who were classified as follows: (a) permanent - 14,083; (b) temporary - 1,253; and (c) probationers - 21; there were no substitutes or apprentices.

Madras.- The Commissioner of Labour, Madras, was appointed Certifying Officer under the Act and the Industrial Tribunals appointed under the Industrial Disputes Act were appointed Appellate Authorities.

The total number of establishments employing 100 or more workers in the Province was 654 out of which 299 submitted their draft Standing Orders before 31 December 1947. None of

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the drafts could, however, be certified during the period under review. Most of the establishments did not furnish the prescribed particulars and so they were asked to furnish them immediately.

The Government of Madras exempted all establishments in the Province under the control of the Provincial Government from the provisions of the Act.

Orissa.— The Chief Inspector of Factories, Orissa, was appointed Certifying Officer under the Act. The Act was applied to 22 establishments in the province including 4 to which the application of the Act was extended by the Provincial Government. Draft Standing Orders were received from two establishments for certification. Standing Orders were submitted also by three other concerns; but as they were not in proper form the concerns were asked to resubmit their drafts.

The United Provinces.— The provincial Government extended the application of the Act to all industrial establishments which are members of the Employers' Association of West Northern India, Kanpur, the United Provinces Oil Millers' Association, Kanpur; all electric supply undertakings and water-works in the province irrespective of the number of workmen employed in them. Model Standing Orders were published in November 1946 for eliciting opinion and were made final in May 1947. The Government appointed all the Labour Inspectors of the province to be Inspectors for purposes of rules 5 and 9 and notified each Conciliation Officer to be Labour Officer for the purpose of Rule 10. The Government Labour Officers were also vested with the powers under rule 10.

The number of establishments which applied for certification of Standing Orders was 397 and all of them were factories subject to the Factories Act. Of these, 47 concerns did not furnish the ~~particulars~~ particulars of the workers employed. The remaining 350 establishments showed a total employment of 156,585 workers who were classified as follows: (a) permanent - 105,120; (b) temporary - 22,521; (c) substitutes - 5,080; (d) probationers - 9,736; and (e) apprentices - 14,128.

Of the 397 applications for certification 56 were disposed of and the rest remained pending at the end of the year. No report of contravention of certified Standing Orders was received and no penal action was taken by the Government.

West Bengal.— In September 1947 the Government of West Bengal called upon all employers who employed more than 100 workmen to submit draft Standing Orders and 229 concerns, out of an estimated total of 572 in the province submitted the draft Standing Orders. 66 of the drafts were certified by the Certifying Officer.

The establishments which submitted the Standing Orders showed a total employment of 131,742 classified as follows: (a) permanent - 113,250; (b) temporary - 18,261; (c) substitutes - 17; (d) probationers - 12; and (e) apprentices - 202.

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General. It was reported from West Bengal that the Act has not been very popular with labour in general. In some cases workmen have flouted the condition, with the result, that tribunals have had to be set up and new and better terms of employment substituted in place of the old. This the report suggests, may be due to a specific disability on the part of the Certifying Officer to consider and adjudicate upon the fairness or reasonableness of the Draft Standing Orders. It is further pointed out that the Bombay Industrial Relations Act, 1947, which also deals with the preparation of Standing Orders does not impose any such restriction and it may be necessary to amend the Industrial Employment (Standing Orders) Act 1946, in such a way as to enlarge the powers of the Certifying Officer.

It was also reported from Ajmer-Merwara that Standing Orders framed by the Textile Mills appeared to be rather unfavourable to the employees. As the Certifying Officer has no authority the Standing Orders could not be modified and led to an agitation against them by the Textile Unions.

The United Provinces report stated that the progress of certification of Standing Orders had not been satisfactory. It added that the workmen have taken little interest in the majority of cases and comparatively few objections to draft Standing Orders were filed.

(Indian Labour Gazette, May 1948).

Pakistan: West Punjab: Exemptions from the
Industrial Employment (Standing Orders) Act, 1946.

In exercise of the powers conferred by section 14 of the Industrial Employment (Standing Orders) Act, 1946, the Government of West Punjab has issued a notification exempting from the provisions of the Act certain crown factories in the ~~direct~~ control of the provincial Government.

(Notification No. 5126-LPR-48-28181, dated
3 July 1948;
The West Punjab Gazette, dated 16 July 1948,
Part I, page 264).

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

The Government of Bombay has published the draft of certain rules it proposes to make, in exercise of the powers conferred by section 15 of the Industrial Employment (Standing Orders) Act, 1946.

The rules prescribe two sets of Model Standing Orders for workmen during manual labour and for clerks and lay down the forms in which particulars of workmen, required to be submitted under the Act shall be so submitted. The draft rules will be taken into consideration by the Government on or after 9 August 1948.

(The Bombay Government Gazette, dated
22 July 1948, Part IVA, pages 312-332).

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64. Wage Protection.

India - July 1948.

Bombay: Amendments to Bombay Payment of Wages
(Minor and Indian State Railways) Rules, 1937:
Contract Labour in Railways protected.

Reference was made at pages 57-58 of the report of this Office for February 1948 to the draft of a notification the Government of Bombay proposed to issue under the provisions of the Payment of Wages Act, introducing a number of amendments in the Bombay Payment of Wages (Minor and Indian State Railways) Rules 1937. The amendments have been approved and gazetted on 8 July 1948. A summary of the amendments was included at pages 57-58 of the report of this Office for February 1948.

(The Bombay Government Gazette,
dated 8 July 1948, Part IVA,
pages 265-266).

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Pakistan: Payment of Wages Act extended
to Coal-mines and Oilfields.

By a notification dated 7 July 1948 the Government of Pakistan has extended with effect from 15 June 1948, the provisions of the Payments of Wages Act, 1936, to the payment of wages to persons employed in coalmines and oilfields.

(Notification No. LR-3(3) dated 7 July 1948,
The Gazette of Pakistan, dated 16 July
1948, Part I, page 337).

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

Industrial Disputes in Bombay during 1947:
Majority of Disputes decided against Labour.

Number of stoppages and man-days lost.- During the year ending December 1947, 650 disputes were recorded in the Province of Bombay. The number was the highest ever recorded since 1921 and involved 726,594 workpeople and a loss of 5,785,817 man-days. The corresponding figures for 1946 were 544; 786,645 and 3,385,916 respectively, an increase of 19.49 per cent, in the number of disputes. The number of man-days lost however, showed an increase of only 11.82 per cent over 1946 while the number of work-people involved recorded a fall of 7.65 per cent.

Effect of disputes on industries.- During 1947 the Textile industry alone was responsible for 295 or 45.98 per cent of the total number of disputes, 516,990 work-people and a loss of 2,659,179 working days. It accounted for 71.15 per cent of the number of men involved ~~xxx~~ and 70.28 per cent of the time loss. There were 96 disputes in the metals and engineering groups and 261 in other industries.

Number of disputes according to work-people involved.- The total number of work-people involved in all the disputes was 726,594, 60,051 less than 1946. Of these 71.15 per cent was from the textile industry, 17.11 from the metals and engineering industry while 11.74 per cent were from other industries. Classifying according to the number of work-people involved, the 10 to 100 group accounted for the largest number of disputes, the number being 233 or 35.84 per cent of the total disputes. In 28 disputes the number of work-people affected was more than 4,000,000 each.

Causes and results.- 'Pay and allowances' was the most important cause of disputes and accounted for as many as 235 or 36.15 per cent of the total number of disputes recorded during the year. 94 disputes or 14.46 per cent of the total number arose over bonus, 159 or 24.46 per cent of the disputes were due to questions relating to the employment of individuals, 46 or 7.08 per cent related to leave and hours of work, and the remaining 116 or 17.85 per cent were due to other causes. ('Pay and allowances' include protest against reduction and demands for increase in wages and allowances; 'Personal' causes include demands for dismissals and reinstatements of discharged workers as well as protest against ill-treatment of the workers by the supervisors or managerial staff). ~~The~~

521 or 59.65 per cent of the 654 disputes that ended during the year were in favour of employers. 96 or 15.14 per cent were entirely favourable to the workers, and 99 or

15.61 per cent only partially favourable. The result of 198 disputes was indefinite while of the remaining 10 disputes, 9 were inconclusive and 2 indeterminate. At the end of the year sixteen disputes were still in progress. The following table shows the results of disputes classified according to nature of demands:

Demands	Successful	Partially successful	Failed	Inconclusive	Indecisive	Indefinite	In progress	Total
Wages	35	45	99	3	43	1	6	235
Bonus	11	26	39	..	17	..	1	94
Personal	25	11	95	3	18	..	7	159
Leave and hours	6	6	26	..	6	1	1	46
Others	19	11	62	2	21	..	1	116
Total	96	99	321	8	108	2	16	650

Duration of disputes.- Of the total number of disputes that occurred during the year 190 or 27.69 per cent did not continue beyond one day while 219 or 33.69 per cent of the total disputes lasted for more than five days.

(Labour Gazette, May 1948, published by the Directorate of Labour Information, Government of Bombay).

Industrial Disputes in India during 1947.

