

INTERNATIONAL LABOUR OFFICE

INDIAN BRANCH

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Industrial and Labour Developments in May, 1948.

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

<u>Contents.</u>	<u>Pages.</u>
CHAPTER 1. <u>INTERNATIONAL LABOUR ORGANISATION.</u>	
11. <u>Political Situation and Administrative Action:</u>	
(a) Pakistan: New Ministry in Sind: Mr. Muhammad Azam in charge of Labour.	1
(b) Provincial Labour Ministers' Conference, New Delhi, 3 and 4 May 1948.	2-3
(c) Mysore Industrial and Labour Conference, Bangalore, 27-29 April 1948.	4
(d) Ninth Indian Labour Conference, New Delhi, 19-21-4-1948.	5-10
(e) 10th Session of Standing Labour Committee, New Delhi, 15, 16 and 17 April, 1948: Schemes for Industrial Truce Machinery and Provident Funds approved.	11
(f) Integration of Indian States in Indian Dominion: Enlarged Legislative Jurisdiction of Government of India.	12-14
12. <u>Press and Opinion:</u>	
Tribute to work of Preparatory Asian Regional Conference: I.N.T.U.C. General Secretary's Report.	15
CHAPTER 3. <u>PROFESSIONAL ORGANISATIONS.</u>	
31. <u>Workers' Trade Union Movements:</u>	
(a) United Provinces: Government recognises I.N.T.U.C. as Representative Labour Organisation in Province.	16
(b) Delhi Congress Committee to organise Delhi Branch to Hindustan Mazdoor Sevak Sangh.	17
(c) First Annual Session of Indian National Trade Union Congress, Bombay 16 and 17 May, 1948.	17-20
(d) Three National Labour Federations formed by Indian National Trade Union Congress.	21
(e) I.N.T.U.C. Most Representative Workers' Organisation in India: Government of India's Decision.	22-23
(f) Revised Constitution of All-India Railwaymen's Federation: Emphasis on Representation by Railwaymen in Service.	24

<u>Contents.</u>	<u>Pages.</u>
53. <u>Employers' Professional Organisations:</u>	
Annual General Meeting of Karachi Chamber of Commerce, Karachi, 27 April, 1948.	25-26
<u>CHAPTER 4. ECONOMIC QUESTIONS.</u>	
41. <u>Industrial and Mining Production:</u>	
North-West Frontier Province Industrial Conference, Peshawar, 26-27 April, 1948.	27-28
42. <u>Production and Export of Agricultural Products:</u>	
(a) Ten Million Tons More Food Needed yearly: Final Report of Foodgrains Policy Committee.	29-32
(b) Food Conference, New Delhi, 28 and 29 April 1948: Substantial easing of Food shortage.	33-34
43. <u>Foreign Trade and Exchanges:</u>	
(a) Bright Indo-Japanese Trade Prospects: Indian Delegation's Report.	35-36
(b) Establishment of Trade Relations with India: Japanese Trade Mission to explore Possibilities.	37
44. <u>Prices and Cost of Living:</u>	
(a) India: Textile Control Further relaxed.	38
(b) Rising Cost of Food Grains in Bombay: Government to open Fair Price Shops.	39
(c) Pakistan: Economic Controls Conference, Karachi, 26-28 April, 1948.	40-42
45. <u>Economic Development and Control:</u>	
(a) Burma's Forests to be Nationalised in Three Years: Premier's Message to State Timber Board.	43
(b) New Central Bank for Pakistan: State Bank of Pakistan to function from 1 July 1948.	43-44
(c) Textile Advisory Committee set up by Central Government.	44
(d) Bombay Government announces Industrial Policy: Emphasis on Balanced Regional Distribution of Industry.	45-47
(e) Burma to Nationalise Air Transport: Board appointed.	48
(f) Burma: Inland Waterways Transport to be Nationalised.	48
46. <u>Wages:</u>	
(a) Earnings of Factory Workers in British India during 1946.	49-51
(b) 28 Rupees Minimum Wage for Ahmedabad Textile Workers: Bombay Industrial Court's Award.	52

<u>Contents.</u>	<u>Pages.</u>
47. <u>Reconstruction Plans:</u>	
(a) All-India Congress Committee appoints Standing Committee for implementing Economic Programme.	53
(b) Hydro-Electric Development in Pakistan: Sir Henry Howard's Recommendations.	54-55
48. <u>Public Finance:</u>	
Pakistan: Estate-Duty Bill introduced in Legislature, 18-5-1948.	56
CHAPTER 5. <u>WORKING CONDITIONS.</u>	
51. <u>Hours of Work:</u>	
Madras: Draft Rules under Non-Power Factories Act, 1947, published.	57
55. <u>Women's Work:</u>	
Ceylon Women's Conference: ^{Lower} Labour Working Hours and Higher Pay than men demanded.	58
56. <u>Labour Administration:</u>	
(a) Inspection of Mines in British India: Report of the Chief Inspector of Mines for 1945.	59-62
(b) Madras Shops and Establishments Act, 1947: Inspectors appointed.	63
59. <u>General:</u>	
(a) Conditions of Work in Coffee Plantations in Mysore: Labour Department's Report.	64
(b) Bihar Workmen's Protection Bill, 1948.	65
(c) Working Conditions of Motor Transport Workers in Madras: Government accepts Tribunal's Award.	65-66
(d) Mysore: New Labour Legislation Planned.	66
(e) Bombay: Provision of Factories Act Extended to certain "Work Places".	66
CHAPTER 6. <u>GENERAL RIGHTS OF WORKERS.</u>	
65. <u>Individual Labour Contracts:</u>	
Orissa: Government Establishments Exempted from Provisions of Industrial Employment (Standing Orders) Act.	67

<u>Contents.</u>	<u>Pages.</u>
66. <u>Strike and Lockout Rights:</u>	
(a) Government of India: Notification under Industrial Disputes Act declaring Coal Industry Public Utility Service.	68
(b) Bihar: Cotton Textile Industry declared Public Utility Service.	68
(c) West Bengal: Sugar Industry declared Public Utility Service under Industrial Disputes Act.	68
(d) Bombay: Air Transport declared Public Utility Service under Industrial Disputes Act.	69
(e) Central Provinces and Berar: Measures to Prevent Illegal Strikes.	69
67. <u>Conciliation and Arbitration:</u>	
(a) Bombay: Amendment to Industrial Disputes (Bombay) Rules, 1947.	70
(b) United Provinces: Government Orders setting up Regional Conciliation Boards and Industrial Courts.	70-71
69. <u>Workers' Participation in the Management Or Profits of Undertakings:</u>	
(a) Government of India: Notifications relating to establishment of Works Committees.	72
(b) United Provinces: Factories employing more than 200 Workers ordered to set up Works Committees.	72-74
(c) Bonus for Estate Workers in Madras: United Planters' Association to consider Government proposal.	74
(d) Government of India: Expert Committee appointed to study Profit-Sharing.	75-76
CHAPTER 7. <u>EMPLOYMENT AND UNEMPLOYMENT.</u>	
71. <u>Organisation of the Labour Market:</u>	
(a) Factory Employment in India during 1946.	77-79
(b) Employment Exchanges in Indian States: to be co-ordinated with those in India.	80
(c) Number of Employment Exchanges in Pakistan to be increased.	80
(d) Employment Exchanges open to all Categories of Employment Seekers.	81
(e) India: Employment Exchanges: Working during March 1948.	81-82

Contents.

Pages.

72. Vocational Guidance and Training:

- (a) West Bengal: Government sets up Advisory Board for Mining Education. 85
- (b) Meeting of All-India Council of Technical Education, Bombay, 22 April, 1948. 84-85
- (c) Council of Technical Education Constituted by Government of Pakistan. 85

73. Migration and Colonisation:

- (a) 1948 Session of Ceylon Indian Congress, Ratnapura, 14-16 May 1948. 86-87
- (b) Annual Conference of Ceylon Indian Congress Labour Union, Ratnapura, 16 May 1948. 87-88

CHAPTER 8. SOCIAL SECURITY.

81. Social Insurance:

- Workmen's Compensation Act, 1923: -
- Working in Orissa during 1946. 89

85. Benefits Organised or paid by Employers:

- (a) India: Coal Mines Provident Fund and Bonus Schemes Ordinance, 1948. 90-91
- (b) Provident Fund for U.P. Government Servants: Pay Committee's Scheme accepted by Government. 91-92

CHAPTER 9. LIVING CONDITIONS.

94. Education:

- (a) Pakistan Government sets up Advisory Board of Education. 95
- (b) Committee on Secondary Education appointed by Government of India. 94

CHAPTER 10. INDUSTRIAL SAFETY.

101. Prevention of Accidents:

- (a) Accidents in Mines in India during 1945: Annual Report of the Chief Inspector of Mines in India. 95-96
- (b) Bihar: Draft Bihar and Orissa Boiler Attendants' Rules, 1948. 97

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

111. Agriculture:

- (a) Pakistan: East Bengal State Acquisition and Tenancy Bill 1948 introduced, 7-4-1948. 98-99
- (b) Bihar Abolition of Zamindaris Bill passed by Provincial Legislature. 99
- (c) All-India United Kisan Sabha formed by All-India United Left Front Party. 100

<u>Contents.</u>	<u>Pages.</u>
113. <u>Navigation:</u>	
(a) Dispute over Recruitment of Seamen: Strike threat by Bombay Seamen's Union.	101
(b) Service Conditions of Seafarers: Indian Dock and Port Workers' Federation to undertake Survey.	101
114. <u>Officials:</u>	
(a) West Bengal: Dearness Allowance for Government Employees increased.	102
(b) Madras Government's move to restrict Government servants' strikes: Rule regarding Recognition of Associations revised.	103
116. <u>Handicrafts:</u>	
Handloom Weavers in Sholapur: Report of Enquiry Committee.	104-105
117. <u>Shopworkers:</u>	
(a) Rest intervals for Bank Employees in Central Provinces: Notification under C.P. Shops and Establishments Act.	106
(b) Anomalies in Ceylon Shops Act: Government considering Revision.	107
(c) Mysore: Shop Assistants and Establishments Act to come into force on 1 HEZ June 1948.	107
<u>LIST OF THE MORE IMPORTANT PUBLICATIONS RECEIVED IN THIS OFFICE DURING MAY, 1948.</u>	108

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CHAPTER 1. INTERNATIONAL LABOUR ORGANISATION.

INDIA - MAY 1948.

11. Political Situation and Administrative Action.

India - May 1948.

Pakistan: New Ministry in Sind: Mr. Muhammad Azam
in charge of Labour.

Under instructions from the Governor-General of Pakistan, the Governor of Sind dismissed Mr. Khuro, the Premier of Sind, on 26 April 1948 and new Ministry with Pir Ilahi Bux Nawaz Ali took over Office on 3 May 1948. In the new Ministry Mr. Muhammad Azam is in charge of Food and Civil Supplies, Agriculture, Industries and Labour.

(The Sind Government Gazette, -
Extraordinary, dated 29-4-1948
and dated 4-5-1948).

2

Provincial Labour Ministers' Conference,
New Delhi, 3 and 4 May 1948.

A conference of Labour Ministers of provinces and important States (vide page 10 of the report of this Office for March 1948) was held at New Delhi on 3 and 4 May 1948 under the chairmanship of Mr. Jagjivan Ram, Labour Minister, Government of India. Besides Central Government officials, the Labour Ministers of the Provinces of Assam, Bihar, Bombay, the Central Provinces and Berar, East Punjab, Madras and the United Provinces and of the States of Cochin, Indore, Mysore and Travancore attended the conference.

Profit-sharing: Expert Committee to be set up.- The conference decided that an Expert Committee should be set up to advise as to what should be the fair remuneration for capital and as to how surplus profits should be shared between capital and labour. It was agreed that the committee should be composed of three representatives each of employers and workers, an economist and representatives of the Labour, Industry and Supply, Commerce and Finance Ministries of the Government of India. It was suggested that the Committee should be required to submit its report by the end of June.

Implementation of industrial truce resolution.- As regards steps necessary for implementing the industrial truce resolution (adopted by the Industries Conference in December 1947) the Conference decided that a Tripartite advisory committee should be set up both at the Centre and in the provinces to ~~implement~~ implement the truce resolution. The advisory committee would set up various sub-committees to deal with cases of production, industrial relations, wages, housing, etc. as might be found necessary.

The Central Advisory Committee which would be the pivot of the industrial truce machinery would consider the report of the expert committee on fair remuneration to capital. The sub-committee on wages under the Central Advisory Committee, would lay down the policy to be adopted in determining fair wages and in prescribing minimum wages under the Minimum Wages Act. The conference further suggested that sample agricultural surveys should be started without delay and that the Government of India should finalise its questionnaire for collecting statistical and other information in regard to agricultural labour.

Housing Board to be set up.- The conference discussed various schemes of housing, including a proposal to raise the necessary finance by a capitation tax on employment. The conference agreed that for a housing scheme special financial provision was necessary and recommended that the details should be finalised without delay and that the Government of India should take an early decision on the matter. It was admitted that it was impracticable to do without cement and steel in places like Bombay, where vertical development was necessary. On the other hand, in rural and semi-rural areas, where it was possible to erect single storey buildings, it was felt that experiments should be carried on with processed earth so as to find out whether suitable and lasting houses could be constructed, reducing to the minimum the use of building materials which were ~~scarce~~ scarce. The conference decided that the Central Government should set up a Housing Board and pass the necessary legislation to enable the Board to discharge its functions, such as raising of a loan, the building of houses, etc.

Employment Exchanges to be made permanent.- ~~XXXXXX~~ The conference recommended that employment should be included as a concurrent subject in the new Constitution. It was decided that the employment exchanges should be made permanent and their administration transferred to the provinces as early as possible. The Centre should, however, continue to co-ordinate their activities. As regards training centres set up by the Labour Ministry, it was decided that they should be continued for a further year on the existing basis and should be handed over simultaneously with the employment exchanges to the Provinces.

Strengthening of Factory Inspectorate.- In regard to factory inspection, the conference recommended that factory inspectorates in the provinces and States should be strengthened so that an adequate Inspection Service might come into existence by the time the new Factories Bill is enacted.

(The Hindu, dated 5 and 6-5-1948).

2
25

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Mysore Industrial and Labour Conference,
Bangalore, 27-29 April 1948.

A tripartite Industrial and Labour Conference convened by the Government of Mysore, met in Bangalore on 27, 28 and 29 April 1948, under the chairmanship of Mr. K.T. Bashyam, Labour Minister, Government of Mysore. The conference was convened with a view to evolving a plan for stepping up production and bringing about an industrial truce in the State.

The Conference recommended the setting up of an Industrial Advisory Council and called upon the Government of Mysore to advance, strengthen and invigorate its present industrial policy so as to ensure that the industrial resources of the State were developed to their fullest extent as expeditiously as possible. The conference ~~suggested the same~~ supported the resolution on industrial truce adopted at the Industries Conference in Delhi in December 1947 (vide pages 22-31 of the report of this Office for December 1947), and recommended the establishment of a machinery for a study and determination of fair wages and conditions of labour and fair remuneration for capital and for the association of labour in matters concerning industrial production through Works Committees for the settlement of disputes and Unit Production Committees for stepping up production.

The scheme as envisaged in the Draft Bill of the Government of India in regard to Workmen's State Insurance was generally approved and the conference then discussed minimum wage legislation, industrial housing, standardisation of work and wages in cotton textile industry, constitution of a regional employment advisory committee in Mysore, recreation centres for industrial labourers, improvement of the conditions of plantation labour, agricultural labour conditions and measures for increasing production.

With a view to securing a planned and properly developed cottage and small-scale industries, the conference recommended the creation of a separate Board for the purpose. It was also suggested that these cottage and small-scale industries could best be developed on a co-operative basis.

Committees set up for industrial peace, profit sharing etc.-
Mr. K.T. Bashyam, the Mysore Labour Minister announced at the conference that the Government of Mysore had appointed the following four Committees: the Industrial Peace Committee with the Home Minister as the chairman; the Profit Sharing Sub-Committee with the Finance Minister as the chairman; the Housing Sub-Committee with the Labour Minister as the chairman; and, the Plantation Committee with the Minister for Agriculture as the chairman.

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Ninth Indian Labour Conference, New Delhi,
19-21-4-1948.