Number of stoppages and man-days lost.- In this note the figures for 1947 relate to the Indian Dominion excluding the East Punjab and the States. The figures for Bengal, however, include those for West Bengal also for the pre-partition period. On account of these limitations in scope, the figures are not strictly comparable with those for 1946 which related to the whole of the pre-partition British India excluding the Punjab. With a view to study the trends on a reasonably comparable basis the figures for Sind for 1946 have been deducted from the consolidated figures as returns from the North West Frontier Province were blank.

The total number of industrial disputes in India during 1947 were 1,811 involving 1,840,784 workers and a loss of 16,562,686 man-days. The comparable figures for 1946 being 1,593, 1,951,756 and 12,678,121 respectively.

Classification of disputes according to industries.-

Cotton, woollen and silk mills accounted for 57.1 per cent of the disputes, 52.1 per cent of the workers involved and 44.7 per cent of the man-days lost in 1947 as against 53.7 per cent of the disputes, 53.6 per cent of the workers involved and 41.7 per cent of the man-days lost in 1946. Engineering accounted for 11.5 per cent of the disputes, 8.0 per cent of the workers involved and 9.2 per cent of the man-days lost in 1947 compared to 8.2 per cent of the disputes, 5.2 per cent of the workers involved and 19.9 per cent of the man-days lost in 1946. Jute mills recorded 63 disputes in 1947 as against 95 in 1946, and railways registered 55 disputes in 1947 as against 78 in 1946, while the number of disputes in mines rose from 28 in 1946 to 36 in 1947. On the basis of the employment figures for 1946, the loss to industry through industrial disputes in 1947 expressed as a percentage of the total man-days scheduled to work, works out roughly to 3.6 per cent in the cotton, woollen and silk mills, 1.4 per cent in the jute mills, and 1.5 per cent in Engineering, while in mines it is approximately 0.4 per cent.

Causes and results.-

During the year under review wages and bonus still formed the main cause of disputes but the per centage of disputes concerning bonus increased from 4.9 per cent to 10.9 per cent and those relating to wages decreased from 57.1 per cent to 52.0 per cent. While the proportion of disputes relating to leave and hours decreased from 8.0 per cent to 5.2 per cent, those regarding personnel (including retrenchment, dismissal etc.) increased from 17.2 per cent to 19.5 per cent.

In 55.3 per cent of the disputes which ended during the year and of which results are known, the workers were either completely or partially successful. The proportion of unsuccessful disputes came down from 44.5 per cent in 1946 to 40.6 per cent in 1947 and the percentage of indefinite cases increased correspondingly. The ~~per~~ proportion of ~~unsuccessful~~ unsuccessful disputes was over 50 per cent in the cotton, woollen and silk mills and was nearly 58 per cent in the jute mills, where the proportion of successful or partially successful disputes was as low as 12 1/2 per cent. In the railways 33 out of the 55 disputes were indefinite while in the mines indefinite cases were only 6 and the proportion of successful and partially successful cases was as high as 55 per cent. Thus, the proportion of the successful cases was the highest in the mines, and was the lowest in the jute mills. Among the provinces, the proportion of successful and partially successful disputes was the highest in Assam, being about 75 per cent and was the lowest in the United Provinces being about 21 per cent. In Bombay it was 31 per cent and in Bengal 44 per cent.

The man-days lost per worker involved was 9.0 as compared to 6.5 in 1946 and 12.2 in 1945.

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Duration.- The average duration of the disputes in 1947, obtained by dividing the number of man-days lost by the number of workers involved, was about 9 days as compared to 6½ in 1946. A significant trend observed in 1947 was that the duration of the disputes, which had been brought down to a minimum during the war by a rigorous control and speedy settlement of disputes under the Defence of India Rules, has again~~s~~ been on the increase in spite of the existence of the necessary machinery for conciliation and arbitration. The average duration of disputes was as high as 19.5 in engineering and 15.6 in the miscellaneous group. Strikes were the shortest in the railways where the duration was not more than 2½ days. According to provinces the duration of disputes was considerably high in Bengal, Madras and Holhi being 14.5, 15.9 and 15.8 respectively. Strikes in Ajmer-Merwara were of the shortest duration, the average being less than a day.

Regional distribution.- The number of disputes was the highest in Bombay being 630 as against 542 in 1946, an increase of 19.9 per cent over the figure of the previous year. Bengal (including East Bengal for the pre-partition period) recorded the second highest figure, viz., 376 as against 569 in 1946. In Madras, while the number of disputes increased only from 271 in 1946 to 290 in 1947, the man-days lost increased from 1.5 millions to 3.2 millions. This was due to the relatively longer duration of strikes in this province in 1947. Among the other Provinces, the number of disputes increased considerably in Assam and Ajmer-Merwara from 26 to 64 and from 29 to 90 respectively.

Conclusions.- To sum up, in 1947: (a) there was an increase of 15.7 per cent in the number of disputes and 50.6 per cent in the man-days lost. The number of workers involved was however slightly less than in 1946; (b) the number of disputes was at a peak in February and showed a gradual fall during the rest of the year; (c) unrest was on the increase in Bombay and Madras among the major provinces and in Assam and Ajmer-Merwara among the minor ones; (d) while the number of disputes in the cotton, woollen and silk mills was on the increase, the loss to the jute mills was less; while railways were comparatively calm, the trouble in mines increased; (e) the year recorded an increase in the proportion of disputes relating to payment of bonus and retrenchment; (f) the proportion of unsuccessful disputes showed a slight fall while the indefinite cases increased; and (g) average duration increased to 9 days compared to 6½ days during 1946.

(A review on industrial disputes in India during 1946 was summarised at pages 15-16 of the report of this Office for July 1947).

(Indian Labour Gazette, May 1948).

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Assam: All Inland Steamer Services declared
public utility service in Assam.

By a notification dated 16 July 1948 the Governor of Assam has declared 'all inland steam services in Assam' to be a public utility service for the purpose of the Industrial Disputes Act, 1947. The notification is to be in force for a period of six months from the date of publication.

(The Assam Gazette, Part II, dated 21 July 1948, page 668).

West Bengal: Sugar industry declared public
utility service under the Industrial Disputes
Act, 1947.

By a notification dated 27 January 1948 the Government of West Bengal has declared the sugar industry in the province to be a public utility service for the purposes of the Industrial Disputes Act, 1947, for a period of six months from the date of publication of the notification.

(Notification No. 230(40) Com-dated 27 January 1948,
The Dacca Gazette dated 26 February 1948,
Part I, page 99).

Cochin State: Strikes or Lock-outs without
Prior Notice prohibited.

The Government of Cochin State has made certain amendments to the Cochin Trade Disputes Adjudication Proclamation 1 of 1122 M.E. (1946-1947 A.D.) prohibiting strikes and lock-outs without prior notice.

It is now provided that no person employed in an undertaking shall go on a strike in connection with any trade dispute without having given to his employer, within one month before striking, not less than 14 days' previous notice in writing of his intention to do so. Further, no employer of any undertaking shall lock-out his employees in connection with any trade dispute without having given to them not less than 14 days' previous notice, exhibited prominently in his factory, of his intention to do so,

provided that no such notice shall be necessary while a strike exists in the undertaking. But, a notice of the lock-out shall be sent on the day on which the lock-out is declared to such authority as may be specified by the Government either generally, or for particular areas, or particular classes of undertakings.

It has also been prescribed that when ~~without~~ a trade dispute has been referred to a Court of inquiry or a Board of Conciliation under the Trade Disputes Act, or for conciliation or adjudication, no person employed in any undertaking concerned in the dispute shall go on strike and no employer concerned in the dispute shall lock-out or continue to lock-out his employees during the period from the making of the reference until the expiry of two months after the conclusion of the proceedings upon such a reference, provided that no such lock-out shall be deemed to be unlawful when the workers themselves go on a strike during the period. But a notice of the lock-out shall be sent on the day on which the lock-out is declared to the authority mentioned.

(~~in~~ The Hindu, dated 25-6-1948).

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67. Conciliation and Arbitration.

India - July 1948.

United Provinces: Government Orders setting up
Regional Conciliation Boards and Industrial Courts
announced.

Reference was made at pages 70-71 of the report of this Office for May 1948 to the constitution of Industrial Courts and Regional Conciliation Boards for the textiles, sugar, leather and glass and electricity and engineering industries in United Provinces and to the appointment of the District Judges of certain places in the province as Presidents of the Industrial Courts.

By a notification issued on 21 June 1948 the Government of the United Provinces has directed that the Additional District Judge, Kanpur, shall be the President of the Industrial Court, at Kanpur, for the textile industry, in the absence of the District Judge.

By another notification the Government has set up a Regional Conciliation Board for the textile industry for the Lucknow region, 2 Regional Conciliation Boards for the sugar industry for the Agra and Allahabad regions and a Regional Conciliation Board for the electricity and engineering industries for the Gorakhpur region, thus bringing up to 23 the total number of Regional Conciliation Boards in the province.

(Notification No. 157(LL)(ii)/XVIII-746(L)-48;
and Notification No. 157(LL)(vi)/XVIII-746(L)-
48, dated 21 June 1948,
The United Provinces Gazette, dated 3 July
1948, Part IA, pages 569-570).

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Bihar: Dispute between workmen in mica mines
of Bihar and their employers: Award of Industrial
Tribunal, Dhanbad.

The Government of India published on 10 July 1948 the award of the Industrial Tribunal, Dhanbad, (vide page 65 of the report of this Office for February 1948), on the industrial dispute between the workmen in mica mines of Bihar and their employers. The Government has directed that the award shall be binding on the parties for a period of one year from 1 July 1948. The terms of the award are briefly summarised below.

Basic wages and dearness allowance.- The Tribunal has fixed basic wages for the different categories of workers and decided to grant on that basic wage, the same percentage of dearness allowance as for colliery workers in Bihar and Bengal for the different wage groups, the percentage for the lowest wage group being 150.

Attendance bonus and Annual bonus.- The Tribunal has fixed an attendance bonus of 1/5 of the earnings (i.e. basic wage plus dearness allowance) for every calendar month during which the worker has put in at least 20 days' attendance. The annual bonus will amount to two months' basic wages, payable at the rate of half a month's ~~earnings~~ ~~basic wage~~ basic wage every quarter, the qualifying attendance being 45 days and 57 days in a quarter for underground and surface workers, respectively.

Leave with pay.- The Tribunal has directed that the mica workmen should have the same terms of leave as have been given to the colliery workers.

Housing and water supply.- The tribunal characterised the housing provided for the workmen at the mines as "deplorable" and has directed that the employers shall pay to each workman living at the mines a sum of 4 rupees per month until such times as the workman is provided with a satisfactory type of accommodation.

As regards water supply the tribunal has directed that the owners shall supply to each workman at the mines every day a minimum supply of four gallons of pure drinking water.

Free Ration.- Employers have been directed to give to each workman per day at the conclusion of his work six chatacks of free rice or in lieu thereof a payment of 5 annas.

The Tribunal has urged upon the Government the necessity of abolishing dry drilling in the mines, which is said to be the cause of serious lung diseases, which in a short time become fatal.

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Under the award the total daily emoluments including 3 annas for free rice, of the "dharis" and "coolies" (skilled labour), who constitute the bulk of the labour force, will amount to Rs. 1-4-6 and Rs. 1-7-0, respectively, as against their present daily average earnings of Rs. 0-15-0 and Rs. 1-4-9.

(The Gazette of India, dated 10 July, 1948, Part I, Sec. 1, pages 852-840; The Gazette of India dated 17 July, 1948, Part I, Sec. 1, page 860).

Reinstatement of Workers: West Bengal Government
MINISTRY SUGGESTS EXTENSION OF TRIBUNAL
POWERS.

A report on the activities of the Labour Department of the Government of West Bengal for the first four months of 1948 proposed certain amendments to the Industrial Disputes Act, 1947, which the provincial Government considers desirable in the light of experience gained in the administration of the Act in the province. It is understood that some suggestions have already been made to the Government of India.

Reinstatement of dismissed workers.- According to the report, the powers given to the conciliation officers have proved to be inadequate while the powers invested in a tribunal should be more fully defined. In particular, there should be a specific provision empowering a tribunal to reinstate a workman dismissed by the employer where the dismissal amounts to an unfair labour practice. What is an unfair labour practice should also be clearly defined. It is not desirable that the employers' right to dismiss a workman in the normal circumstances should be interfered with. But the power to reinstate should be given only when the employer uses his right of dismissal to curb trade union activities. The report adds that it should be made clear whether the tribunal can award compensation to dismissed workers.

Hierarchy of Courts should be set up.- It has also been suggested that, instead of maintaining only a class of high tribunals which require qualifications of a high order on the part of judges constituting them to deal with all classes of cases, an attempt should be made to set up a hierarchy of courts to deal with cases of different magnitudes. Only the very important ones then need be referred to the tribunals. The pronouncements of the subordinate courts might be given the same legal characteristics as the present awards of tribunals subject to the right of appeal by either party to a tribunal, in matters covered by the Act.

(The Hindustan Times, dated 15-7-1948).

(A copy of the Labour Department's report has been called for and a more detailed summary will, if considered necessary be included in a subsequent report of this office).

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West Bengal: 55 Rupees Minimum Emoluments for
Unskilled Workers in Engineering Industry:
Award on Labour Licenses in 119 Manufacturing Firms.

On 31 October 1947 the industrial disputes between the employers of 63 engineering firms, affiliated to the Indian Engineering Association and 56 engineering firms, affiliated to the Engineering Association of India, and their workmen were referred to an Industrial Tribunal consisting of 3 Judges for adjudication. The workers were represented by the Bengal Provincial Trade Union Congress, the Bengal Provincial National Trade Union Congress, the Indian Federation of Labour and other ~~rights~~ registered Trade Unions. The award of the Tribunal together with the Government's order thereon was gazetted on 3 July 1948. The more important points of the award are summarised below:

Wage.— The Tribunal has fixed the minimum basic wage of different categories of workers as follows: (a) unskilled workers: 50 rupees per month or 1 rupee 2 annas and 6 pies per day; (b) semi-skilled workers: 55 rupees per month or 1 rupee 5 annas and 6 pies per day; (c) Peons and darwans (watchmen): 25 rupees and 50 rupees per month respectively, rising by an annual increment of 1 rupee to 40 and 45 rupees respectively; (d) drivers of cars and lorries: 55 rupees and 60 rupees per month respectively; (e) clerical staff: the grades fixed are: (i) non matriculates - 55-2½-80 rupees; (ii) matriculates - 60-2½-90 rupees and (iii) graduates - 70-4-130 rupees.

As regards supervisors of works staff, the scale for the lowest grade has been fixed at 65-4-105 rupees.

Dearness allowance.— Dearness allowance has been allowed to all categories of workers on the following scale: (a) pay upto 50 rupees: 25 rupees; (b) from 61 to 100 rupees: 35 rupees; (c) from 101 to 150 rupees: 40 rupees; (d) from 151 to 200 rupees: 45 rupees; and (e) above 200 rupees: 50 rupees.

Provident Fund.— All the major Unions demanded that retiring benefits should take the form of both a ~~contributory~~ contributory provident fund and a gratuity, but the Tribunal conceded the employers' contention that workers should be entitled to claim only one kind of retiring benefit. It decided that the scheme of contributory provident fund should be adopted but small companies employing less than 100 men had the option of adopting the gratuity scheme instead. ~~Contributory~~ Provident fund schemes, it was ruled, should provide for a uniform rate of contribution at 6¼ per cent of the basic pay for all permanent "workmen" as defined in the Industrial Disputes Act, irrespective of their monthly earnings.

The following rules as to gratuity have been prescribed:
(a) ~~at retirement after not less~~

(a) On retirement after not less than 25 years' continuous service—Half a month's basic pay for each completed year of service, subject to a maximum of 15 months' basic pay.
 (b) On death of the employee while in service—Half a month's pay for each completed year of service, irrespective of the length of service but subject to the maximum of 15 months' basic pay, to be paid to the employees' heirs.
 (c) On resignation or retirement at any time before the completion of 25 years' service, with the written consent of the employer, owing to illness, old age, or any other sufficient cause—Half a month's pay for each year of completed service.
 (d) On termination of service by the employer, either as the result of reduction of his establishment or in any other circumstance not justifying dismissal—Half a month's pay for each completed year of service, irrespective of the length of service.
 (e) No gratuity shall be payable when the employee is dismissed for misconduct.
 (f) Gratuity is to be calculated on the basis of average substantive pay during the last 12 months of service.

Leave and holidays.— All workers will be given 22 holidays in a year to be distributed as follows: 8 festival holidays, 10 days' continuous holidays under the Factories Act, 6 or 5 days' other leave with full pay according as the period of continuous holiday including two Sundays or one day, this other leave as well as 10 days' continuous holidays may accumulate for 2 years. So long as the Employees' State Insurance Act, 1948, does not come into operation in respect of any firm, workmen will be entitled to 15 days' sick leave on half pay in a year in addition. The clerical and supervisory staff will get the same number of festival holidays as the workmen. In addition, they will get privilege leave on full pay for 21 days and casual leave with pay for 7 days and sick leave on half pay for 15 days in a year. The privilege leave will accumulate upto a limit of 65 days.

Classification of workers.— The Tribunal has recommended that Government should appoint a committee of experts for effecting standardisation of occupational terms and for classifying the workers into different categories, ~~viz.~~ viz., semi-skilled, skilled and highly skilled.

Period of probation and apprenticeship.— The period of probation has been fixed at 6 months and the Tribunal has recommended that the expert committee, which will be set up to effect standardisation of occupational terms and classify workers, should also prepare a scheme for apprenticeship allowance and other conditions of apprenticeship to different kinds of job. In the meantime no one should be kept on apprenticeship beyond a period of 3 years, except on his own request and in a kind of job requiring highly specialised skill. An ordinary apprentice will get 12 annas per day in the first year, 14 annas in the second year and 1 rupee in the third year. For superior types of apprentices, adequate allowances will be fixed by the employer.

Notice for termination of service.- A month's notice or a month's pay in lieu thereof is to be given for terminating the services of a monthly paid worker and one week's notice or one week's pay in lieu thereof for terminating services of a weekly paid worker. Formal proceedings to be drawn in serious cases of misconduct with a written charge sheet, of which one copy is to be given to the employee concerned and sufficient opportunity should be allowed to enable him to reply.