The Ninth Session of the Indian Labour Conference was held at New Delhi from 19 to 21 April 1948. The Session was inaugurated by Mr. Jagjivan Ram, Minister for Labour, Government of India. The Conference was, attended by (i) 39 representatives of the Labour Ministries of the Government of India, provincial Governments and the States of Gwalior, Indore, Mysore, Cochin, Baroda and Travancore; (ii) 11 delegates and 11 advisers representing the All-India Organisation of Industrial Employers, the Employers' Federation of India and independent employers; and (iii) 11 delegates and 11 advisers representing the Indian National Trade Union Congress, the Indian Federation of Labour and independent workers. Mr. K.E. Matthew, the Acting Director of this Office, attended the Conference as an observer.

I. Items on the Agenda.— The Ministry of Labour, Government of India, submitted to the Conference memoranda on the following items placed on the agenda of the Conference: (1) Report on the activities of the Central, provincial and State Governments on labour policy and administrative action during the year 1947; (2) A survey of the present position in regard to Works Committees; (3) A brief report of the activities of the Directorate General of Resettlement and Employment during the year 1947; (4) Statement showing action taken on the decisions arrived at the Indian Labour Conferences and the Standing Labour Committees; (5) Replies of the Government of India to the I.L.O. questionnaires issued in connection with the 31st Session of the International Labour Conference; (6) Implementation of the Industrial Statistics Act, 1942, for the collection of labour statistics; (7) Provision for old age — institution of provident funds and insurance schemes; (8) Decasualisation of labour in main industries; and (9) Implementation of the Resolution regarding Industrial truce.

Item I: Report on the activities of the Central, provincial and State Governments on labour policy and administration during the year 1947.— The memorandum on this subject consists mainly of a review of the activities of the Central, provincial and State Governments on matters relating to labour during 1947. The more important among these have already been reported separately in the monthly reports of this Office for the year 1947.

Item II: A survey of the present position in regard to Works Committees.— Prior to the passing of the Industrial Disputes Act, 1947 (vide page 1 of the report of this Office for March 1947), Labour Welfare Committees, more or less on the lines of the model constitution prepared by the Department of Labour were functioning in most of the central industrial establishments. Under the Industrial Disputes Act the appropriate Government may by a general or special order require

2

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an employer to constitute a Works Committee. As regards undertakings connected with mines and coalfields, the Government of India has delegated to the Chief Labour Commissioner the power to issue such orders. In regard to federal railways and Central Government's own undertakings, e.g. Posts and Telegraphs, Mints, Ordnance Depots, Presses etc., the Chief Labour Commissioner has been asked to undertake a review of the existing position and to submit his recommendations for the formation of Works Committees in accordance with the provisions of the Act. The Central Government has further made rules known as the Industrial Disputes (Central) Rules, 1947, which extend to all Chief Commissioner's Provinces and all Central Government undertakings and to major parts, mines and oilfields. The Rules, inter alia deal with the constitution of Works Committees in industrial establishments employing one hundred or more workmen.

In the provincial sphere rules under the Industrial Disputes Act, including rules regarding Works Committee, have been finalised in Madras, Bihar and Assam. The Government of Madras and the Chief Commissioner, Ajmer-Merwara, have already issued orders under the Act requiring the setting up of Works Committee in all undertakings employing 100 persons or more. In the U.P., the provincial Government could not hitherto devote much attention to the matter on account of the highly disturbed labour situation that obtained in the Province but it has now taken up the question of having Works Committees in the sugar industry, where labour is generally organised, and proposes to tackle the other industries shortly in the light of the experience gained in the sugar industry. The Government of Assam contemplates taking action in pursuance of section 3 of the Act.

Referring to the questionnaire issued by I.L.O. relating inter alia to Works Committees in connection with the 51st session of the International Labour Conference, the memorandum states that opinion among the provincial and State Governments in India and of organisations of employers and workers, who were consulted with reference to the questionnaire, is generally in favour of some form of international regulations on the subject. The Government of India accordingly proposed to support action in that direction at the forthcoming International Labour Conference.

Item III: A brief report on the activities of the Directorate General of Resettlement and Employment during the year 1947.— As a result of the partition of India on 15 August 1947, the Indian Dominion was left with 7 Regional and 45 Sub-Regional Exchanges, one Central Employment Exchange and 15 District Employment Offices. During the course of the year 7 new District Employment Offices and one new Sub-Regional Employment Exchange were opened in East Punjab. Since the inception of the Employment service in India over 277,000 employment seekers have been placed in employment. During the period October to December 1947, 64,224 displaced persons from Pakistan were registered with the Employment Exchanges, and employment was found for 10,566 of these applicants.

Item IV: Statement showing action taken on decisions arrived at the Indian Labour Conferences and Standing Labour Committees.- This statement covers the period from the first meeting of the Standing Labour Committee in November-December, 1942 to the Ninth meeting of the Standing Labour Committee in July 1946. It gives particulars of action taken by the Central, provincial and State Governments on various subjects including (1) setting up of Tripartite Collaboration Machinery in provinces; (2) "Fair Wage" clause in Government contracts; (3) collection of statistics of wages and earnings under the Industrial Statistics Act, 1942; (4) provision of minimum wages; (5) industrial housing and the responsibility of the employer in connection therewith; (6) the Mine Workers' Charter as proposed by the Coal Mines Committee of the I.L.O.; (7) revision of the Indian Factories Act; and (8) revision of the Employment of Children Act, 1939.

Item V: Replies and comments by the Government of India on I.L.O. Questionnaires.- The memorandum on this subject gives side by side the questionnaires issued by the International Labour Office and the answers to them given by the Government of India on vocational guidance; ~~protection of wages~~ Fair wages clause in public contracts; Protection of wages (first discussion); freedom of association and protection of the right to organise; and application of the principles of the right to organise and to bargain collectively; collective agreements, conciliation and arbitration, and co-operation between public authorities and employers' and workers' organisations; and, it also reproduces the proposed texts of the revised Conventions concerning the night work of women and young persons employed in industry.

Item VI: Implementation of the Industrial Statistics Act, 1942, for the collection of labour statistics.- Arrangements have now been made for the collection of statistics under the Act on the following subjects: (a) Employment and unemployment; (b) attendance; (c) wages and earnings; (d) hours of work and (e) industrial and labour disputes. Two forms have been designed: one on employment and attendance and the other on earnings and hours of work separately for each of the sectors (i) factories (ii) plantation and (iii) tramways and motor transport. The first form deals with Employment and Attendance and calls for the minimum information every month. The second form deals with earnings and hours of work and calls for information in respect of one wage period every quarter. With the information obtained in this form the Government of India hopes to be able to ratify Part II of the I.L.O. Convention No. 65 on Statistics of Wages and Hours. Similar forms for mines were accepted at a Tripartite Conference being prescribed under the Indian Mines Act. Forms have also been designed for Railways and Ports and Labour and are under ~~reference~~ reference to the Ministries concerned. It is proposed that the primary compilation should be done by the provinces in the manner prescribed by the Centre and sent to the Centre where they will be collated on an all-India basis. Provincial Governments, may, however, carry out any additional tabulations that they may require for their own administrative purposes.

Co-operation of Indian States will also be sought in collecting the statistics.

Item VII: Provision for old age - institution of provident funds and insurance schemes.- The memorandum on this subject explains the general need for organising social security services. The main points which arise for consideration, according to the memorandum, are: (a) whether schemes for compulsory provident fund should be set up covering all industrial workers; (b) what should be the rate or contribution and how should the proposed fund be administered; and (c) whether a part of the contribution to the provident fund should be utilised to provide a scheme of compulsory insurance against the risks brought about by death, while in employment.

Item VIII: Decasualisation of labour in main industries.- As a beginning, a scheme for the decasualisation of textile labour in the Province has been prepared by the Government of Bombay. The Provincial Labour Advisory Board, has set up a Committee consisting of six members with the Joint Secretary to Government, Labour Department, as the convener, to consider the scheme. The report of the Committee will be considered by the Provincial Labour Advisory Board, at its next meeting early in March, 1949. The Textile Unions in Bombay are strongly in favour of such decasualisation. They are of the opinion that the Badli Control system should be completely done away with and replaced by a full fledged decasualisation scheme.

Item IX: Implementation of resolution regarding industrial truce.- In order to give effect to the objectives laid down in the "industrial truce" resolution (vide pages 22-31 of the report of this Office for December 1947), the Central Government considers that machinery should be established for the study and determination of fair wages, conditions of labour and fair remuneration for capital and in addition ways and means should be found for associating labour in all matters concerning industrial production. The machinery which it is proposed to set up will function at different levels, central, regional and unit. At the Centre, there will be a Central Advisory Council which will cover the entire field of industry and will have under it Committees for each major industry. These Committees may be split up into sub-Committees dealing with specific questions relating to each industry, e.g., production, industrial relations and economic questions including all questions relating to wages and profit.

The regional machinery under the provincial Governments will be Provincial Advisory Boards which like the Central Advisory Council will cover the entire field of industry within the province and these Boards will have under them Provincial Committees for each major industry. The Provincial Committees may also be split up into various sub-committees dealing with specific questions relating to production, wage fixation, distribution of profits and industrial relations. Below the Provincial Industrial Committees will come the Works Committees and Production Committees for each industrial establishment.

9

Every part of the machinery detailed above, excluding the Works Committees and Production Committees, will be tripartite in character consisting of Government, Employers and Workers' representatives in equal numbers. The Works Committees and the Production Committees will be bipartite, consisting of equal numbers of representatives of employers and workers only. ~~These~~ The Government is also taking special steps to strengthen the Labour Relations ~~Machinery~~ Machinery both at the Centre and the provinces, and permanent Labour Tribunals are being established for dealing with major disputes. Special steps are also being taken to improve ~~the~~ workers' housing as rapidly as possible. It is further proposed to appoint a special Officer to be in ~~charge~~ charge of all the executive work in connection with the various measures envisaged.

II. Labour Minister's Address: Plea for labour - capital co-operation. - Addressing the Conference, Mr. Jagjivan Ram, Labour Minister, Government of India, said that the Indian Labour Conference, was the first tripartite organisation to be set up in India. In the light of the wider experience gained in its working, the tendency would be to extend its scope and functions. Tripartite industrial committees had ~~already~~ already been set up for coal, cotton, textiles and plantations. It was shortly proposed to set up similar committees for jute, cement, tanning and leather. The most important tripartite machinery of course, would be that which was proposed to be set up for the implementation of the industrial truce resolution. In this connection Mr. Jagjivan Ram pointed out that the tripartite machinery, which was being set up in India, owed much to the International Labour Organisation. The Preparatory Asian Regional Conference of the I.L.O., which was held in Delhi in 1947, gave India an opportunity of observing the working of the tripartite machinery in the international sphere and he was sure that the Conference played an important part in ~~creating~~ creating a healthy desire and the determination in Asian countries to improve social standards.

Appealing for top-priority for implementation of the industrial truce resolution, Mr. Jagjivan Ram assured the Conference that the Government would spare no effort to fulfil its obligations. He ~~was~~ reminded the delegates that the implementation of the truce would demand their earnest endeavour, sacrifice and restraint and appealed to them to make the truce a reality.

Mr. Jagjivan Ram praised the manner in which provincial Governments had handled their labour problems and said the provinces were becoming increasingly vigilant in the due enforcement of labour laws. The forthcoming meeting of Labour Ministers would devise means to ensure that these laws were adequately enforced.

With the merger and integration of Indian States, he expected there would be improvement in respect of labour in the States also. In the changed circumstances, it would be ~~easier~~ easier for Indian States as a whole to join hands with the provinces in the development of social policies.

III. Decisions of the Conference: Introduction of compulsory provident fund.- The desirability of introducing compulsory provident funds for industrial workers was approved by the Conference. It was, however, felt that the Central Labour Ministry should prepare a detailed scheme within about six months of the working of the compulsory provident fund scheme for coal miners and place it before the Standing Labour Committee.

Implementation of Industrial truce.- The Conference approved the machinery proposed by the Central Government to implement the industrial truce. It was, however, felt that the question of fair wages to labour and fair remuneration to capital should be examined by experts. It was urged that steps should be taken to establish immediately the proposed machinery for industrial truce and to make it work efficiently. It was also urged that the industrial relations machinery should be used in all cases of disputes.

Collection of statistics.- The Conference generally approved of Government proposals regarding collection of labour statistics, employment organisation and de-casualisation of labour in the main industries.

(Copies of the memoranda submitted to the Conference were forwarded to Montreal and Geneva with this Office Minutes No. F.3/748/48 dated 30 April 1948).

(Memorandum on the Items on the Agenda supplied to this Office by the Ministry of Labour, Government of India.
Press Note dated 19-4-1948, issued by the Press Information Bureau, Government of India.
The Statesman, dated 20, 21 and 22-4-1948).

(For the proceedings of the 8th Session of the Indian Labour Conference, held in 1947, see pages 10-16 of the report of this Office for April 1947).

10th Session of Standing Labour Committee,
New Delhi, 15, 16 and 17 April 1948: Schemes
for Industrial Truce Machinery and Provident
Funds approved.

The Standing Labour Committee of the Indian Labour Conference met at New Delhi on 15, 16 and 17 April 1948, under the chairmanship of Mr. Gulzarilal Nanda, Labour Minister, Government of Bombay. Besides Central Government officials, the Labour Ministers of East Punjab, Mysore and Indore, and representatives of the West Bengal, the United Provinces, Orissa and Madras Governments and of employers' and workers' organisations attended the meeting.

Provident funds for workers.— The Committee generally, favoured the institution of compulsory provident funds for all industrial workers and was of the view that all organised industries should provide this service for their permanent workers both employers and workers contributing to the fund. It was suggested that a sixteenth of the workers' salary would be a reasonable rate of contribution. It was also felt that in organising provident funds, some sort of grouping would be necessary, either regional, provincial or industrial. The Committee decided that the question whether small concerns should be exempted from the scheme should be considered further.

Constitution of ~~the machinery~~ "Industrial Truce" machinery approved.— The Committee considered the question of implementing the "industrial truce" resolution passed by the Industries Conference in December 1947 (vide pages 22-31 of the report of this Office for ~~the~~ December 1947) ~~the~~ and approved of the Central Government's proposals for setting up machinery for the study and determination of fair wages conditions of labour and fair remuneration for capital. The proposed machinery consists of works and production committees, a regional machinery of provincial boards and committees and an advisory council in the Centre with committees for each major industry and sub-committees. It is also proposed to strengthen the existing labour relations machinery both in the Centre and in the provinces and to establish permanent labour tribunals. The Committee was of the view that the Central Advisory Council should lay down the general principles covering the entire field of industry in regard to questions like the determination of fair wages, conditions of labour and fair remuneration for capital, details being dealt with by other committees. It was urged that, as soon as all the committees were established, the Government should consider setting a time-limit for these committees to complete ~~their~~ ~~work~~ their work in regard to the determination of fair wages and fair remuneration for capital.

The Committee also discussed replies to ^{be} sent to several questionnaires forwarded to the Government of India by the I.L.O.

(The Statesman, 17-4-1948;
The Times of India, 17-4-1948;
The Hindustan Times, 18-4-1948).

12

Integration of Indian States in Indian Dominion:
Enlarged Legislative Jurisdiction of Government
of India.

When on 15 August 1947 power was transferred to the Dominion of India there were in India about 600 Indian States, large and small, enjoying varying degrees of autonomy. With the lapse of British paramountcy, which was not bequeathed to the successor Governments they became technically independent. All of these which are situated in territories either surrounded by or adjoining the Dominion of India, with the exception of Hyderabad, have now acceded to the Dominion of India and their number has been reduced to about 30 by a number of mergers, and unions promoted by the Ministry of States of the Government of India. The main developments in this sphere are briefly summarised below.