Involuntary unemployment.- Compensation for involuntary unemployment to be paid at the rate of half the basic pay and half the dearness allowance for 90 days in each half year from January to June and July to December. To qualify for compensation, a worker must answer to a Muster Roll once a day and be prepared to do a different sort of work in his place of employment or in any other establishment under the same employer.

Medical facilities.- Every factory employing more than 1,000 workers to provide and maintain an ambulance room or dispensary with a whole time doctor and necessary assistants. In other factories, the necessary number of fully equipped first aid boxes or cup-boards to be kept in charge of a responsible person fully trained in first aid, who would be available during the working hours of the factory. In addition, every large factory to provide a stretcher for conveying injured persons to the nearest hospital or dispensary. Factories employing more than 100 workers to provide, if possible, a part-time doctor for attending to the workmen.

Canteens.- All firms employing 250 workmen or more to start canteens as soon as possible for providing refreshment during recess periods to workmen.

Rest Rooms.- Where possible, shelters and rest rooms to be provided in factories where more than 150 workmen are ordinarily employed, with some arrangement for recreation at a low cost.

Bonus.- As regards bonus the Tribunal has recommended that companies which have been paying bonus for the last few years should pay a bonus for the year just ended if they have earned comparable profits.

The award is to remain in operation for one year.

(Notification No. 216Lab. dated 30-6-1949, The Calcutta Gazette Extraordinary, dated 3-7-1949, Part I, pages 558-586; Armita Bazar Patrika, dated 9-7-1949).

68. Labour Courts.
India - July 1948.

Industrial Tribunal's Right to order
Reinstatement of dismissed employees:
Bombay High Court's Judgment.

Reference was made at page 56, paragraph 68, of the report of this Office for June 1948 to a decision of the Bombay High Court that the question of reinstatement of dismissed employees did not come within the scope of the Industrial Disputes Act, 1947. Following further details of the case are taken from the May 1948 issue of the Labour Gazette.

In September 1947, the Government of Bombay referred certain disputes between the Western India Automobile Association and its employees to an Industrial Tribunal for adjudication. On the Tribunal's refusal to accede to the request of the Association to postpone hearing of the case, the Association petitioned the High Court for Writs of Certiorari and Prohibition against Tribunal. The Association claimed that (i) the Government Notification constituting the Industrial Tribunal referring the alleged disputes to it was void, illegal and inoperative in law, (ii) the Association was not an "employer" within the meaning of that term in section 2(g) of the Act and that, therefore, there could not be any industrial dispute between the Association and its workmen which could be the subject of adjudication before the Industrial Tribunal, and (iii) the question of reinstatement of dismissed employees was not an industrial dispute and the respondent had no jurisdiction to decide this question. Mr. Justice Coyajee, in giving judgment on the 4 May 1948, rejected the contention of the Association that Government had no jurisdiction to set up the Tribunal and held that there was a valid and proper reference to the Industrial Tribunal for adjudication of the dispute except on one issue. The Industrial Tribunal, he held, had no jurisdiction to order the reinstatement of dismissed employees because under the Common Law the relationship of master and servant was based on contract and, the Industrial Disputes Act, under which the reference was made, did not specifically provide for reinstatement of employees.

Declined to issue a Writ of Certiorari but ordered a Writ of Prohibition to be issued against the Industrial Tribunal, as sought for by the Association on the question of reinstatement of employees.

(Labour Gazette, May 1948, published by the Directorate of Labour Information, Government of Bombay).

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Bombay: Tribunal to enquire into stoppages
of work and breaches of the industrial truce,
appointed.

With a view to implementing the terms of the industrial truce resolution (vide pages 28-31 of the report of this Office for December 1947) adopted by the Industries Conference at New Delhi in December last, the Bombay Provincial Labour Advisory Board passed a resolution in March 1948, recommending inter alia the setting up of appropriate machinery for enquiring into stoppages of work and breaches of the industrial truce. The Government of Bombay has accepted the recommendation and has appointed a Tribunal consisting of a Judge of the Labour Court, Bombay, to enquire into breaches of the industrial truce and stoppages of work in any form whatsoever, that may be brought to its notice and in particular to (i) investigate violations of industrial truce on the part of all parties concerned and advise Government on measures necessary to prevent and check such violations; (ii) study the causation of strikes and lockouts and suggest timely steps to be taken for the avoidance and prevention of such occurrences; and (iii) enquire into complaints about unfair labour practices, whether on the part of employers or workers, ~~maintainence~~ and suggest appropriate measures to check such practices. The Tribunal is required to sit at least once in a month and submit its report and recommendations to Government every month.

(Resolution No. 2429/46, dated the 8th July
1948;

The Bombay Government Gazette Extraordinary,
Supplement, dated 9 July 1948, page 115).

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

India - July 1948.

India: Experts Committee on Profit-Sharing:
Meeting in Delhi.

The Experts Committee on Profit-Sharing appointed by the Government of India (vide paragraph 69 pages 75-76 of the report of this Office for May 1948) met in New Delhi from 25 to 29 June 1948 and again from 12 to 14 July.

During its first session the Committee examined written statements submitted by the Federation of Indian Chambers of Commerce and Industry, labour and industrial organisations, various chambers of commerce and associations, and some economists on points connected with fair return on capital, reasonable reserves for maintenance and expansion, employees' share of surplus profits accruing to industry, and how best such profits could be divided between capital and labour. The committee had also the benefit of the personal views of Mr. Shri Ram, Dr. B.N. Ganguli, and of the representatives of ~~Association~~ Associated Chambers of Commerce, the Federation of the Indian Chambers of Commerce and Industry, ~~All-India~~ ~~under~~ the Calcutta Stock Exchange Association, Bombay Mill-owners' Association, All-India Industrial Employers' Organisation, Engineering Association of India, All-India Manufacturers' Organisation, All-India Trade Union Congress, Indian National Trade Union Congress, Hind Mazdoor Panchayat and the Indian Federation of Labour. It is understood that the Committee was strongly advised by the representatives of industry and labour, although for different reasons, that the profit-sharing proposal should be dropped in favour of a production bonus. The representatives of labour, it is said, pointed out that profit-sharing would vary from industry to industry and from year to year and would create such uncertainty as to the amount that would accrue to labour that it would not provide an incentive to production. The representatives of industry pointed out that capital was already shy and that any such scheme would affect the industrial development adversely without in any way benefiting labour. They also said that in no country in the world had profit-sharing schemes succeeded.

During its second session from 12 to 14 July the Committee sifted the representations received from various bodies, economists and others in their individual capacity, as well as the oral evidence submitted to the Committee and reached certain conclusions.

The Committee is meeting again on 30 July 1948 after which it is expected to submit its report to the Government. In the meantime the Committee has resolved to send an urgent representation to Government regarding the increasing cost of living and prices, and the immediate necessity to deal with this problem. (The Hindustan Times, 1, 2 and 15-7-1948).

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

VI. Organisation of the Labour Market.

India: Employment Exchanges: Working during
May 1948.

Employment situation.- During May 1948 the prospect of an improvement in employment opportunities was reported to be bright in Bihar owing to the expansion of activity by Rohtas Industries and the commencement of work on the construction of a fertiliser plant at Sindhri and the Damodar Valley Project. In Orissa, the Hirakud Dam and the Mackand Hydro-Electric Schemes on which work had ~~started~~ started were expected to lead to increased employment. In the Bombay region the construction of a ~~waterworks~~ waterworks at Hubli and recruitment to the police force were likely to offer increased employment opportunities. In the Central Provinces and Berar there was a complete stoppage of seasonal factories and in view of the oppressive heat, out-door employment was not possible. From the East Punjab it was reported that industry was being revived and that several engineering and metal works had already started working. Following the restoration of normal transport facilities and the removal of certain trade restrictions, an improvement in trade conditions had become noticeable and there were prospects of employment opportunities becoming greater in that province. Large scale construction works providing employment for large numbers of skilled labourers have also been planned throughout East Punjab. In Madras, the Tungabhadra Project was expected to provide employment for a large number of workers as was ~~expected~~ certain large-sized ~~at~~ factories which were nearing completion. In the ~~United Provinces region~~ United Provinces region, however, a curtailment of employment was reported on account of the closing down of several sugar factories, road building and dam construction work; and the closing down of certain Government departments. In West Bengal business expansion was stated to be held up in view of restrictions imposed on imports and the difficulty in obtaining machinery from abroad. The construction of glass-works and cotton mills in Howrah and the Assam Railway Project, however, were likely to provide additional employment opportunities.

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

	<u>May</u> <u>1948</u>	<u>April</u> <u>1948</u>	<u>May</u> <u>1947</u>
Total number of registration (including re-registration)	68,800	65,951	45,208
Total number of persons placed in employment.....	21,126	18,501	10,490

For the eighth month in succession the exchanges thus achieved a record number of placings.

Of those placed in employment 6,051 were ex-services personnel as compared with 4,920 in the previous month.

17,223 applicants were offered the opportunity of being considered for employment during the month but declined to take advantage of the opportunity afforded. 3,553 declined ~~because~~ because the pay offered was felt to be inadequate, while 4,563 declined for various other reasons. The number who failed to report for interview with employers, without offering any satisfactory explanation, was 9,107. The number of ex-services personnel who failed to take advantage of the opportunity of obtaining employment was 2,711 (50.6 per cent).