Mergers with neighbouring provinces.- In States where responsible Government could not be introduced the aim of the Ministry of States has been either the promotion of mergers of such States with the neighbouring provinces or the promotion of Unions. The process of merger started in Orissa, where 25 Rulers of States claiming an area of about 18,000 square miles, a population of 3,000,000 and annual revenue of 800,000 rupees were persuaded by States Ministry in December 1947 to sign away their powers. The Rulers of 14 Chattisgarh States comprising an area of 38,000 square miles, accepted similar advice. They merged with the Central Provinces. Then came many more requests for mergers. Makrai (151 square miles) was absorbed by the Central Provinces on 1 February 1948. Banganapalle (259 square miles) by Madras on 22 February 1948; Loharu (226 square miles) by East Punjab on 23 February 1948; and a much bigger State—Pudukottai by Madras on 10 March 1948. Similarly 16 Deccan States covering an area of 7,815 square miles, with a population of 1.7 million and an annual revenue of more than 14,200,000 rupees; and 18 jurisdictional States of Gujarat (all except Baroda) and a number of petty principalities, covering an area of more than 27,000 square miles, a population of 2,600,000 and an annual revenue of 16,500,000 rupees, had merged into the province of Bombay. These mergers have added to the Dominion of India a territory of about 95,000 square miles.

Unions of States.- In other cases a number of adjoining States have been amalgamated into Unions. All the covenants setting up such unions provide for a popular interim Ministry to advise the Ruler President (Rajpramukh) and for summoning a constituent assembly to frame the constitution of the union. Thus the ~~xxxxxx~~ unions constitute in each case, a composite State, with a democratic constitution to embrace all merging States. The Rulers are guaranteed the rights and privileges of their Order, including their privy purses. A beginning in the creation of this type of union was made in Kathiawar where 15 salute States, 107 limited jurisdictional States and 329 non-jurisdictional States, making up 449 units in all, but cut up into 860 territorial bits covering an area of

26

15

22,000 square miles and containing a population of nearly 4 million, were amalgamated into the Saurashtra Union. The annual revenue of this union is 80 million rupees. The covenant which created this union and formed the basis for all other similar ~~covenants~~ covenants provided for the drawing up of a democratic constitution by a constituent assembly. The constitution itself had to remain within the framework of the constitution of India and of the covenant signed by the Rulers. The union, ~~was~~ was to be subject to the legislative powers of the Dominion Parliament in the same manner as the acceding provinces. Four similar unions have since been set up, viz. the Matsya Union consisting of 4 Rajputana States near Delhi; the Vindhya Pradesh comprising 35 states in Bundelkhand and Baghelkhand lying to the South of the United Provinces; the Rajasthan Union comprising 10 Rajputana States to the east of the Aravalli hills in Central India; and the Madhya Bharat Union made up of 22 States in Central India including the big States of Gwalior and Indore. Of these the Rajasthan Union which has an area of 30,000 square miles, a population of about 4.2 million and an estimated annual revenue of over 30 million rupees was inaugurated by Pandit Nehru, the Prime Minister of India, on 18 April 1948. The Madhya Bharat Union which was also ~~inaugurated~~ inaugurated by the Prime Minister of India on 28 May 1948 is the biggest of States so far formed, with an area of 47,000 square miles, a population of 7.2 million and annual revenue of about 80 million rupees. The covenant which created the Madhya Bharat Union is particularly significant as it ~~was~~ gives the Dominion Legislature power to make laws for the new State on all matters in List I and List III in the seventh schedule to the Government of India Act, 1935. The new union is thus as good as a new province, with the Central Government having concurrent jurisdiction over a number of subjects ~~of~~ relating to labour, and the Ministry of States declared in its communiqué announcing the birth of the Madhya Bharat Union "this tremendous advance on the Instrument of Accession signed by the Rulers of the Indian States marks the beginning of a similar approximation in regard to other unions and probably other States". The covenant for the creation of a fifth such union comprising the Patiala State and a number of smaller states in East Punjab was signed on 5 May 1948. This union it has been announced with ~~surprise~~ ^{surprise} the States of Patiala, Kapurthala, Faridkot, Jind, ^{Cham} Nabha, Khalsia, Nalagarh and Melerkotla.

Centrally Administered Areas.— Finally in a few cases where the acceding States are on the frontiers of India, their administration has been directly taken over by the Central Government. Thus the 24 Hill States of Simla over which the Government of India has acquired exclusive authority and jurisdiction were constituted by the Himachal Pradesh Administration Order, 1948, dated 15 April 1948 into a single administrative unit termed 'Himachal Pradesh' to be administered by a Chief Commissioner subject to the control of the Central Government; the States of Cutch and Jaisalmer adjoining the Pakistan Frontier are also to be similarly administered directly by the Centre.

14

As a result of the developments summarised above, the Indian States today present the following picture: six Unions; Hyderabad which has not yet acceded; Kashmir whose accession is provisional; Mysore, Baroda, Travancore, Jodhpur, Jaipur, Bikaner, Cochin, Kolhapur and Bhopal, which remain separate States; Bhuttan and Sikkim, which have special relationship with India; Cutch and Jaisalmer, which being frontier States, are to be administered from the Centre; Tripura, Cooch Behar and the Assam States, about which the Government of India has not yet taken a final decision but are ~~kk~~ already generally supervised by the Government of Assam; and Mayurbhanj, Rampur, Benares and Sandur, whose future will shortly be settled.

Effects on Distribution of Legislative Powers.- The process of unification has already had its corollary in the attempt to co-ordinate all-India legislation by empowering the Union legislature to make laws for States in respect of all the federal and concurrent subjects, such a provision has already been included, as pointed out above, in the Madhya Bharat covenant; other unions are reported to have expressed readiness to follow suit.

(Various ~~issues~~ issues of the Gazette of India since 23-12-1947, but particularly the Gazette of India Extraordinary dated 23-12-1947; The Gazette of India, Part I, Section 1, dated 17 January 1948, page 80; 28 February 1948, page 248; 13 March 1948, page 312; 24 April 1948, page 454.

The Statesman, dated 30-4-1948, 1-5-1948, 2-5-1948 and 29-5-1948.

The Hindustan Times, dated 6-5-1948.

The Times of India dated 17-5-1948).

12. Press and Opinion.

India - May 1948.

Tribute to work of Preparatory Asian
Regional Conference: I.N.T.U.C.
General Secretary's Report.

The General Secretary of the Indian National Trade Union Congress in his report submitted to the First Session of the Congress in Bombay in the third week of May (vide paragraph 31 pages 7-20 of this report), referred to the Preparatory Asian Regional Conference of the I.L.O. as an event of great significance which 'helped to focus international attention on what is perhaps the most depressed mass of humanity in the world'. Referring to the many valuable draft resolutions, adopted by the Conference, the report stated that their implementation would 'go a long way to ameliorate the conditions of labour in these regions', and expressed the hope that Conferences like these would be held more frequently in future and would help to pave the way and speed up progress towards the attainment of social justice.

(Summarised from the General Secretary's Report, Indian National Trade Union Congress, First Session, 1948).

66

CHAPTER 3. PROFESSIONAL ORGANISATIONS.

INDIA - MAY 1948.

31. Workers' Trade Union Movements.

India - May 1948.

United Provinces: Government recognise
I.N.T.U.C. as Representative Labour
Organisation in Province.

The Government of the United Provinces has decided to recognise the Indian National Trade Union Congress (I.N.T.U.C.) as the representative organisation of the labour in the province. The recent data collected by the provincial Government is reported to show that the I.N.T.U.C. has a membership of 42,000, while the All-India Trade Union Congress (A.I.T.U.C.) has on its rolls 16,000 members.

(The Statesman, dated 23-5-1948).

(The Government's decision has not yet been officially notified in the Gazette).

Delhi Congress Committee to organise
Delhi Branch of Hindustan Mazdoor
Sevak Sangh.

It is understood ~~that~~ that the Delhi Provincial Congress Committee has decided to organise a provincial branch of the Hindustan Mazdoor Sevak Sangh in Delhi with a view to training persons for educating industrial workers and organising trade unions, according to the policy set by the All-India National Trade Union Congress.

(The Hindustan Times, 20-5-1948).

First Annual Session of Indian National Trade
Union Congress, Bombay 16 and 17 May,
1948.

The First annual session of the Indian National Trade Union Congress (I.N.T.U.C.) was held in Bombay on 16 and 17 May 1948. The session, which was presided over by ~~Mr. Hariharnath~~ Mr. Hariharnath Shastri, was attended by over 1,500 delegates from all parts of India including Indian States and was inaugurated by Dr. Rajendra Prasad, President of the Indian National Congress. Resolutions adopted by the session include one guaranteeing a minimum wage of 100 rupees per month for every family in large towns. Other resolutions related to maintenance of industrial truce, speedy settlement of disputes, etc.

Presidential Address: Socialist democracy objective of
I.N.T.U.C.- Reviewing the history and growth of the I.N.T.U.C. Mr. Shastri in his presidential address stated that with the attainment of independence by India, the working class in India could look forward to the realisation of its dherished goal of a socialist democracy. It was with this object in view that the I.N.T.U.C. had been started. The membership had increased to nearly 900,000 during the last 12 months. However, the future of the organisation, as also of the entire working class, depended on the right lead being given to the workers. They should realise that it was not only bread they were fighting for, and should appreciate the moral value of life.

Post-war problems.- Referring to post-war problems, Mr. Shastri said that there had hardly been any improvement in the condition of the workers. The wage increases and dearness allowance has not been sufficient to meet the rising cost of living. The problem of housing was also important, it was time he felt that the Central and provincial Governments put into immediate effect their schemes for the construction of houses for the ~~worker~~ working classes. Another important problem that had cropped up after the war was that of unemployment. Retrenchment had begun on a large scale in ordnance establishments and large private industries, with the result that unemployment was on the increase. It was the duty of the State to set right this state of affairs by utilising the surplus manpower for the production of capital goods of which there was an acute shortage in India.

Industrial relations.- Stressing the urgency of suitable legislation to regulate industrial relations Mr. Shastri said that it was essential that suitable measures to regulate industrial relations be legislated quickly in view of the prevailing discontent among a large section of the ~~wa~~ workers. Industrial disputes were taking place everywhere. Experience had shown that the Industrial Disputes Act, 1946, although a distinct improvement on the old Act of 1929, ~~had~~ ^{was} inadequate to meet the situation. There was no protection of workers against sudden and improper encroachment on their rights. Employers changed conditions of employment with impunity and there had been innumerable cases where awards of Tribunal had not been implemented. It was therefore, imperative that suitable amendments should be effected to make such things impossible. Mr. Shastri suggested, in this connection, that the Central Government should remodel its legislation on the lines of the Bombay Industrial Relations Act which, in its present form (vide pages 76-77 of the report of this Office for April 1948) met all such exigencies. Dealing with the industrial truce resolution, adopted at the Industries Conference in ~~February~~ December 1947, (vide pages 22-31 of the report of this Office for December 1947), Mr. Shastri said that the principles accepted in the resolution ~~gave~~ gave some real hand to the working class in the determination of not only their conditions of work but also their wages, profits to the industry and production. He regretted that the industrialists had failed to implement their part in the said truce, but exhorted the workers to know their obligations because as long as production did not increase their real standard of living could not rise, even though there was an increase in their wages.

Agricultural labour.- Finally Mr. Shastri stressed the need for a study of the problems of agricultural labour and suggested that the I.N.T.U.C. should take up the work of organising agricultural wage-earners.

Statement of Policy and Programme.- On 17 May 1948 the session adopted a 25-point Statement of Policy and Programme, moved by Mr. Gulzarilal Nanda, Labour Minister, Government of Bombay. The Statement listed among the objectives to be realised by the Indian National Trade Union Congress, guaranteed minimum basic wage of 100 rupees per month for every family

in large towns, the average cost of living remaining at the 1947 level, with suitable differentials for skill and intensity of work and with adjustments in other areas. It further declared that the return on invested capital, that is capital plus reserves, should be restricted to a maximum of 3 per cent as long as a "living wage" was not given to the workers and urged that profits remaining after appropriations for dividend on the foregoing ~~like~~ basis and for reasonable reserves should be shared equitably between the workers and the ~~owners of the~~ owners of ~~the~~ capital. The ~~return~~ return on invested capital, however, including the investors' share in surplus profits, should not exceed 5 per cent,

Resolutions.- The more important of the fifteen resolutions adopted by the Congress are summarised below:

Formation of Federations in different industries.- In view of the large number of workers in industries of national importance like cotton, jute, engineering, railways, plantations, sugar, coal and seamen who have joined the INTUC through their unions, the Congress requested its general council to promote national Federations in these industries with the purpose mainly of uniting and consolidating the workers in these industries; co-ordinating the activities of their unions; studying their conditions on a national basis and evolving fair standards; and generally adopting such measures as are calculated to improve their conditions and status.

Implementation of the industrial truce.- By a resolution, the Congress recommended the following steps for the implementation of the industrial truce: the appointment of a committee of experts charged with the responsibility of fixing wages on a fair and equitable basis; laying down the basis for a fair return on capital and provision for reserves and evolving a scheme of profit sharing for labour. The resolution also demanded early reference of disputes including those relating to retrenchment, rationalisation and reinstatement, for judicial examination if necessary, and, the creation of a machinery to watch the progress of the implementation of the truce and to investigate and report on cases of its violation.

By another resolution, the Congress urged that retrenchment and dismissal of workers, either during the pendency of a dispute before a tribunal or as an act of victimisation, should be made punishable, and appointed a committee consisting of Mr. Hariharnath Shastri, and four other members, to examine the Industrial Disputes Act of the Government of India and the labour legislation of the provinces and suggest amendments to facilitate the implementation of the industrial truce.

Settlement of disputes of Government employees.- By another resolution the Congress pointed out that the Government of India and the provincial Government were the biggest employers of labour in India and urging the need for setting up permanent machinery for settling disputes between the Government and its employees, recommended to the Government the constitution of permanent tribunals under the Industrial Disputes Act to settle such disputes.

Central Pay Commission's Report.- The resolution on this subject welcomed the recommendations of the Central Pay Commission as a "first step in the direction of a progressive socio-economic policy of the State". It, ~~and~~ however, added that the I.N.T.U.C. did not accept the conclusion that wages should be stabilised when the cost of living index reached 160, obviating the necessity of payment of dearness allowance. The I.N.T.U.C. felt that for a considerable time to come the cost of living would continue to remain high and a minimum scale of 30 rupees would hardly be adequate even when the index reached 160. The Commission's action in fixing the maximum salary at 2,000 rupees in addition to dearness allowance, ~~maximum~~ was also disapproved and the resolution suggested that the State itself should fix the maximum salary and should enforce it on industry and commerce.

Other resolutions.- Other resolutions adopted by the Congress urged the Government to amend the Factories Act, enabling workers to get 14 days' leave with pay instead of 10 days as at present; to see that the labour legislation in the acceding States was on a level with such legislation in the Indian Union; to take immediate steps to implement the decisions of the Tripartite Industrial Committees on plantation held in New Delhi in April 1948 (vide pages 113-115 of the report of this Office for April 1948); and to extend the Minimum Wages Act to agricultural workers.

Office bearers.- Mr. Hariharnath Shastri was elected President of the Congress and Mr. Khandubhai Desai, General Secretary for the year 1948-49.

(The Bombay Chronicle, 18-5-1948;
The Times of India, 18-5-1948;
Copy of the Resolutions of the
Indian National Trade Union Congress
received in this Office).

21

Three National Labour Federations formed by
Indian National Trade Union Congress.

In accordance with the resolution adopted by the recent session of the Indian National Trade Union Congress calling upon the General Council to promote National Federations in the major industries ~~knaworking~~ (vide pages 19 of this report) the working committee of the I.N.T.U.C. has formed three national labour federations comprising workers employed in the textile industry, plantations and railways. These federations will be known as the Indian National Textile Workers' Federation, the Indian National Plantation Workers' Federation and the Indian Railway Workers' Federation respectively.

The All-India Federation of Cotton Textile Workers' claims an aggregate membership of over 250,000 distributed in over 70 trade unions in Gujarat, Bombay, the United Provinces, Bengal and Madras, Mr. S.R. Vasavada and Mr. Somnath P. Dave, are the President and General Secretary respectively of the Federation.

The Plantation Workers' Federation claims a strength of over 50 unions with a total membership of over 115,000, Mr. Kamakhya Tripathi is the President and Mr. Robin Lakoti the Secretary of this Federation.

The Railway Workers' Federation is reported to have a membership of about 25,000 from all the major railways in India, Dr. Suresh Chandra Banerjee is the President and Mr. Shantilal H. Shah, the working President of this Federation.