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

<u>Wage groups: Basic monthly pay</u>	<u>Number of placings</u>
Above 101 rupees	504
61 to 100 rupees	1,407
36 to 60 rupees	9,755
21 to 35 rupees	8,097
20 rupees or less	1,503

In general the shortage of technicians in the engineering trades and certain specialized occupations persisted. In particular, at Patna and Muzaffarpur demands for tractor drivers could not be met while at Ajmer vacancies for diesel engine drivers and mechanics, mid-wives and nurses could not be filled owing to the non-availability of suitable applicants. The shortage of skilled moulders, turners, draughtsmen and radio mechanics was again been reported as prevalent. Surpluses of applicants requiring employment in clerical, teaching, semi-skilled and unskilled posts continued to exist throughout India. The number of such applicants was increasing on account of fresh entrants into the employment field. The scope for their employment was, however, extremely limited, although aversion to manual labour was responsible for many applicants suitable for such work remaining unemployed.

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Employment of displaced persons.- 25,213 displaced persons from Pakistan were registered during the month compared with 21,078 during April. 6,161 displaced persons were placed in employment, an increase of 131 over the number placed in April. Applications for admission to training continued to be received in large numbers. In West Bengal alone 2,674 applications for training were received. Calcutta exchanges reported that a number of women applicants displaced from Eastern Pakistan desirous of obtaining employment as nurses could not be absorbed as they did not possess the requisite certificates, while Raipur exchange reported that displaced persons otherwise suitable for recruitment to the police force could not be considered because of language difficulties. With a view of absorbing surplus displaced teachers and clerical and administrative workers in the educational schemes of various provinces the Central Government has proposed to the Government of East Punjab, the United Provinces, Bihar and ~~and~~ the Central Provinces and Berar that 25 per cent of the vacancies likely to arise on account of proposed expansions of educational schemes in those provinces should be reserved for such persons. In East Punjab arrangements were made for the Directorate of Employment Exchanges to assist the provincial Governments in ~~in~~ its scheme to restrict the supply of free rations to unemployable displaced persons and those for whom employment is not available. Intensive efforts to persuade displaced persons living in refugee camps to take up available employment are being made. Difficulties ~~not~~ previously reported in connection with the absorption of displaced persons into employment, however, continued to exist.

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

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Orissa: Abolition of 'Gothi' system of Debt
Bondage.

The Government of Orissa is reported to have abolished the 'gothi' system of hiring labour whereby a man pays off a loan by serving his creditor as farm labourer or domestic servant. Under this system creditors have long exploited the ignorance, illiteracy and chronic indebtedness of hired labourer. Henceforth, future labour agreement will ensure that the labourer does not sign himself away for life and that he has liberty to pay off the balance of his debt in cash and thus free himself.

(The Statesman, 11-7-1948).

Abolition of Forced Labour: Special Officer
to be appointed to study question.

It is understood that the Government of India is considering the question of doing away with the system of forced labour in the Dominion. A special officer ~~is expected~~ is expected to be appointed shortly in the Labour Ministry for studying the legal enactments—both Central and provincial—relating to forced labour and to report on the extent to which the existing legislation is adequate and what further legislation is required to abolish the system.

(National Herald, dated 8-7-1948).

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72. Vocational Guidance and Training.

India - July 1948.

Government of India to provide Technical
Training Facilities for Asian Students.

According to a statement made in the first week of July to a press representative by Dr. Jyama Prasad Hookherjee, Minister for Industry and Supply, Government of India, the Government has offered to give technical training to candidates from other Asian countries in India's own factories and polytechnics. This was being ~~done~~ done under the scheme of regional co-operation which was decided upon by a resolution passed at the recent session of the United Nations Economic Commission for Asia and the Far East at Cotonou. Dr. Hookherjee is reported to have added that all Asian countries had expressed great eagerness to benefit from the proposal.

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

85. Benefits Organised or paid by Employers.

India - July 1948.

India: Coal Mines Bonus Scheme for Colliery Workers.

On 5 July 1948 the Government of India published the Coal Mines Bonus Scheme framed under section 6 of the Coal Mines Provident Fund and Bonus Schemes Ordinance, 1948 (vide pages 90-91 of the report of this Office for May 1948). The Bonus Scheme applies to all coal mines in West Bengal, Bihar, the Central Provinces and Berar and Orissa, and will have retrospective effect from 12 May 1947 in respect of the coal mines in West Bengal and Bihar; and, from 10 October 1947 in respect of the coal mines in the Central Provinces and Berar and Orissa.

Every employee in a coal mine to which the Scheme applies is eligible to qualify for a bonus except for the period during which (a) his basic earnings exceed 300 rupees per month; or (b) he is employed as a mali, sweeper or domestic servant on domestic and personal work; or (c) he is employed in a State Railway Coal mine on pay and under conditions of service, which for the time being, are similar to those obtaining in other Railway establishments; (d) he is employed as a labourer of a contractor for building, brick making or tile making. An employee in a coal mine in Bengal and Bihar will ^{qualify} for the bonus for the period 12 May—31 December 1947, if he has put in an attendance for not less than 121 days in case of underground piece work and not less than 169 ~~days~~ days for other employment. In respect of the subsequent quarters, he will be qualified if he puts in attendance for not less than 54 days in case of underground piecework and for not less than 66 days in case of other work. The qualifying conditions in respect of Central Provinces and Berar and Orissa miners are that a worker should have put in attendance for not less than 60 days in case of underground piecework and for not less than 65 days in case of other work for each quarter. For the broken period 10 January to 21 March 1948, the minimum days of attendance are 54 days in case of underground pieceworkers, and 59 days in case of other workers. A worker who participates in illegal strikes will not be entitled to get bonus for the period in which the strike occurs.

Colliery workers in Bihar, ^{West} Bengal, the Central Provinces and Orissa will be entitled to a quarterly bonus equal to one-third of their basic wages. Bonus will be payable within two months from the last date of the quarter to which it relates. Bonus for the period upto 30 June 1948, will be payable according to the directions of the Central Government. A sum equivalent to three annas in a rupee on the amount of bonus will be deducted as contribution to the provident fund. (The Gazette of India Extraordinary, 5-7-1948)

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37. Public Health.

India - July 1949.

Post-Graduate Training in Medicine:
Committee to explore expansion of
Facilities.

On 22 June 1948 Rajkumari Amrit Kaur, Health Minister, Government of India, inaugurated the deliberations of a Committee appointed to consider the question of upgrading of existing medical institutions in India. The Committee, which is under the chairmanship of Sir A. Lakshmanaswami Mudaliar, Vice-Chancellor of the Madras University, has been entrusted with the task of visiting important medical colleges of India and medical institutions such as the All-India Institute of Hygiene and Public Health and the School of Tropical Medicine, Calcutta; the Tata Memorial Hospital, Bombay, and the King Institute, Guindy, for exploring the methods of upgrading particular departments or sections in these institutions in order to develop post-graduate training and research facilities of a high order which would become available to the provinces concerned as well as other parts of India. The Committee is expected to finish its work within the next five months in view of the Government of India's intention to proceed with the ~~xxx~~ execution of a scheme of expansion of health services in India. The scheme is intended, apart from providing training and research facilities in special medical subjects, to help in the production of an adequate number of trained workers who ~~will~~ will form a reservoir on which to draw for the staffing of the All-India Medical Institute which the Government of India has decided to establish in Delhi.

Inaugurating the Committee Rajkumari Amrit Kaur said that the idea of developing post-graduate training facilities in medicine on a sufficiently large scale to enable India to meet her own needs as far as possible was emphasised by the ~~Thoro~~ Committee in its report which had recommended that the steps taken to achieve this end should include (a) an overseas training programme whereby a relatively large number of selected men and women doctors should be given opportunities to obtain ~~intensive~~ intensive training under specialists in Western countries; (b) the establishment, in the first instance, of one large All-India Medical Institute for providing teaching and research facilities in all the major branches of professional education for health workers; (c) four similar institutes in other parts of this vast sub-continent; and (d) the expansion of existing departments for special ~~xxxx~~ subjects in provincial centres, with the help of the Central Government, in order to enable these centres to function on an all-India basis. ~~The fact remains~~

The last recommendation also included the suggestion that, in view of the special geographical distribution of certain diseases such as filariasis and leprosy, provincial centres for the development of special facilities for instruction and research in these subjects would have to be established in suitable areas where abundance of clinical material and other favourable conditions existed. The Government of India had accepted in principle the need for promoting the provision of adequate training facilities in the medical field in India itself and would along with provincial Governments, explore all practicable possible means of achieving this end.

(The Hindu, 24-6-1948).

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CHAPTER 9. LIVING STANDARDS.

INDIA - JUNE 1948.

91. Nutrition.

East Punjab: Committee on Nutrition
Constituted.

A provincial Committee on Nutrition has been appointed under the chairmanship of the Financial Commissioner, Revenue and Development, Government of East Punjab. The Committee will secure co-ordination of the policies of provincial Departments in matters concerning nutrition in the province in all its aspects, including organisation, research and surveys, education, production of nutritive foods, training, publicity and propaganda, the special requirements of groups and school feeding.