The Working Committee of the I.N.T.U.C. proposes to set up shortly similar federations for iron and steel, jute, sugar, coal mining and the merchant marine. Under the model constitution of federations, only those unions which are affiliated to ~~in~~ the I.N.T.U.C. will be entitled to be members of these federations.

(The Hindustan Times, 24-5-1948).

22

I.N.T.U.C. Most Representative Workers'
Organisation in India: Government of
India's Decision.

A Government of India Press Note, published on 1 June 1948, states that the Government of India has come to the conclusion that the Indian National Trade Union Congress is the most representative organisation of workers in India and has accordingly invited ~~its~~ it to represent Indian workers at the 31st session of the International Labour Conference.

According to the Press Note the question as to which of the all-India workers' organisations is the most representative of workers in the country has been engaging the attention of Government for some time, (vide para 31, page 5 of the ~~report~~ report of this Office for February 1948). After taking into account the results of a series of test-checks held by provincial and State Governments and by the Central Government and also the figures of unions and membership claimed by the All-India Trade Union Congress and the Indian National Trade Union Congress, the Government has now come to the conclusion that the latter is the more representative of the two.

Strength of I.N.T.U.C.: Membership of over 880,000.- The report of the General Secretary submitted to the First Session of the Indian National Trade Union Congress held in Bombay this month (vide ~~page~~ paragraph 31 pages 7-20 of this report) claims for the organisation a membership of 590 unions with 880,809 members. The distribution of this membership according to (i) provinces and (ii) industries, is given in the tables below reproduced from the report of the General Secretary referred to above.

Province.	No. of Unions.	Membership.
1. Gujarat.	21	66,014
2. Bihar.	30	85,901
3. Bengal.	256	2 289,306
4. Karnatak.	2	3,217
5. East Punjab.	4	2,602
6. States.	29	45,571
7. Maharashtra.	17	19,160
8. Surma Valley.	1	40,350
9. Assam.	31	33,729
10. U.P.	50	48,694
11. Kerala.	14	6,701
12. Tamil Nad.	53	61,599
13. C.P.	13	39,874
14. Vidharbha.	6	3,101
15. Bombay.	52	111,248
16. All India Federations.	1	27,742
Total	590	880,809

Industry Group.	Total No. of Unions.	Membership.
1. Agricultural.	4	5,871
2. Plantation.	32	112,618
3. Mining (Non-metallic).	20	34,609
4. Mining (Metallic).	3	10,456
5. Textile (Cotton).	72	254,572
6. Textile (Jute).	70	73,280
7. Engineering.	63	30,936
8. Metals.	23	75,188
9. Sugar.	30	25,913
10. Drink & Tobacco.	25	9,292
11. Chemicals.	27	17,134
12. Paper & Printing.	14	6,787
13. Wooden Furniture, cement glass & Stone.	25	16,578
14. Leather & Rubber.	14.	16,511
15. Building Road, Misc., Arts and Crafts.	16	6,611
16. Land Transport (Railways)	14	19,651
17. Land Transport (Road).	22	33,889
18. Land Transport (Ports and Docks).	4	11,530
19. Water Transport (Inland navigation, shipping).	13	58,155
20. Post & Telegraph.	3	30,500
21. Chemical (kerosine Oil, Commercial services, General).	62	35,384
22. Government & Local Bodies.	34	19,385
Total	590	880,809

(The Hindustan Times, 1-6-1948).

24

Revised Constitution of All-India Railwaymen's
Federation: Emphasis on Representation by
Railwaymen in Service.

A special convention of the All-India-Railwaymen's Federation held in Delhi on 25 January 1948, under the presidentship of Mr. Jayaprakash Narayan, adopted a revised Constitution for the Federation.

The new Constitution, among other things provides that (a) not less than 75 per cent of the members of all the constituent organs of the Federation shall be railwaymen in service and (b) where only one representative represents an affiliated union he shall be a railwayman in service.

(Summarised from copy of Constitution of All-India Railwaymen's Federation, received in this Office on 1-5-1948).

33. Employers' Professional Organisations.

India - May 1948.

Annual General Meeting of Karachi Chamber of
Commerce, Karachi, 27 April, 1948.

The Annual general meeting of the Karachi Chamber of Commerce was held at Karachi on 27 April 1948, under the presidentship of Mr. R.L. Coghlan, chairman of the Chamber. The meeting was addressed by Mr. M.A. Jinnah, Governor-General of Pakistan who assured the business community that it was Pakistan's "intention and policy to let the channels of free trade flow as freely as possible".

Chairman's address.- Mr. Coghlan, in his presidential address, described the past year as one of industrial exploration rather than of industrial development, and welcomed the formation of the Ministry of Economic Affairs by the Government of Pakistan (vide page 37 of the report of this Office for March 1948). The Pakistan Industries Conference (vide pages 31-33 of the report of this Office for December 1947) had made a valuable contribution to the industrial development of Pakistan. However, its recommendations regarding location of industries were unrealistic. A very valuable contribution to the industrialisation of Pakistan had been the Sind Government's Trading and Industrial Estates Policy. The Karachi Trading Estate had made good progress and Mr. Coghlan said that he understood that the intention of the Sind Government was to have three such estates. The other two being in Sukkur and Hyderabad respectively.

Referring to trade and commerce ~~Mr. Coghlan~~ Mr. Coghlan complained about various controls which had been introduced by the Central and Sind Governments, and said that the policy regarding import trade control should be decided and announced longer in advance than was at present the custom. As regards the imposition of a Central Sales Tax, Mr. Coghlan said that Pakistan was a predominantly agricultural country, and had inherited a system of taxation under which agricultural income was exempt from income and super-tax. Thus the bulk of the population was outside the scope of direct taxation. The new Sales Tax would to some extent redress this. He, however, hoped that it was intended only as an interim measure, and that the ultimate intention was to bring agricultural income within the scope of personal taxation.

26

Concluding Mr. Coghlan stressed the need for compiling index numbers of ~~commodity~~ commodity prices and cost of living, as a great deal of industrial friction could be avoided thereby and the work of adjudications in labour disputes simplified.

Mr. Jinnah's speech.- Mr. M.A. Jinnah, Governor-General of Pakistan, addressing the meeting said, that it was the desire of the Government of Pakistan to associate individual initiative and private enterprise at every stage of industrialisation. Referring to the industrial policy of the Government (vide pages 40-42 of the report of this Office for April 1948) Mr. Jinnah said that only some of the major industries had been ~~the~~ reserved for management by the Government. All other industrial activity was left open to private enterprise which would be given every facility a Government could give for the establishment and development of industry. Of overseas trade Mr. Jinnah ~~said~~ ^{stated} that a considerable number of imports had been released from licensing by the notification of an open general licence for a wide range of goods coming from Commonwealth sterling countries. This list would be kept under constant review with the object of expanding it, and the question of including imports from soft currency areas was now receiving the attention of the Ministry of Commerce. As regards dollar imports and other hard currencies, licensing had to continue to protect the balance of payments. Mr. Jinnah assured the meeting that it was the intention and policy of the Pakistan Government to let the channels of trade flow as freely as possible. He had no doubt that, given time, Pakistan's would develop and take its place among the most commercially ~~prosperous~~ prosperous nations in the world.

('Dawn', dated 28-4-1948).

2
26

CHAPTER 4. ECONOMIC QUESTIONS.

INDIA - MAY 1948.

41. Industrial and Mining Production.

North-West Frontier Province Industrial Conference, Peshawar, 26-27 April, 1948.

An Industrial Conference of the North-West Frontier Province convened by the provincial Government at Peshawar on 26 and 27 April, 1948, under the presidency of Mr. Abdul Qaiyum Khan, the Premier of the province. The conference set up initially three sub-committees on policy, planning, and ~~ways and means~~ ways and means to draft resolutions for discussion at the general meeting. After considering the recommendations of these sub-committees, the conference decided to submit their reports to a permanent industrial panel of six members, including the Director of Industries, and the Development Secretary, Frontier Government. The reports of the committees are summarised below:

Policy Sub-committee.- ~~Shawar~~ This sub-committee in its report submitted seven resolutions all of which were adopted by the conference. The first recommended the appointment of a wholetime Director of Industries for the province and the setting up of an Industrial Bureau. The second recommended that the Government establish a technology institute in the province and provide facilities for advanced technical education in foreign countries. The third stated that industry in the province should neither be owned nor controlled by the Government. The fourth recommended that industrialisation of the province should be promoted through public limited companies. The fifth recommended the encouragement of private enterprise as far as possible. The sixth stated that the conference was of the opinion that the province's industries should be financed primarily from capital of the province and only if that was not forthcoming within reasonable time, capital from other parts of Pakistan should be invited. The seventh resolution asked the Government to safeguard the interests of industrial labour by suitable legislation.

Planning sub-committee.- The Planning sub-committee in its report recommended the establishment of woollen spinneries, textile mills, a tanning factory, a timber factory, a cement factory, a caustic soda and chlorine factory, sulphuric acid industry, a sugar factory and the expansion of the existing match factory.

78
Ways and Means sub-committee.- The Ways and Means sub-committee urged the setting up of an industrial Financial Corporation, whose sources of finance were laid down as follows: loans by the State, investment by the local bodies, services Resettlement Fund, investments by co-operative banks of their surpluses and Government contractors who were required to keep permanent deposits with the Government as security. The sub-committee further recommended that all the gold above 20 tolas and silver above 100 tolas should be deposited with the State Bank, and hoarding of money be discouraged.

(The Civil and Military Gazette, dated
27 and 28-4-1948).

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

Ten Million Tons More Food needed yearly:
Final Report of Foodgrains Policy Committee.

The Foodgrains Policy Committee, in its final report submitted to the Government of India has recommended that to removing the constant threat of scarcity, famine and helpless dependence on imports to which India is exposed at present, the annual production of foodgrains in India must be increased by 10,000,000 tons within the shortest possible time. Among the measures it has suggested to achieve this target are large-scale multi-purpose projects to provide assured irrigation; intensive efforts to raise production from the soil already under cultivation by increased use of water, manure and improved seeds; the development of culturable waste lands and the setting up of a Central Board of Agricultural Planning, Provincial Boards of Agriculture and autonomous Central Land Reclamation Organisation with a capital of 500 million rupees.

The Committee was appointed by the Government of India in September 1947 and the main recommendations of its interim report were summarised at pages 65-67 of the report of this Office for December 1947. The following is a summary of the final report which is divided into five chapters. The first deals with the nature and results of the food production efforts made during the years 1945 to 1947; the second examines the potentialities of increasing food production and indicates in outline the revision that is necessary in the food production policy for the next five years; the third describes ~~xxxxxxx~~ in detail the essentials of the Revised Food Production Plan and the organisation which is necessary for its execution; the fourth discusses the problem of subsidiary foods and the last

chapter deals with the food policy during the next five years.

Review of grow more food campaign.- After examining the efforts made to increase internal food production during the period 1943-47 the Committee came to the conclusion that, by and large, the Grow More Food Campaign did not produce the results aimed at. The main planks of the Grow More Food Campaign between 1943 and 1947 were (a) a switch-over from cash crops to food crops, (b) intensive cultivation of existing cultivated lands through better irrigation, better seeds, better manures and better farming practices and (c) extensive cultivation by bringing under the plough current or old fallows or cultivable waste lands. The Committee is of the opinion that the increase in the production of millets and rice in the provinces where the restriction policy was followed, had not been commensurate with the reduction in the area and production of cotton and jute. The policy pursued had resulted in reducing the production and exports of cotton and jute without a corresponding gain in the production of foodgrains. It recommended, therefore, that the Central Government should, in consultation with the provinces and States, examine the advisability of continuing the policy of restriction of the area under cash crops in favour of food crops.

In examining the nature of the foodgrains deficit and the potentialities for increasing internal food production, the Committee's view was that the Indian food economy was exposed to a number of risks, the principal of which were: (a) the total average production of cereals was short in relation to the requirements of the existing population; (b) the annual cereals production fluctuated widely once in three years; (c) there were certain chronic deficit areas known as the famine tracts in different parts of the India. The Committee accepted the view of experts that agricultural development in India had not been commensurate with the potential resources, and that there was considerable scope for increasing production. A series of large-scale multi-purpose storage dams on the major rivers could alone reduce the absolute dependence of Indian agriculture on the monsoon, and provide assured irrigation to large areas, thereby increasing production by 20 to 30 per cent. Production could also be stepped up by intensive cultivation of areas already cultivated through better irrigation, manures and seeds.

Conditions in deficit areas: extensive reclamation of waste lands urged.- Dealing with the development of deficit areas such as the Deccan districts of Satara, Bijapore, Dharwar, Sholapur, the Ceded Districts of the Madras Presidency, certain districts of the East Punjab, parts of Rajputana and Kathiawar where normal rainfall is scanty and agricultural yield per acre low, the Committee recommended a special rehabilitation programme embracing increased irrigation facilities and dry farming methods combined with a deliberate attempt to locate small-scale industries, to create alternative avenues of employment.

Dealing with culturable waste land the Committee considered it "indefensible" that large areas of land should continue to remain unused without serious and concerted effort being made to survey the areas, determine the most suitable blocks of land which could be brought under cultivation and to develop them as rapidly as possible. The whole approach to the problem in the past had been of a haphazard and improvised nature and the problem had not been tackled with a clear-cut programme of development supported by necessary provision and executed by an adequate organisation. Agricultural development was primarily the responsibility of the provinces and States, but the Central Government had certain vital functions to perform. It should co-ordinate the individual plans of each province and State into the framework of a common all-India food production plan, procure and allocate essential supplies to provinces and States, and undertake direct responsibility for reclaiming suitable blocks of cultivable waste land. Unless the Centre undertook the responsibility for reclamation of such lands and made them suitable for cultivation, a large area which could be brought under cultivation would continue to remain uncultivated.

Development grants to provinces: Agricultural Boards for Centre and Provinces suggested.- The Committee was of the view that the financial assistance required for the implementation of provincial five-year food production plans should come out of the block grants made by the Central Government to the provinces for developmental purposes. The widest possible freedom of action should be given to provinces and States in selecting their own schemes and their execution. A special review of the progress made by each area to implement its food production should be undertaken at the end of 3 years, and if the review showed that adequate results had not been achieved by any particular area, this should be taken into account in determining the development grant to be given to that province during the ~~same~~ next five-year period.

To ensure the fullest collaboration between the Centre and the provinces and the States and a rapid reclamation of cultivable waste land, the Committee suggested the establishment of two bodies: (a) Central Board of Agricultural Planning and (b) a Board of Agriculture in each province, State or region. The Central Board should consist of representatives of Provinces, States, growers and the Central Government. Its functions should be to examine and co-ordinate food production plans of the provinces and States from year to year, to determine the priorities in the allocation of machinery, manure and other supplies and to review and report to the Government ~~and~~ the progress of the plans each year. The Board should also examine and approve plans for the reclamation of land to be undertaken by the Central Land Reclamation ~~xxxxxxx~~ Organisation, an autonomous organisation to be set up by Statute. The functions of the Provincial Board would be: (i) to recommend to the Central Board in regard to the suitability and availability of lands for reclamation; (ii) to assist the Central Organisation in reclamation work; (iii) to advise provincial Governments about the agency for ~~subse-~~ ~~quent cultivation of reach~~

subsequent cultivation of reclaimed land and (iv) to review and report to the Central Board the progress of provincial food production plans.

Land Reclamation Organisation.- To ~~execute~~ execute the plans approved by the Central Board of Agricultural Planning, the Committee has recommended the establishment of an autonomous organisation called the Central Land Reclamation Organisation with a capital of 500 million rupees to be subscribed by the Central Government. The Organisation would have a Board of a maximum of 7 Directors, nominated by the Central Government. The Organisations work would ordinarily be confined to reclaiming land and making it available to Provincial Boards of Agriculture for settlement and disposal. The Committee was of the view that the Central Land Reclamation Organisation should not ordinarily undertake reclamation of an area of less than 10,000 acres and the reclamation lands should be so settled as to avoid division in units of less than 200 acres which was considered to be the minimum economic unit for mechanised production.