(The Statesman, 13-7-1948).

Bombay: Government to Experiment with
Supply of Nutritious Food for Children.

The Government of Bombay intends to try, as an experimental measure, a scheme, which will provide nutritious foods to under-nourished children attending Municipal primary schools in Bombay, to ascertain whether such a diet will improve the health of the children. The Nutrition Officer to the Government has requested the Municipal Schools ~~Committee~~ Committee to select groups of schools where the attendance is from localities which have the same standard of living for the purposes of the experiment.

In one school the children will be supplied with nutritious food such as milk or milk beverages, vitamin tablets, bananas, peanuts or gram, whereas in another the children will continue with their normal diet. At the end of a specified period the health conditions of the children of both ~~schools~~ schools will be compared and statistics worked out. The entire expenses of the scheme will be borne by Government.

(The Times of India, 24-6-1948).

(87)

Centre to subsidise Fish Industry:
Mechanized development planned.

With a view to help in meeting the food shortage, the Government is taking steps to develop and mechanize India's fish industry. Under the scheme the central Government will subsidise fisheries development in provinces. Banks and ponds will be surveyed and supplied with fry or fingerling of quickly growing varieties. Experimental deep-sea fishing will also be conducted in Bombay and Madras. A trawler is to be used for surveying potential off-shore fishing grounds in Bombay. The needs of the industry are modern fishing vessels and implements, adequate refrigerated storage and transport and improved curing of the fish. There are some cold storage facilities at places near the sea coast for keeping chilled fish, particularly in Bombay, Calicut, Madras and Calcutta. These will be increased.

The annual production of fish in India is estimated at 17,950,000 mannds, a third of which is fresh water fish, allowing a per capita consumption of only 0.2 oz a day.

(The Statesman, 12-7-1948).

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92. Housing.

India - July 1948.

Madras: Occupancy Rights to Landless Harijans:
Special Committee's Proposal.

During a recent visit to Tanjore by the Madras Premier, in connection with certain agrarian dispute, a special committee consisting of mirasdars, and kisans was appointed to report on the question of purchase and assignment of house-sites for Harijan labourers. The Committee at a meeting held on 6 July 1948 decided to recommend to the Government that house-sites should be assigned or leased, only to landless Harijans and landless agricultural labourers, and that house-sites might be sold with full rights of ownership to those willing to pay for them. In cases where the Harijans or labourers could not, or did not pay for the house-sites, the sites should be ~~made~~ made over to them with the restriction that they would be inalienable but could be inherited at a nominal rental value fixed by the Government.

(The Hindu, 9-7-1948).

East Bengal: Facilities to be offered to
Railway Personnel to construct own Houses.

To ease the prevailing shortage of accommodation, the Government of East Bengal has decided to offer facilities to railway personnel to construct their own houses. It is proposed to authorise railway staff to withdraw from their Provident Funds or to give them an advance which will be recoverable from their salary in 10 years. Further, the railways will provide land on lease for a period of 99 years, and also help in obtaining building materials.

In order to ensure uniformity in the development of a well designed colony, quarters will be built according to plans and specifications approved by the railway authorities; the latter will also provide roads, street lighting, ~~sanitation~~ ~~with~~ drainages, etc. It has been suggested that the staff themselves form a co-operative ~~building~~ ~~society~~ which will undertake the work of construction, ~~in~~ the railways providing any technical advice considered necessary.

(The Statesman, 5-7-1948).

93. Co-operation.

India - July 1948.

Plans for Co-operatives for Refugees: Rehabilitation Loans to be granted only through Co-operatives.

The Ministry of Relief and Rehabilitation, Government of India, has prepared schemes to provide employment and grant rehabilitation loans to refugees. To make such assistance effective, it will be given to co-operative societies of refugees and not to individuals. A Committee has also been set up to formulate plans for promoting co-operative enterprise among refugees in Delhi province and to make recommendations regarding the necessary administrative machinery.

Terms of reference. The committee will (a) suggest the fields in which co-operative enterprise may be encouraged and the number of societies which may be set up in Delhi province consistently with its economy and absorptive capacity; (b) recommend the constitution and strength of co-operative societies of various types; (c) recommend the financial and other assistance to be granted to societies; (d) determine requirements of raw materials, equipment, etc., that should be made available to societies to enable them to function effectively, and propose ways and means for quick procurement of such materials and equipment; and (e) suggest the administrative machinery which should be set up in Delhi province in order to organise societies quickly and supervise and guide them.

The committee has already submitted a tentative list of industries for which co-operative societies can be set up in Delhi and the Government of India has asked those desirous of obtaining loans for promoting small-scale industries to submit their schemes together with the certificate of registration of the society. The Government has pointed out that assistance or loans will be given only to such societies whose members agree to work in the trades selected by them and do not run it as a commercial concern. All members of a society must take part physically in producing goods and derive such benefits as might eventually accrue to the society. If it is found that the members of a society are merely working as directors while the work of producing goods is being done by hired labour, the Government might withdraw the assistance and wind up the society.

(The Minister, Statesman, 24-6-1948 and 9-7-1948).

94. Education.
India - July 1948.

R

West Bengal: Adult Education Committee
Constituted.

By a Resolution dated 18 June 1948, the Government of West Bengal has constituted a Committee consisting of 20 members to examine the problems relating to adult education in the province. The Committee will function from 25 June 1948, and it is required by its terms of reference to "consider the problems of adult Education in West Bengal and to advise Government in regard to the lines on which such education should be promoted, the methods, organisation and the administrative machinery to be pursued and set up in this connection with a view to ensuring a speedy and effective solution of such problems". The Committee has been requested to submit its report by the end of July 1948.

(The Calcutta Gazette, dated 1 July 1948,
Part I, page 886).

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Three Year Plan to increase Literacy:
Appointment of Social Education Board
Proposed.

It is understood that a Committee on Adult Education appointed by the Central Advisory Board of Education, in its final report to the Government has proposed a three-year programme to raise the percentage of literacy in India from the present figure of 10 per cent to 50 per cent.

Board of Social Education proposed.- The Committee has suggested that provincial and State Governments should be directed immediately to prepare adult education and literacy schemes so that the work can be started by January 1949. The Central Government should meet half the cost of schemes in provinces and States by subventions. Backward and poor areas should receive greater assistance.

To direct and co-ordinate activities in provincial and State Governments in this matter, the appointment of a social education board consisting of experts has been recommended. Schemes for different areas will be examined by the Board which will then suggest grants from Central revenues for the implementation of these proposals. It will also suggest legislation, if necessary, to raise the required personnel by conscription or otherwise. Its functions will also include making arrangements for visual and aural education throughout the country and examination of periodical reports on the working of the schemes. The proposed Board should further tackle the problem of providing adequate paper for the large number of text books which will be necessary in connection with the three-year plan and on the preparation of literacy pamphlets.

It has emphasised that an all out effort should be made to utilise all available educated personnel, particularly from among the refugees and superfluous and displaced Government employees who should be specially trained to work out the schemes.

Finally, the Committee proposed that the Central Government should send educationists, at least one from each province, to foreign countries, particularly ~~France, Germany~~ to Russia, China, Mexico and the United Kingdom to study the systems of education there.

(The Statesman, 10-7-1948;
The Hindu, dated 11-7-1948).

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Madras: Arrangements for Adult Education:
Ten-year scheme to be drawn up.

In reply to an interpellation in the Madras Legislative Assembly on 19 July 1948 the Education Minister, Mr. F.S. Avinashilingam Chettiar, said that a Cabinet Sub-Committee had been constituted to draw up a scheme for removing illiteracy from the province and the Government expected to finalise the scheme as early as possible. It was estimated that within a period of ten years illiteracy would be finally liquidated. The Minister further stated that a scheme of adult education under which grants are given to adult literacy schools opened throughout the province had already been introduced and arrangements had been made to train teachers for adult literacy work. The Government had also introduced a scheme of compulsory elementary education in selected villages in each district. The scheme would be extended to other areas in due course.

(The Hindu, dated 20-7-1948).

Bombay: Compulsory Provision of Adult Education
for Employees within Working Hours: Adult Education
Conference proposals.

A Conference on Adult Education, convened by the Educational Adviser to Government of Bombay and attended by over 40 official and non-official workers in the field of adult education was held in Bombay on 5 and 6 July 1948. The Conference which was inaugurated by Mr. B.G. Eker, Premier of Bombay, suggested, *inter alia* that employers of large scale labour should be required by law to make arrangements for "adult education" of their employees within working hours. Other recommendations of the Conference include: (a) large scale organisation of adult education with the object of liquidating the greater part of illiteracy and imparting ~~some~~ social education to adults within the next five years; (b) the utilisation of all available resources in personnel including teachers of Government and private schools, students of high schools and colleges, voluntary official and non-official workers and the existing agencies of the various Government Departments for the purpose of adult education; (c) provision for compulsory literacy within a definite period for all illiterate Government employees below a certain age and prohibition of employment of illiterate persons in future; (d) widening of the content of "adult education" to include health and civic education, provision of cultural and recreational facilities, training in simple forms of craftwork and imparting all

useful general knowledge in addition to literacy.