Restriction on imports suggested.- As regards imports the Committee was of the view that in a vital commodity like food, reliance on imports exposed the country during a period of emergency to risks which were unjustifiable, and therefore recommended that as a matter of policy dependence on imports of foodgrains should be terminated as early as possible. It however, accepted the view that on current levels of production and demand there was a substantial shortage of foodgrains within India; and as the food production plans recommended by it would take time to produce appreciable results, it would be necessary for India to obtain some ~~current~~ imports of foodgrains from overseas for current consumption and the maintenance of a Central reserve. In its view therefore the quantities of imports required in any year should be guided by two basic principles: (a) that the scale of imports should be restricted as far as possible to quantities needed for the maintenance of a Central reserve for meeting an emergency such as the failure of crops in any area and (b) the need for imports should be terminated after a period of not more than five years. All imports of foodgrains within the next five years ~~imp~~ should be a monopoly of the Government. The Committee also recommended that the Government should maintain a reserve of one million tons of foodgrains throughout the first five years period of the food production plan. This reserve should be mainly in wheat and rice. It suggested an urgent inquiry into the desirability of setting up an autonomous executive organisation to handle the foodgrain imports under Government auspices. The organisation should perform the purely executive functions of receiving the grain, keeping it in suitable storage and disposing of it at prices determined by the Government.

The other recommendations of the Committee related to the production of fertilisers, the cultivation of root crops and the development of fisheries.

(The Hindu, dated 22-5-1948).

(Copies of the Report have been asked for and a copy each will be forwarded to Montreal and Geneva as soon as they are received).

23

Food Conference, New Delhi, 28 and 29 April
1948: Substantial easing of Food shortage.

Ten Premiers and 14 Food Ministers of provinces and States attended a Conference at New Delhi on 28 and 29 April 1948, convened by the Government of India to review the food situation in the country. The Conference was inaugurated by Pandit Jawaharlal Nehru, the Prime Minister of India; Mr. Jairamdas Daulatram the Minister for Food presided.

Substantial improvement in food position.- Reviewing the present position with regard to food, the Food Minister, Government of India, stated that the situation had improved substantially since the early months of 1948. The main factors which had contributed to this improvement were an increase of about 900,000 tons in the output of the seven major food grains during 1947-48 as compared with 1946-47, greater availability of imports, and an increase in the internal surplus available to the Centre from the provinces and States.

Sub-Committees of Conference.- The Conference heard from the ~~various Premiers of the various~~ Premiers of the various provinces and States a review of the position in their respective areas and appointed a sub-committee consisting of the Food Ministers of certain provinces and States to report on the steps to be taken to prevent hoarding, and three other sub-committees consisting of officials from the Central Government, provinces and States to make recommendations on improving transport arrangements, the supply of material for increasing food production and the arrangements necessary for ensuring grain supplies to certain classes of the people.

Decisions.- The Conference was unanimous on the need for better organisation of railway transport to meet increased demands of grain movements, and for adequate supplies of materials and implements necessary for increasing food production. No authoritative record of the decisions reached had yet been published and the following summary is based on a press report appearing in the 'Statesman' dated 1 May 1948.

Transport of food-stuffs.- On the problem of transport which is stated to be the greatest bottleneck in planned distribution of foodstuffs to deficit areas, the Conference is understood to have recommended to the Government of India to divide foodstuffs into two classes for the purposes of movement. Wheat, rice, millets, barley, gram and maize are given top priority, while pulses, sugar and gur, salt, etc., have been placed in the second category. Movement of items

39

of first category should be sponsored by the provincial administration when within a province or State, and by the Central Government when between one province and another. Second category items should move on trade account. In case of movement of surplus stuff, the Central Ministry of Agriculture, in consultation with the surplus area, should find out the quantities, and on determining them should prepare a programme and place it before the standing committee of the Central Transport Board for ~~very~~ expeditious movement of the goods. The provinces and States are also to be requested to co-ordinate all their requirements of transport through one officer who should maintain the closest contact with the railway authorities.

Increasing agricultural production.- With a view to help food production, the Conference is understood to have recommended that allocation of iron and steel for agricultural purposes should be increased to the maximum extent possible. Every province and State, it is suggested, should have a material resources committee to co-ordinate provincial demands for iron and steel, cement and coal, etc. It is also suggested that provincial demands for iron and steel, cement and coal should be separately made for agriculture. Allotment of scrap iron for agriculture should also be to ~~be~~ the maximum possible extent.

Supply of fertilisers.- As regards, fertilisers, it is understood that the supply of nitrogenous fertilisers from abroad in the agricultural year beginning from June 1948 will be nearer to the demand. The Government of India has also a plan of forming a phosphate pool and of allowing controlled imports which together with the local products would be included in the pool and sold to the provinces on a "no profit, no loss" basis. This is expected to improve the position materially.

Checks against hoarding.- The committee appointed to recommend measures to be taken against hoarding is understood to be of the opinion that the best answer to hoarding was mobilisation of such Government availabilities ~~as~~ as were possible and their distribution through relief quota shops on a card system. This would ensure minimum subsistence quantity of foodgrains to all the "Have nots" and would indirectly take off the pressure from the market.

Requisitioning of stocks.- The Conference is said to have recommended that provinces should have legal power to enable them to requisition stocks from licensees at the Government's own prices.

On the issue of feeding a special class of people, the sub-committee appointed for this purpose is reported to have recommended that in view of the fluctuating market, special arrangements for feeding essential personnel should be accepted as a policy by the Government, should circumstances make this necessary as a result of unreasonably high prices or lack of availability of grains.

43. Foreign Trade and Exchanges.
India - May 1948.

Bright Indo-Japanese Trade Prospects:
Indian Delegation's Report.

The Indian Trade Mission to Japan in a report submitted to the Government of India suggests that immediate negotiations should be opened with the Supreme Commander, Allied powers in Japan, for resumption of private trade. The report says that there were several articles, both capital and consumer, which India could import from Japan and which Japan is in a position to export. There are also several articles such as raw cotton, oil seeds, jute, hessian, hides and skins and iron ore, which India can spare in fair quantities.

As the yen rate has not yet been fixed in terms of the rupee or sterling, the Delegation feels that some provision of credit facilities would be required, at least temporarily, if any substantial trade is to be built up between India and Japan, though this credit should not be given for a period longer than is absolutely necessary. In view of Japan's good prospects of trade with various countries, particularly India, the Delegation believes that Indian banking and insurance companies are likely to have much scope for business in that country after the resumption of normal trade. It is, therefore, thought desirable that some companies should open offices in Japan. ~~It is also suggested~~ The need for a shipping expert to be attached to the India Liaison Office at Tokyo is also suggested. Some of the other recommendations are: The yen rate should be fixed. Without the constitution of an export-import revolving fund, it would not be possible to resume private trade for the import of commodities required by Japan. Air communication and post and telegraph services with Japan should be resumed without any reservation. Cables from Japan should be permitted against payment in India by receivers, as Japanese traders find it difficult to make payment in American dollars, and a trade commissioner having knowledge of the textile industry, should be appointed in Japan.

Referring to the industrial rehabilitation and recovery of Japan the Delegation says that she needs a number of Indian commodities for her industrial development. For instance, her electrical industries are experiencing a serious shortage of mica, and S.C.A.P. is anxious to secure immediate supplies. Other Indian commodities required are jute and jute goods (hessian and gunny bags), coir yarn and fibre, castor and linseed, shellac, hides and skins, bones and sinews (for ~~manufacturing~~ manufacture of glue) and iron and manganese.

According to the report, a large range of capital goods and equipment, mill stores, and other goods is at present available in Japan. These include bobbins, shuttles, fibre cans, wire healds, ball bearings hand tools, machine-tools, electrical goods, diesel and kerosene engines automatic looms, silk manufacturing machinery, parts and accessories, silk and rayon weaving looms, rayon plan of the viscose type. The S.C.A.P. has offered to India cotton spinning machinery from blow room to spindles, in terms of 100,000 spindles, provided 30,000 tons of coking quality coal are supplied by India to enable production of this machinery. Sixteen thousand doubling spindles are also offered against the supply of 895 tons of coal.

As regards textile machinery production prospects, the report observes that, although there is machine-shop capacity in Japan, production is limited by the non-availability of essential raw materials. If the requisite raw materials could be supplied, it would be possible for Japan to manufacture fairly substantial quantities of textile machinery for export. The report recommends that silk and rayon weaving mills in India should resort to Japanese machinery, which is efficient, simple in operation and cheaper than Swiss or American machines. Although at ~~this~~ the present stage procurement of this machinery is limited, there is no doubt that at later these machines are likely to be freely available.

The consumption of raw cotton in Japan is increasing and the off-take of Indian cotton in the 1947-48 season, on the basis of 400 pounds per bale was estimated at 314,688 bales. Production of cotton fabrics increased from one million yards a month in July 1946 to 60 million yards in June 1947. About 80 per cent of the total production are available for export. In the woollen industry, the aim is to step up production to almost half of Japan's pre-war capacity. In view of India's appreciable imports of woven rayon fabrics that report suggests that the question of purchases from Japan should be considered as Japanese ~~wave~~ cloth is cheaper.

(The Hindustan Times, dated -
1-5-1948).

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Establishment of Trade Relations
with India: Japanese Trade Mission
to explore possibilities.

A Japanese Trade Delegation, led by Mr. William R. Eaton, Chief of the Cotton Branch of the Supreme Council of Allied Powers, has arrived in India. The purpose of the delegation is to establish trade relations between India and Japan. Japan is at the moment understood to be in a position to export a number of capital goods^{machineries}, especially in textiles and is also likely to be helpful to India in the matter of technical skill. In exchange, Japan is believed to be looking for raw materials, such as cotton, jute, iron and coal, from India.

The delegation will also visit Pakistan.

(The Statesman, dated 6 and 7-5-1948).

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38

44. Prices and Cost of Living.

India - May 1948.

India: Textile Control further relaxed.

A Resolution published by the Government of India on 4 May 1948 announced the Government's decision further to relax the control over cotton textiles in India. The Resolution stated that the Government of India viewed with great concern the rising trend in cloth prices, which had followed the relaxation of control in January, 1948, (vide page 18 of the report of this Office for January 1948) but had decided to relax the control further in the hope that the Textile Industry and the Trade would thereby be in a position to so operate that cloth would become available to the consumer at reasonable prices. The Industry and Trade are expected to secure such distribution during the next three months.

Supplies to co-operatives at ex-mill prices.- The Resolution added that the Textile Commissioner would arrange for supplies of cloth at ex-mill prices to co-operative societies which are nominated for the purpose by the provincial and State Governments out of the portion of the production held by each mill at his disposal.

Distribution of yarn to handlooms.- Under the terms of the Resolution, control over the distribution of yarn has also been discontinued, but the Government of India retains the right to requisition or earmark for the handloom industry at least as much yarn as is now being supplied under the All India Yarn Distribution Scheme to ensure the availability of yarn at reasonable prices. To this end, the Government of India proposes to invite the provincial and State Governments to utilise co-operative societies of weavers and other similar organisations to undertake the distribution of yarn. To such agencies, allocations will be made directly from the mills, and they will be expected to sell the yarn at fair prices.

(No. 90/10-Tex. I/48; The Gazette of India
Extraordinary, dated 4 May 1948, pp. 645-646).

39

Rising Cost of Food Grains in Bombay:
Government to open Fair Price Shops .

Mr. Dinkarao Desai, Minister for Civil Supplies, Government of Bombay, stated in an interview in Bombay on 6 May 1948 that to check the rising cost of food ~~prices in decontrolled areas~~ prices in decontrolled areas of the province, the Government would release for sale in fair price shops which were being opened in district and taluka towns and in groups of villages, about 160,000 ton of foodgrains. The Central Government had promised a further 125,000 tons which also would be put on sale as and when required.

Expressing concern over the levels to which food prices had risen since decontrol, Mr. Desai said that if the distribution of food grains through fair price shops did not reduce prices to reasonably lower levels, the Government might have to consider more stringent measures such as requisitioning of hoarded stocks. He was confident that such action would meet with a large measure of public support and that its enforcement would be rendered easy as the system of licensing food grain shops and requiring them to furnish stock returns was still in force, although food control had been removed in all but four cities.

(The Times of India, dated -
7-5-1948)

40

Pakistan: Economic Controls Conference,
Karachi, 26-28 April, 1948.

An Economic Controls Conference, attended by the representatives of the Central, provincial and State Governments of Pakistan was held at Karachi on 26, 27 and 28 April 1948. The Conference was presided over by Mr. Ghulam Mohammad, Minister for Economic Affairs and Finance, Government of Pakistan. Progressive decontrol of all commodities with the exception of foodgrains and cloth, building up of a handloom industry and strengthening of anti-corruption measures were among the main recommendations of the Conference.

Mr. Ghulam Mohammad's address: Need for co-operation between provinces and the Centre.— Addressing the Conference, Mr. Ghulam Mohammad referred to Pakistan's short supply of essential goods and stressed the necessity for restricting consumption, developing alternative sources of supply and finding substitutes. The control of food grains had created many undesirable conditions and unless these were effectively tackled there would be serious economic trouble. The Government of Pakistan was determined to have an efficient administrative machinery and would not ~~hesitate~~ hesitate to eliminate a corrupt employee however highly he may be placed. In conclusion Mr. Mohammad stressed the need for active co-operation between the centre and the provinces.

Decisions: Progressive decontrol of all commodities.— With the exception of food grains and of cloth, the Conference was in favour of progressive decontrol of all commodities. The Conference also pressed for the removal of all unnecessary restrictions on inter-provincial movement of goods within Pakistan. The extent to which control on each essential commodity could be relaxed or removed depended, however, on the total supplies available and the possibility of reducing effective demand and utilising substitutes. It was pointed out also that there were certain commodities, such as coal, iron and steel, paper and newsprint for the supplies of which Pakistan was wholly dependent upon other countries; and so long as imports from those countries were insufficient to meet Pakistan's minimum requirements, some measures of control of distribution and prices were inevitable.

Foodgrains.— With regard to the continuance of controls on food grains, while one school of thought favoured the immediate removal of distribution and price controls, the majority was in favour of a more cautious policy. The Conference recommended measures for building up reserve stocks, checking unauthorised exports, strengthening procurement machinery and for conserving supplies of foodgrains by improved construction of storage sheds.

41

Cloth.- As regards cloth the conference recommended that the Government of Pakistan should endeavour to place contracts on Indian mills and to settle prices in advance, to have Pakistan cotton processed abroad, and to barter cotton for foreign cotton textiles. It also suggested that when the supply position improves, the existing control might either be removed altogether or considerably relaxed.

Handloom development.- According to available information, there are over 300,000 looms in the whole of Pakistan, of which 123,000 are located in Eastern Pakistan and about 137,000 in the West Punjab. The spinning capacity is, however, inadequate, and the conference recommended the fixation of targets for installation of charkhas (hand spinning wheels) for 1948 for the provinces and States. Only Pakistan cotton would be used for the spinning of yarn, and additional looms would be erected where required. The provincial Governments would finance part of the expenditure on the development of handspinning and hand-weaving and some assistance would also be given by the Centre.

The Conference also recommended the establishment of a Pakistan Spinners' and Weavers' Association, and set up a representative committee with the Minister of Economic Affairs and Finance, Government of Pakistan, as chairman, to work out the constitution of the Association, which is to be a permanent organisation.

Essential foodstuffs.- The conference discussed the problem of rise in the prices of essential foodstuffs, such as meat, bread, milk, vegetables and fruit in the large cities and towns of Pakistan. It suggested that the only effective remedy was to increase supplies by improving marketing arrangements, providing additional transport and cold storage facilities, establishing dairy farms and milk marketing boards in the larger towns and eliminating wastage.

Issue of licences and permits.- The conference recommended that wherever possible the issue of licences and permits should be entrusted to committees consisting of a number of members, either official or non-official, instead of leaving the matter to a single officer; and that wherever possible, preference should be given to organised associations of dealers, co-operative societies, and consumers' societies in the grants of permits and licences without, however debaring bonafide individuals from getting their due share.

The Conference also recommended the strengthening of the anti-corruption staff of the Central and provincial Governments and a review the existing legislation with the object of improving the machinery for detecting offences and imposing more deterrent sentences on persons found guilty of corruption, profiteering and black-marketing. A committee consisting of representatives of the Central and provincial Governments was set up to draw up a Model Act to deal with the offences of corruption, profiteering and black-marketing, and to recommend it to provincial Governments for adoption.

42

Mr. Ghulam Mohammad, President of the Conference,
declared that the Pakistan Government would soon announce
its decision on the Conference's recommendations.

('Dawn', dated 27, 28 and 29-4-1948;
and 1-5-1948).

43

45. Economic Development and Control.

India - May 1948.

Burma's Forests to be Nationalised in Three Years:
Premier's Message to State Timber Board.

In a message to the State Timber Board (vide page 57 of the report of this Office for April 1948) which met for the first time on 21 April 1948, the Prime Minister of Burma stated that the Board's main task would be preparing for and executing the nationalisation of one-third of the forest area of Burma on 1 June 1948 and the remaining areas in the two subsequent years. The extraction, conversion and marketing of timber would ultimately become the responsibility of the Board. This was the first act in ~~the~~ Burma's programme of nationalisation and he was sure the members of the Board would be equal to the immense tasks confronting it.

(The Burma Gazette, Part I, dated
24-4-1948, page 446).

New Central Bank for Pakistan: State Bank of
Pakistan to function from 1 July 1948.

The State Bank of Pakistan Order, 1948, issued by the Governor-General of Pakistan on 12 May 1948, provides for the constitution of a State Bank in Pakistan to regulate the issue of bank notes and the keeping of reserves, with a view to securing monetary stability in Pakistan and generally to operate the currency and credit system of the country to its advantage. The same Order provides further that the Reserve Bank of India constituted by the Reserve Bank of India Act, 1934, shall cease to operate as Pakistan's currency authority and central bank after the 30 June, 1948.

Functions.- The State Bank of Pakistan, which will act as banker to the Pakistan Government will have an authorised capital of 50 million rupees which will be fully subscribed. It will control Pakistan's paper currency and its foreign exchange. The State Bank will be also the bankers' bank.

44

Share capital.— The Bank will start functioning from 1 July. Of its subscribed capital of 30,000,000 rupees divided into shares of 100 rupees each, 49 per cent will be thrown open to public subscription and 51 per cent ~~is~~ will be subscribed by the Government. Nobody will be allowed to purchase more than 500 shares. In allotting shares preference will be given to small investors to enable the largest number of Pakistan citizens to have a voice in the management of the Bank.

— Management.— The Bank will have a Central Board of 8 Directors, 5 nominated by the Government and 3 elected by the share-holders in the three areas—Lahore, Karachi and Dacca. Separate share registers will be maintained in these three areas. Later regional boards may be constituted to advise the Central Board of Directors.

(G.G.O.No.11, dated 12 May 1948;
The Gazette of Pakistan, Extraordinary,
dated 12 May 1948, pages 275-299).

Textile Advisory Committee set up by
Central Government.

In view of the Government of India's policy to relax control over cotton textiles (vide page 18 of the report of this Office for January 1948) the Central Government has abolished the Textile Control Board and replaced it with a Textile Advisory Committee. The functions of the Advisory Committee will be: (a) to advise the Government from time to time on cotton textile policy, particularly on the fairness of prices of cloth and yarn fixed by the industry; and (b) to advise generally on matters pertaining to the development of the textile industry, allocation of spindlage, loomage for expansion, assistance as regards raw materials, millstores, coal, transport, etc.

Among the persons appointed to be members of the Committee are Mr. Krishnaraj Thackersey, Mr. Kasturbhai Lalbhai, Sir Shri Ram, Mr. G.D. Birla and Mr. Hariharnath Shastri.

(Ministry of Industry and Supply
Resolution No. 87-Tex.1/48, dated
13-5-1948. The Gazette of India, dated
22-5-1948, Part I-Sec.1, page 595).

45

Bombay Government announces Industrial Policy:
Emphasis on Balanced Regional Distribution of
Industry.

The Government of Bombay announced on 16 May 1948 the details of the industrial policy it proposes to follow, "as an integral part of the Province's five-year plan". The policy which has been framed in the light of the recommendations of the Provincial Industries Committee appointed in 1945 (vide ~~pages~~ page 59 of the report of this Office for June 1945) includes the establishment of an Industrial Finance Corporation, development of trading estates in the immediate future, legislation introducing a system of licensing for industrial enterprises, ~~dispersal~~ dispersal of industry to avoid overcrowding in large cities, encouragement to small-scale and cottage industries and extension of electric supply to rural areas.

Some important instruments of state help to industry such as the imposition of tariffs, the regulation of railway rates and the exercise of control over imports and exports, are at present under the control of the Centre and the war-time restrictions on capital issues and on the import of machinery, which are still continued, further limit the field for provincial action in relation to industries. The Government of India's industrial policy announced in April (vide para 45 pages 32-36 of the report of this Office for April 1948), again, provides for the exercise of Central control over a number of industries. But the Government of Bombay is of the opinion that there is still considerable scope for the pursuit of a vigorous policy by the provincial Government itself.

~~Subject:-~~ the Objectives. - In the formulation and carrying out of its programme of industrial development the Government of Bombay proposes to keep the following general objectives in view: (1) rapid and all-round development of industry so as to increase the production of wealth and to secure full employment and an adequate ~~employment and an~~ standard of living for all; (2) dispersal of industry so as to secure a balanced regional distribution and to avoid overcrowding in large towns and cities; (3) encouragement of small-scale and cottage industries in order to secure fuller utilisation of available manpower, to provide subsidiary occupations for the rural population, and to decentralise economic and political power; and (4) regulation and control of industry in the interest of efficient production

and equitable distribution and for safeguarding the rights and interests of the workers and consumers. With these ends in view the Government proposes to take the initiative in providing facilities for the encouragement of industry and, in certain spheres, to undertake enterprises on its own.

Measures of general assistance.- The foundations of any sound industrial structure are ultimately laid on the availability of essential raw materials, power, finance, trained personnel and on the degree of technological advance achieved. To aid in securing these in ample measure, the Government has under consideration programmes of geological and forest surveys for the spread of technical education and for the extension of facilities for industrial research.

Special ~~forms~~ forms of assistance to private industry.- In addition to the above general measures the Government also proposes to provide for private enterprise the following special forms of assistance: (1) extension of electric supply to rural areas, (2) establishment of an Industrial Finance Corporation, and (3) development of Trading Estates. As regards the first the Government has already put into operation an Electric Grid Scheme which, when completed, will cover the entire Province and will give a much-needed impetus to large and small-scale industries. The Government attaches special importance to this basic facility for industrial progress. The proposed provincial Industrial Finance Corporation will supplement the activities of the Corporation already ~~being~~ established by the Centre, the latter being expected to devote its attention mainly to large enterprises. Pending the establishment of the industrial finance corporation, the Government proposes ~~the~~ to give careful consideration to proposals for financial aid from new industrial concerns. Wherever an industry is assisted financially by Government, the Government may claim a share in the profits and participation in the control. The Government also proposes, as a further measure of encouraging industrial development after suitable investigation, ~~and~~ to select a number of areas in the Province for concentrated development. To begin with such areas will be selected in those parts which are comparatively backward and which have an adequate supply of labour and raw materials. It is proposed to develop them by clearing and laying out the land and providing certain essential facilities like water supply, drainage, transport and electricity. The areas will be divided into suitable sites which may be given to private parties, firms and co-operative societies desirous of setting up factories, preference being given to cooperative enterprises and to such concerns which are comparatively small in size or which do not conflict with cottage industries or which are mainly concerned with the processing of local raw materials. These trading estates will make for the necessary dispersal of industries in a quick and direct manner and will enable the Government to provide special facilities for the formation of industrial co-operatives and the promotion of cottage industries.

Cottage and small-scale industries.- The Government has already taken special steps to foster the growth of cottage and small-scale industries in order to provide remunerative full-time and part-time employment in rural areas and to enable local raw materials to be worked up into manufactured goods by local labour for local consumption. The Government proposes in particular to rely on the following measures of assistance to cottage industries: (i) the establishment in selected villages of village centres to provide employment and training; (ii) demonstration parties to teach useful crafts to the rural population; (iii) preference for products of cottage industries in the purchase of Government stores; (iv) extension of electricity to rural areas and where necessary the purchase of suitable equipment for mechanisation; (v) promotion of industrial co-operatives; (vi) suitable arrangements for marketing and finance; and (vii) investigation of the possibilities of industries highly centralised at present, working on a decentralised basis.

State policy in regard to large industries.- In the field of large-scale industry in consonance with the policy of the Government of India, the Government of Bombay will extend the scope of State enterprise to new undertakings in fields declared by the Central Government to be the exclusive responsibility of the State. In the remaining field it will, in consultation with the Government of India, pursue the policy of progressive participation in industrial development including the undertaking of industrial enterprises by and on behalf of the State and the exercise of such control as may be deemed necessary from time to time.

As regards regulation and control of industries, the Government will, through its system of licensing of factories seek to prevent the location of factories in areas already congested and give priority to industries producing essential goods.

Pilot plants.- In spite of Bombay being an industrially advanced province, there are several lines of industrial development in which no beginning has yet been made by local enterprise. To promote development in these fields, the Government would welcome the establishment, by private agency, of pilot plants for industries offering a fair prospect of success and would be prepared to consider the grant of suitable assistance to such agency. The Government has also under examination the starting, under its own auspices, of a few pilot plants, besides those already at work for the production of certain drugs and sera at the Haffkine Institute.

(The People's Raj, (issued by the Directorate of Publicity, Government of Bombay), dated 22-5-1948).

4

Burma to Nationalise Air Transport:
Board appointed.

The Government of Burma, on 5 May 1948 sanctioned a scheme for nationalisation of air transport and appointed a board pending formation of a commercial company.

The Union of Burma Airways are expected to begin not only internal services but ~~flights~~ flights to Calcutta, Singapore, Bangkok and Penang.

(The Hindu, dated 6-5-1948).

Burma: Inland Waterways Transport to be
Nationalised.

The Burma legislature passed on 20 April 1947, the Burma Inland Waterways Nationalisation Bill. The Bill empowers the Government to take over the British owned Irrawaddy Flotilla Company on 1 June 1948. A special commission to assess the value of the Company has been appointed by Government.

('Dawn', dated 22-4-1948).

46. Wages.

India - May 1948.

Earnings of Factory Workers in British India during 1946*.

4 Percent increase in average annual earnings during 1946.- The average annual earnings of factory workers drawing below 200 rupees per month amounted to 619.4 rupees in 1946 as against 595.8 rupees in 1945 and 287.5 rupees in 1939. There was thus an increase of about 4 per cent in the average earnings as compared to the previous year while the index on the basis of 1939 stood at 215.4 in 1946 as against 207.2 in 1945.

The total wages paid in 1946 to workers of the above mentioned category (including clerical and supervisory staff subject to the said monetary limits) amounted to 112.8 ~~rupees~~ million rupees, the average number of workers being slightly more than 2 million. As compared to 1945, the wage bill in 1946 came down by about 49 million rupees or approximately 4.2 per cent while factory employment (excluding clerical and supervisory staff) declined by 6.8 per cent.

Average annual earnings of factory employees by provinces.- While the All-~~India~~ British India figure for the average annual earnings increased by 4 per cent in 1946 as compared with 1945, it increased by 23.6 per cent in Sind, 19.6 per cent in Delhi, 18.1 per cent in Madras, 7.6 per cent in the United Provinces, 6.7 per cent in Ajmer-Merwara, 6.6 per cent in Bengal, 5.5 per cent in Orissa and 4.1 per cent in Assam. In Bombay and the Central Provinces and Berar, however, the average annual earnings declined, by 0.3 per cent in the former and 9.6 per cent in the latter. Delhi with an average annual earning per employee of 837.2 rupees captured the first place from Bombay, while Madras with average annual earnings of 422.2 rupees still occupied the lowest place.

* The figures for 1946 are based on the annual returns on the working of the Payment of Wages Act furnished by the Provincial Governments and Chief Commissioners. Returns could not however be obtained from Punjab and the ~~North-West Frontier~~ North-West Frontier Province.

Average Annual Earnings of Employees in Factories by Provinces.-

Province	1946	1945	1939	percentage increase (+) or decrease (-) in 1946 over.	
				1945	1939
	Rs.	Rs.	Rs.		
Ajmer-Merwara...	447.8	419.8	163.7	+ 6.7	+ 175.5
Assam.....	687.5	660.5	265.7	+ 4.1	+ 160.7
Bengal.....	496.3	465.5	248.7	+ 6.6	+ 99.6
Bihar.....	544.0	538.7	415.5	+ 1.0	+ 30.9
Bombay.....	812.3	814.7	370.4	- 0.3	+ 119.3
Central Provinces and Bihar...	479.7	530.6	-	- 9.6	..
Delhi.....	837.2	699.9	309.4	+19.6	+ 170.6
Madras.....	422.2	357.6	175.9	+18.1	+ 140.0
Orissa.....	440.1	417.2	161.8	+ 5.5	+ 172.0
Sind.....	777.5	629.2	328.0	+23.6	+ 137.0
United Provinces.	593.6	551.7	255.6	+ 7.6	+ 152.0
All British India.....	619.4	595.8	287.5	+ 4.0	+ 115.4

Average annual earnings of factory employees by industries:-The average earnings during 1946 were lowest in the Jute mill industry, being 425 rupees and highest in Mints being 859 rupees. Cotton mill stood second, with 722 rupees. Ordnance factories third with 721 rupees and Engineering establishments fourth with 696 rupees. As compared to 1945, the earnings in Cotton and Minerals and Metals declined by 0.2 per cent and 0.3 per cent respectively while all the other industries recorded considerable rises. The highest increase was in mints being 28.7 per cent.

Trend of Average Annual Earnings of Employees in Factories by Industries

Industry	1939	1945	1946*	Percentage increase (+) or decrease (-) in 1946 over 1945.
	Rs.	Rs.	Rs.	

See next page.

Industry	1939 Rs.	1945 Rs.	1946* Rs.	Percentage increase(+) or decrease(-) in 1946 over 1945.
Textiles.....	293.5 (100.0)	613.7 (208.9)	624.5 (212.8)	+ 1.8
Cotton.....	320.2 (100.0)	723.4 (225.9)	721.8 (225.4)	- 0.2
Jute	230.8 (100.0)	390.5 (169.2)	425.0 (184.1)	+ 8.8
Engineering....	263.5 (100.0)	653.1 (247.9)	696.1 (264.2)	+ 6.6
Minerals & Metals	457.2 (100.0)	601.9 (151.6)	599.8 (151.2)	- 0.5
Chemicals & Dyes	244.8 (100.0)	445.2 (181.8)	492.4 (201.1)	+10.6
Paper & Printing	332.7 (100.0)	568.8 (170.1)	638.4 (191.9)	+12.2
Wood, Stone & Glass...	194.2 (100.0)	413.6 (213.2)	454.3 (223.6)	+ 5.0
Skins & Hides..	285.8 (100.0)	536.7 (186.8)	558.2 (195.3)	+ 4.0
Ordnance Facto- ries..	361.9 (100.0)	642.8 (177.6)	721.2 (199.3)	+12.2
Mints.....	367.4 (100.0)	667.0 (181.6)	858.7 (233.7)	+28.7
Miscellaneous..	281.2 (100.0)	503.2 (178.9)	611.8 (217.6)	+21.6
All Industries..	287.5 (100.0)	595.8 (207.2)	619.4 (215.4)	+ 4.0

*Figures exclude Punjab and N.W.F.P.
N.B. Figures in brackets are index numbers.

(Indian Labour Gazette, March, 1948).

52

28 Rupees Minimum Wage for Ahmedabad Textile
Workers: Bombay Industrial Court's
Award.

Textile workers in Ahmedabad will get 28 rupees a month as minimum wage according to an award given by the Bombay Industrial Court in a dispute referred to it by the Ahmedabad Millowners' Association and the Textile Labour Association. The Court has also prepared a scheme for the standardisation of wages.

The award.- On behalf of labour the demand of 30 rupees as the minimum wage, as in Bombay, had been made. In its award the Court stated that when the parties were asked as to what was the lowest existing minimum occupational wage, they could not give any agreed figure, although it was true that there were a number of employees who were paid less than 20 rupees. After comparing the cost of living figures in Bombay and Ahmedabad and after considering all factors, the Court came to the conclusion that 28 rupees would be the adequate minimum wage. In fixing the minimum wage at a level higher than the existing wage paid to the lowest unskilled employee, the Court could not ignore the capacity of the industry to pay. It did not, however, think that the industry was unable to pay the minimum wage fixed by it.