The Conference further recommended that it should be obligatory on all primary schools to run one Social Education Centre and all Secondary Schools to run at least two Social Centres for the education of the adults. Finally, the Conference stressed the importance of production of suitable literature and other teaching aids and devices to guide the teachers in their work and to facilitate the learning of reading and the acquisition of knowledge by adults.

(The Bombay Chronicle, 9-7-1948).

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

INDIA - JULY 1948.

111. Agriculture.

Mysore: Land Revenue Reform: Inquiry Committee
to be appointed.

On 22 June 1948 the Revenue Minister, Government of Mysore State, announced in the Mysore Legislative Council that the State Government had decided to appoint a Committee to go into the question of land revenue reform in the State.

The terms of reference of the Committee are (1) to examine whether the existing system of land assessment based on classification of lands into dry, wet and garden requires modification in the interest of progressive agricultural economy and to consider the feasibility of substituting for it a basic land tax and a graduated scale of tax on agricultural income with its financial implications; (2) to examine the desirability of granting exemption or relief from assessment or taxation to uneconomic holdings and to recommend suitable steps for preventing fragmentation of holdings; (3) to examine the existing rules for the grant of remission of land revenue and to suggest measures for further liberalizing them; (4) to examine the need for a tenancy law on the lines of the Bombay Tenancy Act and similar legislation elsewhere in India and suggest measures for suitable legislation in the State; (5) to consider ways and means by which an adequate return on capital outlay on irrigation projects may be ensured; (6) to consider the feasibility of simplifying land tenures by abolition of jodi (Inam) and Jahgir tenures and to recommend the principles for payment of fair compensation in respect of each class; (7) to examine the desirability of abolishing or modifying the levy of various cesses on land revenue and (8) to make such other recommendations as the Committee may consider necessary or desirable.

(Mysore Information Bulletin,
30 June, 1948;
The Hindu, dated 25-6-1948).

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Conditions of Agricultural Labour:
Government of India to undertake
fact-finding Survey of 1000 villages.

To improve the condition of agricultural labour the Government of India, it is learnt, will shortly hold a fact finding survey covering about 1,000 villages in provinces and States in India. This will be the first step in the Government's plan to benefit India's largest category of workers viz., the landless labourers who, it is estimated, are about 17 per cent of the total population. The landless labourers also form the main source of labour supply for industry, plantation, building and all other casual work. The investigations will further provide the Government with actual data regarding the economic and general position of this class of workers, on the basis of which suitable ameliorative legislation can be framed.

The survey will take the form of detailed investigation to be carried out in about 1,000 villages. One hundred villages will be selected in consultation with the provincial Governments from different economic zones in each province. Similar enquiries will be conducted in the States also in consultation with the Ministry of States. It is understood that a special staff of about 70 investigators are being appointed for the purpose, and the survey is expected to be completed in about six to twelve months.

The questionnaire, which has been finalised by the Ministry of Labour in this connection, shows that the survey will consist of a general investigation about the villages and the families resident and detailed investigations as regards employment and earnings of workers, the family budget, their indebtedness, etc. The general survey of the villages will be concerned with the number of families living in a village whether they are cultivating owners, tenants or wage earners, the total cultivated area, the area of cultivable wastes, the area under each crop and the yield, the average daily or piece-work income and the size of the holding. The surveys will also cover the employment and earnings of each member of the family, the number of days employed and unemployed, wage rates, etc. Two other parts of the questionnaire deal with the annual consumption, expenditure on the family on cereals and pulses, whether the quantity was produced on the farm or received as wages or purchased and the annual budget of the family showing the income and the expenditure on food, clothing, fuel and lighting, house rent and repairs, miscellaneous consumption, social ceremonies, etc. The last part of the questionnaire deals with indebtedness, the rate of interest, method of paying interest, value of property mortgaged, etc. It will also show whether the family receives remittances from outside or whether debts were cleared by sale of capital assets.

The enquiry will also include investigation into forced labour, the relevant local customs and usages, and the existing legislation.

(The Hindustan Times, 18-7-1948;
The Hindu, dated, 19-7-1948).

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114. Officials.

India - July 1948.

Ceylon: Public Servants asked to keep away
from Whitley Councils: Ceylon Public Services
League's warning.

Reference was made at page 85, paragraph 114, of the report of this Office for June 1948 to the Ceylon Government's attempts to constitute Whitley Councils in departments having recognised associations of public servants. The Ceylon Public Services League, at a committee meeting held on 29 June 1948, decided to issue a directive to its members, pending a detailed statement on Whitleyism, warning them to "keep out of the trap of Whitleyism which the Government, through Heads of Departments, is now attempting to impose on public servants".

The directive blamed the Ceylon Government for having used its parliamentary majority to fragmentise public servants' unions, and also to reduce to the most negligible proportions the chances of those unions ever using even the limited trade union rights, the Trade Unions (Amendment) Bill (vide page 84, para 114, of the report of this Office for June 1948), confers. Since June 1947 public servants in Ceylon had successfully resisted the sustained attempts of the Government to inflict Whitleyism on a "staff side" so hopelessly lacking in any real bargaining power, and now, in order to make even more remote the possibility of the staff side pressing their legitimate demands in any direct and effective manner on the Government, Whitley Councils were being "offered".

Whitleyism, the directive declared, was a system to be worked in a spirit of collaboration. Whitley Councils in their ultimate analysis were nothing more (as far as the staff side was concerned) than "parleying" bodies where the official side held all the trumps. "Public Service associations in Ceylon suffer under the most serious and crippling restrictions". Departmental Whitley Councils would have the effect, of all practical purposes of further disintegrating the already fragmented Public Service ~~unions~~ associations. They would suffer in Whitley Councils not only under the limitations inherent in its machinery (routinism, delay, compulsory arbitration by a Government-nominated Board, etc.) but also under the crippling disadvantage of being bound hand and foot as far as any action outside of that machinery was concerned. The directive concludes that public servants should not allow themselves either to be attracted by the delusive glamour of sitting round a conference table with the departmental executives or be intimidated by them into acceptance of Whitleyism. Whitleyism was a snare.

(The Times of Ceylon, 22-6-1948).

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C.P. and Berar Pay Committee's Report:
Minimum Pay of 20 Rupees Recommended.

The fixation of a maximum of 1,500 rupees for heads of department, a minimum of 20 rupees for an adult unskilled worker, better remuneration for women and re-designation of the inferior service as Class Four are the main recommendations of the Central Provinces and Berar Pay Committee's report, the first part of which was published in the first week of July 1948. The recommendations also include revised scales of pay for the different classes of provincial gazetted and non-gazetted services and a reduction in the rates of dearness allowances. The Pay Committee, which was constituted on May 1947, with the Finance Minister, Mr. D.K. Mehta, as chairman, has yet to deal with leave, retirement benefits and other conditions of service and the committee's recommendations in regard to these will form the second part of the report.

Lowest workers' pay.- The committee agreed that for the lowest ranks of Government servants, belonging to the working and middle class families, a substantial upgrading of remuneration was needed. In fixing 20 rupees as the minimum for an adult unskilled worker, the committee considered it not reasonable when it was remembered that the family earnings of this class of employees were not confined to the salary of the head of the family. For semi-skilled and skilled workers the committee has recommended several scales ranging from a minimum of 25 rupees to a maximum of 250 rupees taking into consideration the nature of the training to be undergone, the period of training required and the earliest age at which an average man can acquire the requisite skill. For an entrant to the lowest ranks of the clerical services, for which the minimum qualification is the matriculation, the committee has recommended the scale of 45 to 80 rupees with an efficiency bar at 60 rupees.

Classification of services.- The committee has reduced the present 500 scales to 90. In those departments where a Class One service exists and where there is no possibility of differentiation as junior and senior charges the scale of 350 rupees to 850 rupees has been recommended. Where such differentiation is to be prescribed a junior scale of 300 rupees to 550 rupees and a senior scale of 450 rupees to 850 rupees have been suggested. For Class Two services basic scale of 225 rupees to 600 rupees and for Class Three service a minimum of 100 rupees have been recommended.

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Upper division clerks are given a minimum of 75 rupees in the Secretariat and 70 rupees elsewhere and select grade 150 rupees in the Secretariat and elsewhere. Stenographers in small offices and in smaller districts will get a scale of 30 rupees to 150 rupees and in bigger districts 100 rupees to 200 rupees. Secretariat and High Court stenographers will have a scale of 100 rupees to 250 rupees. Superintendents in offices of heads of departments have been given a scale of 250 rupees to 375 rupees, while those in the Secretariat will get 250 rupees to 450 rupees.

Dearness allowance.- Dearness allowance recommended by the committee range from 18 rupees for those getting below 50 rupees per month, ~~then~~ in Subulpoore and Bagpar and 16 rupees elsewhere to a maximum of 100 rupees to those getting up to 1,000 rupees as salary.

Other recommendations.- Other recommendations of the committee ~~include~~ include the raising of the retirement age, in the case of superior service, from 55 years to 58 and the provision of facilities to lower grade employees to acquire necessary qualifications for promotion to higher services.

(Amrita Bazar Patrika, 6-7-1948;
The Times of India, 6-7-1948).

Pakistan: Interim Relief to Subordinate Staff:
Pay Commission's Proposals.