Contract labour.- One of the other demands made on behalf of labour related to the abolition of the system of contract labour in textile mills. Since contractors' employees are to be treated as employees of a mill under the Bombay Industrial Relations Act, the Court was of the opinion that the minimum wage and the scheme for standardisation of wages, which was also recommended, should apply to such employees as well. The Court felt that so long as the cotton textile industry in Ahmedabad ~~was dependent on coal power and~~ not on electricity, it should not recommend the total abolition of contract labour at this stage. But it thought that conditions of contract labour should be regulated and made uniform as far as possible with respect of wages and other industrial matters.

The award so far as it relates to employees other than contract labour, will come into operation from 1 July 1947. As regards contract labour, it became effective from 24 April 1948.

(The Bombay Government Gazette Extraordinary,
dated 24-4-1948, pages 1759-1780;
The Times of India, dated 28-4-1948).

53

47. Reconstruction Plans.

India - May 1948.

All-India Congress Committee appoints Standing
Committee for implementing Economic Programme.

The All-India Congress Committee at its session held in Bombay on 25 April 1948 decided to set up a nine-man standing committee with Pandit Jawaharlal Nehru, Prime Minister of India, as chairman to consider the implementation of the economic programme of the Congress as set out in the report of its Economic Programme Committee (vide pages 27-31 of the report of this Office for February 1948).

The resolution on the subject stated that the All-India Congress Committee (A.I.C.C.) had already approved the Economic Programme Committee's report (vide page 56 of the report of this Office for March 1948). However, in regard to more detailed suggestions made in the report and in view of the industrial policy announced by the Government of India, the A.I.C.C. decided to appoint a standing committee, with powers to co-opt for specific purposes, to consider the implementation of the general programme, more specially in regard to priorities, and make recommendations from time to time to the Working Committee.

Members of the Committee include Mr. N.G. Ranga, Mr. Jagjivan Ram and Mr. Gulzarilal Nanda.

(The Hindustan Times, dated
26-4-1948).

37

Hydro-Electric Development in Pakistan:
Howard Committee's Recommendations.

Sir Henry

Sir Henry Howard who was deputed by the Government of Pakistan to report on the scope for and methods of hydro-electric development in Pakistan, has, among other things, recommended the establishment of a statutory power board for Pakistan, assisted by provincial boards and regional advisory committees. Other recommendations include the constitution of a central engineering authority, nationalisation of the existing electrical undertakings and a programme of power development in the various units of Pakistan.

Statutory Power Board.- The report suggests that the Statutory Power Board should deal with policy and act as the co-ordinating authority for provincial boards. Legislation should be enacted by the Centre to enable provincial Governments, to acquire electricity undertakings in accordance with well-defined conditions to finance, operate and construct new schemes, and generally to engage in the business of rationalisation of the supply and development of electric power. The gradual acquisition of all electricity undertakings is the only method by which an adequate supply of power at reasonable rates and rationalisation of the industry can be guaranteed in future throughout Pakistan. A Joint Power Board for Sind and Baluchistan, a Joint Power Board for the Punjab and the North-West Frontier Province, and a Power Board for Eastern Pakistan are also suggested.

Central Engineering Authority.- In place of the Central Technical Board, as contemplated by the Government of Pakistan, Sir Henry has recommended a Central Engineering Authority (CEA) with a Chief Engineer, who would be assisted by an Electrical Commissioner, a civil engineering branch and an electric power branch. The C.E.A. is to be charged with general responsibility for initiating, co-ordinating, examining and encouraging schemes of control, regulation and utilisation of water and power resources. It should function through electrical, civil engineering, electric power and navigation branches, and counterparts of the C.E.A. may be established, in the provinces. One of the first duties of the C.E.A. should be to draw up a power development plan for the whole of Pakistan.

Power development.- The programme recommended for the development of power includes the construction of the Mianwali Hydro-Electric Scheme in the West Punjab, the Karnafulli Hydro-Electric scheme, near Chittagong in East Bengal, the Sind Canal Hydro-Electric Scheme, the Dargai Hydro-Electric Scheme in the North-West Frontier Province; and in survey and investigation of the Indus (Attock) Hydro-Electric Scheme and alternatives; the Kabut River Scheme, the Taurus Hydro-Electric Scheme, and the Gumpti and Someswarai Hydro-Electric Scheme. It is also recommended that orders be placed for a number of steam turbogenerators with switch-gear and transformers for thermal electric schemes

in Karachi; Chittagong, Rawalpindi, Dacca, Lyallpur, Hyderabad (Sind), Multan and Rohri-Nara Sind.

Steps for the implementation of Sir Henry Howard's scheme for the organisation and development of electrical power in Pakistan were discussed at a Conference of provincial and State representatives convened by the Government of Pakistan on 28, 29 and 30 April, 1948 at Karachi.

('Dawn', dated 25 and 27-4-1948).

48. Public Finance.

India - May 1948.

Pakistan: Estate Duty Bill introduced
in Legislature, 18-5-1948.

A Bill to provide for the levy and collection of an estate duty in the provinces of Pakistan was introduced in the Pakistan Constituent Assembly by the Finance Minister on 18 May, 1948.

The Bill seeks to increase the revenue resources of the Central Government by imposing a duty on property passing on death and will apply to all types of property, including agricultural land but estates whose total value does not exceed 100,000 rupees, will be exempt. As in the case of income tax the Bill does not itself prescribe the rates of duty but leaves this to be done by separate enactments. The provisions of the Bill are based mainly on the law in force in the United Kingdom.

('Dawn', dated 18-5-1948).

57

CHAPTER 5. WORKING CONDITIONS.

INDIA - MAY 1948.

51. Hours of Work.

Madras: Draft Rules under Non-Power Factories
Act, 1947, published.

The Government of Madras has published this month the draft of the Madras Non-Power Factories Rules, 1948, framed by it under the provisions of the Madras Non-Power Factories Act, 1947, (vide para 51 pages 60-62 of the report of this Office for April 1948). The draft will be taken into consideration on or after 20 August 1948.

By a notification dated 5 May 1948, the Government has also permanently exempted from the provisions of the Madras Non-Power Factories Act, 1947, all the non-power factories in Madras province belonging to or under the control of the Government of India.

(Rules supplement to Part I of the
Fort St. George Gazette, dated
18-5-1948, pages 119-130.
G.O. Ms. No. 2271, Development,
dated 5 May 1948, The Fort St. George
Gazette, Part I, dated 18-5-1948,
page 419).

55. Women's Work.

India - May 1948.

Ceylon Women's Conference: Lesser Working
hours and Higher Pay than men demanded.

The "Mathar Mahanadu" (Women's Conference), held in connection with the annual session of the Ceylon Indian Congress met at Ratnapura on 16 May 1948 under the presidency of Mrs. Aiysha Rauff, Principal, Muslim Girls' College, Colombo. Mrs. Rauff, in her presidential address said that the "Mathar Mahanadu" had been formed to give proper guidance to women estate workers who had fought for a long time, especially for maternity rights. She pointed out that in some cases expectant mothers had to work up to the 9th month and that in certain estates, hospitals, maternity wards were unsatisfactory. As regards wages women ~~workers~~ workers in estates did the same amount of work as men and were justified in demanding equal pay. She exhorted women workers to join the Congress Labour Union and fight for their right. In conclusion Mrs. Rauff said though estate children were expected to attend school till they were 10 years of age most mothers did not send their children to school. She urged women workers to make united representation in demanding better estate schools, better housing conditions and better social amenities.

The "Mathar Mahanadu" unanimously passed resolutions demanding lesser working hours, higher pay, if not equal wages with men, establishment of maternity homes in all estates and reduction in the qualifying period for maternity benefit from 150 working days to 100.

(The Hindu, dated 18-5-1948).

59

56, Labour Administration.

India - May 1948.

Inspection of Mines in British India:
Report of the Chief Inspector of Mines
for 1945*.

During 1945 as in previous year the Indian Mines Act, 1925, applied to British India only and not to the Indian States.

Employment in Mines—5.8 per cent increase during 1945.—
During 1945 the daily average number of persons working in and about the mines regulated by the Indian Mines Act was 386,290, as compared with 364,948 in the previous year; an increase of 21,342 persons, or 5.84 per cent. Of these persons 159,796 worked underground, 95,310 in open workings and 131,184 on the surface. The number of men and women who worked underground, in open workings and on the surface was as follows:—

	Men.		Women.	
	1945	1944.	1945	1944.
Underground.....	137,279	135,150	22,517	19,321
In open workings.....	62,355	60,241	32,975	34,623
Surface.....	91,698	79,860	38,486	35,751
Total.....	291,312	275,251	94,978	89,697

Distribution of workers—increased employment in coal Mines.— The daily number of persons employed in coal mines was 294,902 which is 39,538 more than the number employed in 1944. Of these persons 53,351 were males employed in cutting coal, 25,775 were males employed as loaders of coal and 72,805 were women. Returns relating to the number of workers employed in coal mines on the day with the maximum turn out of workers in a week in February ~~was~~ specified for this purpose by the Chief Inspector of Mines, showed that on the selected day in February 1946 385,032 persons were either at work or were prevented from attending work in coal mines in British India. This figure is 90,130 more than the average number of persons employed in coal mines during 1945.

* Annual Report of the Chief Inspector of Mines in India for the year ending 31 December 1945: Published by the Manager of Publication, Delhi: Printed by the Government of India Press, Calcutta, 1947: Price Rs. 3-4 or 5sh. 3d. PP.180.

60

Some of the percentages of absentees on the selected day were as follows:- All mines from which returns were received 5.7; Jharia 2.7; Raniganj 5.8; and the Central Provinces 7.3. It is probable that the reason for the low percentage of absentees in the Jharia coalfields is that a larger proportion of the labour force is resident at or near the mines than in the other areas.

During 1945, as in 1944, there was a considerable increase in surface workers, due primarily to buildings programmes, which were held in abeyance during a large part of the war period. The coal output per employed declined from 226 in 1944 to 225 in 1945 if only coal cutters and loaders employed underground and in open workings are taken into account; and from 143 in 1944 to 141 in 1945 if account is taken of all persons employed underground and in open workings.

Decreased employment in metalliferous mines.- The number of persons employed in metalliferous (including mica, stone, clay and salt) mines was 91,588 which is 18,196 less than the number employed in 1944. 69,215 were men and 22,175 were women.

Wages.- During 1945 there was a general increase in the wages of classes of labour in the various coalfields.

Health and Sanitation:

(a) The Asansol Mines Board of Health.- The Asansol Mines Board of Health held 12 ordinary and 8 special meetings during the year. The health of the Mining Settlement, as reflected in the statistics, showed a marked recovery from the adverse effect of the economic distress which prevailed in 1943 and 1944. The death rate fell from 20.1 per 1000 in 1944 to 12.8 per 1000 in 1945. The infant mortality rate ~~fell from 20.1 per 1000~~ declined from 115.3 to 101.3 per 1000 births. The birth rate was 14.4 per 1000. There was a decrease in the incidence of malaria among the colliery population as a result of the intensive control measures undertaken by the Military Malaria Unit and financed from the Coal Mines Welfare Fund. ~~101~~ 101 out of 140 working collieries were included in the scheme. A limited measure of control was also undertaken by the Asansol Mines Board of Health in selected rural areas from which labour is drawn by collieries.

Other health measures undertaken by the Board included inoculation against cholera, anti-leprosy measures and the running of maternity and child welfare centres. Facilities for hospital treatment were made available to collieries by the reservation of 15 beds in the Sanatoria hospital of Messrs. Andrew Yule & Company, Limited, which is equipped with X-ray apparatus and is in charge of a surgical specialist. This arrangement is financed from the Coal Mines Welfare Fund pending the construction of a Central Hospital and two Regional Hospitals as the first stage in the scheme of medical relief for miners.

(b) The Jharia Mines Board of Health.- During the year the Jharia Mines Board of Health held 12 ordinary and 10 special meetings. The estimated population of the Settlement was ~~585,606~~ 585,606. The death rate was 14.55 per thousand, as compared with 15.55 in the previous year. There was a decrease in the

61

infant mortality rate from 72.31 per 1000 in 1944 to 64.83 in 1945. The standard of health among the colliery population was at a higher level than that of the general population. The death rate among the colliery population was 6.72 per 1000 during the year, as against 8.57 in 1944. The sickness rate among the colliery population was 4.95 per cent in February, the healthiest month of the year, and 9.48 per cent in August. There was an increase in the birth rate from 17.46 per 1000 in 1944 to 22.05 in 1945. The health measures undertaken by the Board during the year included mass inoculation against cholera, mass re-vaccination against smallpox which threatened to break out in an epidemic ~~form~~ form, maternity child welfare and anti-leprosy work.

Mines Maternity Benefit Act.— During the year, 950 mines were visited in connection with maternity benefits for women workers employed at mines. The inspecting officers explained to the workers the benefits to be derived from the Mines Maternity Act. The mine managements, according to the Report, are now generally conversant with the requirements of the Act.

Welfare measures in mining areas: (a) by employers.— The controlled distribution of foodgrains and cloth to collieries was maintained throughout the year by the various Mining Associations thereby assuring availability to the mining labour. In the iron mines of Singhbhum "war allowances" were granted to meet the extra cost of living and foodstuffs were sold to the employees at cheap rates. Food concessions were also given to labourers at the mica mines of Chota Nagpur. In the Central Provinces and Berar welfare schemes undoubtedly did a good deal towards maintaining a contented labour force and the Report mentions the following amenities provided in the mines belonging to Messrs Shaw Wallace and Company— creches bonuses for approved work, cheap grain, cloth and consumer goods schemes, improved housing arrangements, provision of outside electric lighting throughout the living quarters, a mobile canteen and the appointment of welfare officers responsible for all welfare activities in the mines. Similar amenities, including ~~a~~ canteen, bonuses; Welfare and Benefit Fund; adult education and retiring ~~gratuities~~ gratuities, were also provided by the Associated Cement Companies Limited in ~~their~~ their mines in the Punjab.

(b) Coal Mines Welfare Fund.— From 1 December 1944 a cess of 4 annas per ton of coal and soft coke despatched from collieries in British India was levied for financing the activities of the Coal Mines Welfare Fund. During 1945 sites for the central hospitals at Dhanbad and Asansol were selected and for regional hospitals sites were selected at Katras and Tisra in the Jharia Coalfield and at Chora and Ranisayar in the Raniganj coalfield. Sites for hospitals and welfare centres were also provisionally selected in the Central Provinces, and for mining townships for both the Jharia and Raniganj coalfields. In the field of education a survey of the existing educational facilities was carried out in the Jharia and Raniganj and the Central Provinces coalfields.

Labour associations in mining areas.- From workers' organisations all of them registered under the Indian Trade Unions Act, 1926, functioned in the ~~existing~~ mining areas during 1945. These were:

(a) The Indian Colliery Labour Union.- This union claimed a membership of 7,737 at the end of 1945. The members consist of miners and skilled and unskilled labourers. The rates of subscription vary from 3 pies to 4 annas per month per member. The Union assisted members in compensation cases and wage disputes.

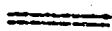
(b) The Indian Miners' Association.- This Association claimed at the close of 1945 a membership of 5,000, the members being chiefly miners and other manual workers at mines. The rate of subscription was one anna per month. The Association conducted meetings and lantern lectures on general welfare schemes. During the year the Association assisted some of its members in wage disputes and compensation cases.

(c) The All-India Colliery Mazdoor Union.- This Union assisted members in wage disputes and claims for compensation. A number of meetings were held at which the activities of the Coal Mines Welfare Advisory Committee were explained to members. The annual subscription was two to four annas a month.

(d) Coal Workers' Union.- This Union claimed a membership of 4,318 and took up with the authorities concerned various matters concerning the interest of the workers.

Inspections.- During the year 1,494 mines were inspected, many of them being inspected several times. 3,487 separate inspections were made. Many inspections were made at the invitation of mine-owners, superintendents and managers desirous of obtaining advice on safety matters. In addition a large number of inspections of the sanitary conditions at mines were made by medical officers as ex-officio Inspectors of Mines.

(The Annual Report of the Chief Inspector of Mines in India for 1944, was summarised at pages 17-20 of the report of this Office for March 1947).