With a view to affording immediate interim relief to the low paid employees of the Central Government, the Pakistan Pay Commission (vide page 79, paragraph 114, of the report of this office for February 1948) has recommended the grant of some of interim relief for those whose pay does not exceed 175 rupees per month. The final recommendations will be announced later.

The proposals have been accepted by the Government and will be effective from 1-4-1948. The recommendations involve an annual extra expenditure of 8,400,000 rupees, including 5,200,000 rupees in the cases of railway and post and telegraph employees and 3,000,000 rupees in the case of employees in the other Government services.

('Lawn', dated 30-6-1948).

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115. Working Conditions of Intellectual Workers
and Liberal Professions.

India - July 1948.

Bombay: Parulekar-Ghate Committee's Recommendations
accepted: New Pay Scales for Secondary Teachers .

The Government of Bombay has generally accepted the recommendations made by the Parulekar-Ghate Committee with regard to the pay scales of secondary school teachers and fees in secondary schools (vide pages 49-50 of the report of this Office for December 1947).

Graduate trained teachers, as recommended by the Committee, will now receive a scale of 80 to 200 rupees. Annual increments will be permitted to be slightly varied, but they will not be less than 5 rupees. For Graduates the Committee had proposed a scale between 74 and 160 rupees. This also has been accepted. The scale for trained matriculation candidates will be between 56 and 120 rupees. The Government has not considered it necessary at this stage to adopt a further new scale for the Intermediate category of teachers, who have passed any of the Intermediate examinations of the University. Advance increments have been provided for those who obtain a 2nd or a 1st class in the graduate's or master's degree; three advance increments being provided for those who secure a 1st class.

Dearness allowance.- Secondary teachers will in addition get dearness allowance and other compensatory local or house rent allowances in accordance with the scales for Government servants. The Government will continue to give dearness allowance grant at 50 per cent as heretofore. As regards Bombay City and Island, the Government will sanction consolidated pay-scales which will take into account the basic pay scales and the compensatory local and house rent allowances available in ~~urban~~ Bombay City and Island.

Grants on basis of expenditure.- The Committee's suggestion that grants on approved expenditure were the most satisfactory system of grant-in-aid to the secondary schools, has been accepted, and the payment of maintenance grants to non-Government secondary schools have been accordingly revised. Fee scales for secondary schools as recommended by the Committee, have also been revised.

(People's Raj, dated 29-5-1948, issued by
the Directorate of Publicity, Government
of Bombay).

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117. Shopworkers.
India - July 1948.

Assam: The Assam Shops and Establishments Act,
1948 (Assam Act XIII of 1948).

The Assam Shops and Establishments Bill, (vide page 5 of the report of this Office for November 1947), as passed by the Assam Legislative Assembly on 1 April 1948, received the assent of the Governor of Assam on 17 June 1948 and has now been gazetted as the Assam Shops and Establishments Act, 1948 (Assam Act XIII of 1948). The Act which is to come into force in the first instance in certain specified urban areas on a date notified by the Government of Assam, provides, inter alia, for the regulation of the hours of work, holidays, payment of wages and leave of persons employed in shops, commercial establishments and establishments for public entertainments or amusement. The provincial Government has power to apply the provisions of the Act to such other areas or such other shops, commercial establishments or establishments for public entertainment or amusement in such other areas as may be specified by notification.

Powers of the Provincial Government.- The provincial Government has power to declare to be a shop, any premises which are not premises of a commercial establishment or of an establishment for public entertainment or amusement, to be a commercial establishment, any establishment which is not a shop or an establishment for public entertainment or amusement, and to be an establishment for public entertainment or amusement, any establishment which is not a shop or a commercial establishment. It has also the power to suspend the operation of all or any of the provisions of the Act in respect of any shop or commercial establishment, or establishment for public entertainment or amusement.

Establishments not covered by the Act.- The Act does not apply to certain specified establishments, shops and persons the more important of which are: offices of or under the Central or provincial Government, any bank, any Federal Railway or any local authority, any railway service, ~~motor~~ motor transport service, tramway or motor service, postal, telegraph or telephone service, undertakings which supply power, light or water to the public, clubs, boarding-houses, stalls and refreshment rooms at railway stations, establishments for the treatment or care of the sick, infirm, destitute or mentally unfit, shops dealing mainly in vegetables, meat, fish, etc., shops dealing mainly in medicines or other medical requisites, shops dealing in petroleum products, excise shops, any person employed in managerial or confidential capacity and such other establishments, shops or persons as the provincial Government may by notification exempt from the operation of the Act.

Employment of young persons.- The Act prohibits the employment of children under 15 years of age in any shop, commercial establishment or establishment for public entertainment or amusement.

Hours of work and holidays.- No hours of work have been prescribed for persons employed in commercial establishments. Persons employed in a shop shall not be required or permitted to work in such shop for more than 9 hours a day and for more than 50 hours in any one week. No shop shall remain open after 7 p.m. and the closing hour may be extended by 50 minutes after 7 p.m. if any customer was being, or was waiting in the shop to be, served at such hour. A rest interval of one hour after the first four hours continuous work, restriction of the spread-over of working time to 12 hours in a day, and a weekly holiday with pay of one whole day, are among the other benefits granted to persons employed in shops. In addition to a weekly holiday the provincial Government may require in respect of every shop, or of any specified class of shops that they shall be closed at such hour as may be specified in the afternoon of one specified day in each week. The Act provides that persons employed in a commercial establishment should be allowed as holiday with pay at least one and a half days in each week.

The hours of work for persons employed in establishments for public entertainment or amusement are 10 a day. No person employed in such establishment shall be required or permitted to work for more than eight hours in any one day unless he has been allowed an interval for rest of at least one hour during that day, and for more than six hours in any one day unless he has been allowed an interval for rest of at least half an hour during that day, the maximum spread-over of working time being 14 hours a day. All wages payable to persons employed in shops and other establishments shall be payable not later than tenth day of the month immediately succeeding that in the respect of which such wages are payable.

Leave.- Persons employed in shops and other establishments are entitled after every twelve months' continuous service, to privilege leave on full pay for a period not exceeding 15 days and to leave on medical certificate on half pay for a period not exceeding one month. The employees are also entitled in every year to casual leave on full pay for a total period not exceeding 10 days, and leave of absence for a period not exceeding 5 days in any one year for religious purposes. Neither the privilege leave nor the casual leave can be accumulated.

Records, Registers and Inspection.- Provision has been made for the maintenance of such records and registers as may be prescribed, by every shop-keeper and employer of an establishment for public entertainment and amusement and for the appointment of Inspectors for the purposes of the Act.

Penalties.- Penalties are prescribed for contravention of the various provisions of the Act: the penalty for contravening the provisions relating to closing of shops, hours of work and holidays in shops and other establishments, being a fine up to 250 rupees for a first offence and a fine of 300 rupees for a second or any subsequent offence.

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

By a notification dated 26 June 1948 the Government of the United Provinces has exempted all shops and commercial establishments engaged exclusively in the business of supply on hire of petrolax lamps or music bands on ceremonial occasions, from the provisions of section 6, 10 and 11 of the Act, specifying in opening and closing hours of shops and establishments and requiring the closure of shops and establishments on one day in a week and on all holidays for Government ~~tax~~ treasures notified in the Gazette. By a similar notification under the same date the Government has exempted all commercial establishments in the province running or maintaining Air Services from the above provisions of the Act subject to the condition that every employee thereof shall be allowed one full day's holiday in a week by rotation.

(Notification No. 803/XVIII/950(L)-48,
dated 26 June 1948;
Notification No. 16(LL)/XVIII-696(L)-48,
dated 26 June 1948;
The United Provinces Gazette, dated
3 July 1948, Part I, page 429).

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

Economic Questions

- 1) Indian Central Cotton Committee Twenty-Sixth Annual Report for the year ended 31st August 1947: Printed at British India Press, (Progs. Leaders' Press Ltd), Bombay: Price Rs. 2/=: pp. vi+150.
- 2) Department of Commercial Intelligence and Statistics, India: Trade Statistics Relating to the Maritime States in Kathiawar and the State of Travancore: August 1945: Published by order of the Governor-General in Council: Printed by the Government of India Press, Calcutta, India: Published by the Manager of Publications, Delhi, 1948: Price Rs. 4/4/= or 6s. 9d.: pp. 157.
- 3) Department of Statistics: Statistical Abstract of the Baroda State, from 1936-37 to 1945-46: Published by Authority: Baroda: Printed at the Baroda State Press, 1948: Price Rs. 2-4-0: pp. 125.

Working Conditions

First Report of the United Provinces Labour Inquiry Committee 1946-48, Vol. I-Part I - Wages, Dearness Allowance and Bonus - Superintendent Printing and Stationery, U.P. Allahabad.

Living Standards

"Review of the Co-operative Movement in India 1939-46", Bombay 1948: Reserve Bank of India, Agricultural Credit Department Bombay: Printed by E.W. Dixor at the Times of India Press Bombay and published by K. Subba Rao for the Reserve Bank of India, Bombay: "Statistical Statement Relating to the Co-operative Movement in India for the year 1945-46 Reserve Bank of India, Agricultural Credit Department Bombay 1948, Times of India."