68

Madras Shops and Establishments Act, 1947:
Inspectors appointed.

By a notification dated 26 April 1948 the Government of Madras has appointed the following officers to be Inspectors, within their respective jurisdictions, for the purposes of the Madras Shops and Establishments Act, 1947. (1) The Deputy Chief Inspector of Factories; (2) The Assistant Commissioner of Labour; (3) Inspectors and Inspectresses of Factories; (4) Labour Officers; (5) District Industries Officers; (6) Commissioners of Municipalities; (7) Executive Officers of Panchayats notified by the provincial Governments under section 21(1) of the Madras Local Boards Act, 1920 (Madras Act XIV of 1920); and (8) Tahsildars and Deputy Tahsildars of the Revenue Department.

(G.O.Ms.No. 2082, Development, dated
26 April, 1948;
The Fort St. George Gazette, dated
4 May, 1948).

64

59. General.
India - May 1948.

Conditions of Work in Coffee Plantations
In Mysore: Labour Department's Report.

The Labour Department of the Government of Mysore which recently conducted an enquiry into the living conditions of labourers in coffee plantations in the Chikmagalur and Hassan Districts in Mysore State is understood to have submitted its report on the enquiry to the Mysore Government. The report deals with the recruitment of labour, the defects of this system, the employment of women and children, hours of work, absenteeism, holidays, wages and earnings, system of payment, concessions by planters, housing conditions, welfare measures, ~~and family~~ employers and workers' organisations, and family expenditure and indebtedness of labourers.

The report states that the wages of plantation labour are low in spite of several concessions shown by planters. Labour suppliers, who recruit the labour for estates, exploit the ignorant and illiterate coolies and the labour-needy planters. The housing conditions and other welfare measures at present common in industrial establishments are unknown to plantation labourers. There are no workers' organisations at present to ventilate their grievances.

Among the remedial measures recommended by the report are (i) the establishment of a Labour Welfare Board with representatives of the Government, the employers, and the workers. The Board's decision must be enforced by planters with the help of suitable legislation in this behalf; (ii) the establishment of a Labour Office, having jurisdiction over the plantation areas at Chikmagalur, and an inspectorate to guide and supervise the decisions of the Board and to take the necessary action against the violation of such decisions; and (iii) a better method of recruitment of labour by planters having direct contact with the workers. The report suggests that the Government may open labour recruiting offices in South Canara—the area from which most of the Labourers are at present recruited.

(The Hindu, dated 17-5-1948).

(A copy of the report has been asked for and will be forwarded to Geneva on receipt).

65

Bihar Workmen's Protection Bill, 1948.

Mr. Anugrah Narayan Sinha introduced in the Bihar Legislative Assembly on 3 May 1948 the Bihar Workmen's Protection Bill, 1948, seeking protect indebted workmen from molestation and intimidation by their creditors.

The Statement of Objects and Reasons appended to the Bill points out that the Bihar Labour Enquiry Committee in its report published in 1940 recommended that demand or solicitation by money-lenders or their agents in any public place for recovery of money should be made a criminal and cognizable offence and Government should have power to take penal action against such an undesirable money-lender. The Bill now proposed is intended to provide protection to workers from molestation and intimidation by such undesirable money-lenders.

(The Bihar Gazette, Part V, dated
12-5-1948, pp. 404-407).

Working Conditions of Motor Transport Workers
in Madras: Government accepts Tribunal's
Awards.

The Government of Madras has accepted the recommendations of the Industrial Tribunal constituted to adjudicate the dispute between managements and workers of certain motor transport services and workshops in the province.

The award.- The Tribunal in its recommendations has fixed the minimum reasonable monthly income of an unskilled worker at 47 rupees in cities and 42 rupees in the mofussil and that of a skilled worker at 64 rupees in cities and 59 rupees in the mofussil. ~~and in the~~ All categories of workers are to get dearness allowance of 25 rupees in the cities and 20 rupees in the mofussil so long as the cost of living index in Madras does not fall below 260. City workers whose salary and dearness allowance exceed 50 rupees shall be paid a house rent allowance of 7 rupees in Madras and 5 rupees in other cities. The hours of work have been fixed at 8 hours, with over-time wages at 1/4 of the ordinary rates of pay for three hours of work in ~~the~~ excess of 8 hours and at 1/2 times for periods exceeding three hours of over-time. ~~Employees~~ ~~shall~~ A bonus of at least one month's salary, provident fund scheme, with contribution at 6 3/4 per cent and payment of gratuity where there is no provident fund at the rate of half a month's salary for each year of service upto to a limit of one year's pay have also been recommended. All transport workers are to be granted privilege leave for seventeen days, festival holidays for seven days and sick leave for seven days ~~and~~ in a year with pay. Employees should not be dismissed without framing charges or giving them opportunity

for explanation. It is further recommended that all unskilled workers are to be made permanent after one year's continuous service and that skilled workers with no previous training should be treated as apprentices for a period not exceeding four years and confirmed ~~at~~ at the end of the period.

The Government has directed that the award shall be binding on both parties ~~to~~ to the dispute for a period of one year ~~from~~ from 1 May 1948.

(The Hindu, dated 2-5-1948).

Mysore: New Labour Legislation planned.

In pursuance of the decisions of the Mysore Industrial and Labour Conference (vide ~~page~~ para 11 page 4 of this report) it is understood that the Government intends to bring before the Representative Assembly shortly the following Bills, with a view to ameliorating the conditions of the labouring classes in the State: (a) Workmen's State Insurance Bill; (b) Minimum Wage Bill; (c) Industrial Housing Bill; and (d) a Bill providing for compulsory arbitration for the speedy and effective settlement of industrial disputes.

(The Hindu, dated 12-5-1948).

Bombay: Provision of Factories Act extended to certain "Work Places".

The Government of Bombay has recently brought under regulation and has applied all or certain provisions, of the Factories Act, to the following class of places in which 10 or more workers are employed: (1) places wherein the process of breaking raw gum karaya lumps is carried on without the use of power; (2) places wherein the process of manufacturing rubber balloons is carried on without the use of power; and (3) places wherein the processes of dyeing or bleaching or printing of cloth, yarn or articles, or all three are carried on with or without the use of power.

Such places have been declared to be "factories" and the occupier of such a factory is required to submit a notice of occupation under ~~section 9~~ section 9 of the Factories Act. Failure to submit the notice is punishable with fine which may extend to 500 rupees.

(Peoples Raj dated 22-5-1948, issued by the Directorate of Publicity, Government of Bombay).

63. Individual Labour Contracts.

India - May 1948.

Orissa: Government Establishments Exempted from
Provisions of Industrial Employment (Standing Orders)
Act.

By a notification dated 21 April 1948 the Government of Orissa has exempted unconditionally from all the provisions of the Industrial Employment (Standing Orders) Act, 1946, all industrial establishments in Orissa under the control of the provincial Government.

(No. 1814-Com. dated 21-4-1948;
The Orissa Gazette Part III, 30-4-1948,
pp. 272-273).

68

66. Strike and Lockout Rights.

India - May 1948.

Government of India: Notification under Industrial Disputes Act declaring Coal Industry Public Utility Service.

By a notification dated 4 May 1948 the Government of India has declared the coal industry so far as it is concerned with the production and supply of coal and coke, to be a public utility service for the purposes of the Industrial Disputes Act, 1947, for a further period of six months from 10 May 1948. (For an earlier notification see page 4 of the report of this Office for November 1947).

8 May 1948 (No. L.R. 1(52). The Gazette of India, Part I-
Sec. 1, page 515).

Bihar: Cotton Textile Industry declared Public Utility Service.

The Governor of Bihar, by a notification dated 5 May 1948, has declared the cotton textile industry in Bihar 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.

(No. 1553-XL(S)-24/48-L dated 5 May 1948.
The Bihar Gazette Extraordinary, 6 May 1948)

West Bengal: Sugar Industry declared Public Utility Service under Industrial Disputes Act.

In exercise of the powers conferred by the Industrial Disputes Act, 1947, the Government of the West Bengal has declared the sugar industry in the province ~~as~~ public utility service for the purposes of the above Act for a period of six months from the date of publication of the notification.

(No. 1215, dated 19-4-1948.
The Calcutta Gazette, Part I, dated
29-4-1948, page 524).

69

Bombay: Air Transport declared Public Utility
Service under Industrial Disputes
Act.

By a notification dated 18 May 1948 the Government of Bombay has declared air transport for the carriage of passengers or goods to be a public utility service for the purposes of the Industrial Disputes Act, 1947. The notification will be in force for a period of six months.

(The Bombay Government Gazette,
Extraordinary, dated 19 May 1948,
page 2356A).

Central Provinces and Berar: Measures to
prevent Illegal Strikes.

The Government of the Central Provinces and Berar issued a warning on 1 May 1948 that powers under the Public Safety Act would be used to prevent stoppages of food production and to meet the 'economic needs of the masses'. A Government Press note on the subject deprecated repeated strikes in the textile industry which involved 104,752 man-days during January and February 1948. The note emphasized that the Government would not tolerate any illegal strike or stoppage of work and that the Public Safety Act had been applied to essential industries empowering the Government to prevent stoppages of production.

(The Statesman, dated 3-5-1948).

2
25

70

67. Conciliation and Arbitration.

India - May 1948.

Bombay: Amendment to Industrial Disputes (Bombay)
Rules, 1947.

By a notification dated 28 April 1947 the Government of Bombay has amended the Industrial Disputes (Bombay) Rules, 1947, by inserting in the said Rules a new Part entitled Part IA defining the powers and duties of Conciliation Officers, prescribing the forms in which notices of a strike or lockout shall be given by the employees or the employers respectively in a public utility service and laying down the form in which report of notice of a strike or lockout shall be sent to the Conciliation Officer by the employer.

Reference was made to the publication of the draft of this amendment at page 77 of the report of this Office for April 1947.

(The Bombay Government Gazette Extraordinary,
dated 30-4-1948, pages 2012-2013).

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

In exercise of the powers conferred by sections 3 and 8 of the United Provinces Industrial Disputes Act, 1947, and in pursuance of the Government Order summarised in paragraph 67, pages 70-72 of the report of this Office for March 1948, the Government of the United Provinces has this month passed orders appointing a number of officers belonging to the provincial Labour Department to be Conciliation Officers in respect of specified areas in the province and constituting a number of Conciliation Boards and Industrial Courts for the settlement of industrial disputes in the province.

Provincial and Regional Conciliation Boards.- The Order relating to conciliation boards sets up a Provincial Conciliation Board with jurisdiction over the whole area of the United Provinces in respect of industrial disputes occurring in the textiles, sugar, leather and glass, and electricity and engineering industries. It also sets up in addition ~~in~~ 4 Regional Conciliation Boards for the textiles industry for the Agra, Allahabad, Kanpur and Barilly regions; 4 Regional Conciliation Boards for the sugar industry for the Barilly, Gorakhpur, Lucknow and Meerut regions; 5 Regional Conciliation Boards for

71

the leather and glass industry for the Agra, Allahabad, Bareilly Kanpur and Meerut regions; and 6 Regional Conciliation Boards for the electricity and engineering industry for the Agra, Allahabad, Bareilly, Kanpur, Lucknow and Meerut regions.

Industrial Courts.- By the Order relating to Industrial Courts, the Government has constituted an Industrial Court each for the textiles, sugar, leather and glass, and Electricity and engineering industries in the province. These Courts which will sit at Kanpur, Lucknow, Agra and Allahabad respectively, will be presided by the District Judges at these places and will have jurisdiction throughout the province. ~~President~~ ~~of each Court~~ The President of each Court will be assisted by an equal number of assessors representing employers and workmen appointed by him from among panels of such representatives which have been constituted by the Government. Each of these panels consists of three representatives of employers and three representatives of workmen.

(No. 2358(L)(i)/XVIII-746(L)-1948;

No. 2358(L)(ii)/XVIII-746(L)-1948;

The Government Gazette of the United Provinces
Extraordinary, dated 1-5-1948, pages 3-6).

112

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

India - May 1948.

Government of India: Notifications relating to
establishment of Works Committees.

A Government of India order dated 7 May 1948 orders every employer of an industrial establishment in which 100 or more workmen are employed or have been employed on any day within the 12 months preceding the date of the publication of the order, in an industry carried on by ~~him~~ or under the authority of the Central Government (other than a federal railway, a mine, an oilfield or a major port), to constitute a Works Committee in accordance with the provisions of the Industrial Disputes Act 1947 and in the manner laid down in Part V of the Industrial Disputes (Central) Rules, 1947.

By another order issued on 5 May 1948 the Government of India has directed the Bombay and Madras Port Trusts and the Commissioners for the port of Calcutta to constitute Works Committees in the manner prescribed in the Industrial Disputes (Central) Rules, 1947, in the industrial establishments under their control.

(Nos. LR.59(5) and LR 59(4);
The Gazette of India, Part I-Sec.1, dated
15-5-1948, page 556).

United Provinces: Factories employing more than
200 Workers ordered to set up Works Committees.

An Order dated 1 May 1948 issued by the Governor of the United Provinces under the provisions of the United Provinces Industrial Disputes Act, 1947, requires every factory in the United Provinces employing 200 or more workmen to set up on or before 30 May 1948, a Works Committee composed of representatives of the employer and of workmen, and provides that any person contravening or attempting the contravention of or abetting contravention or attempt to contravene any of the provisions of the Order shall be liable on conviction to punishment with imprisonment up to three years or with fine or with both. The rules in accordance with which such Works Committees are to be constituted and worked are outlined in an annexure to the Order.

23

Objects of Works Committees.- The objects of the Works Committee are to provide a recognised means of consultation between the management and the employees, and (i) to give the employees a wider interest in and greater responsibility for the conditions under which their work is performed; (ii) to enforce the regulations contained in collective agreements drawn up by the recognised employers' organisation and the recognised workers' organisation concerned, and the orders of the Government on the recommendations of Labour Courts including awards of Industrial Courts and Adjudicators and settlements made in course of Conciliation proceedings; and (iii) to prevent friction and misunderstandings.

Functions of Works Committees.- The functions of the Works Committees, the rules specify, (a) the distribution of working hours; (b) the method of payment of wages; (c) settlement of grievances; (d) questions of physical welfare; (e) ~~settling~~ questions of discipline and conduct as between the management and work people; (f) suggestions for improvements in methods and in organisation of work; (g) the investigation of circumstances tending to reduce efficiency, or in any way to interfere with the satisfactory working of the factory; (h) ways and means of increasing efficiency; (i) entertainments and sports for the workers; and (j) any other steps that may be conducive to harmonious relations between labour and management. The Works Committee, however, will not have any power to come to an agreement inconsistent with any agreement between the recognised employers' organisation, and the recognised workers' organisation. The Rules further provide that any agreement concluded by a Works Committee may at any time be superseded by an agreement between the recognised employers' organisation and the recognised workers' organisation.

Constitution.- The maximum permissible strength of a Works Committee is fixed at 14. The number of the representatives of the workmen may ~~be~~ not be less than the number of the representatives of the employers. The representatives of the employees on the Works Committee are to be appointed by the trade union affiliated to the recognised workers' organisation and where there is no such union to be elected by the workers. The Chairman of the Committee is to be nominated by the management from amongst employers' representatives on the Committee. The Secretary is to be selected from amongst the workmen of the factory.

Meetings and decisions.- The Works Committee may meet as often as is necessary but it has to meet at least once a fortnight. At least half the number of members from each side form the necessary quorum and decisions are to be arrived at only by agreement between the two sides. Any dispute ~~which is referred to Works Committee~~ which is referred to Works Committee has ordinarily to be decided by it within a period of 15 days from the date of such reference.

In the event of any matter arising which the Committee cannot agree upon, the officials of the trade union concerned or ad hoc representatives of the workers where no trade union exists, may negotiate with the management, or if desired, with the recognised employers' organisation. The question may thereafter, if necessary, be referred to the appropriate Conciliation Board appointed by Government, where such a Board exists, otherwise to the Labour Commissioner, United Provinces.

74

By another Order issued on 1 May 1948, the Government of the United Provinces has directed that for the purpose of setting up Works Committees 'the recognised Employers' Organisation' and 'the recognised Workers' Organisation' shall be the Employers' Association of Northern India, and the Indian National Trade Union Congress, respectively.

(No. 2271(L)/XVIII-826(L)-48, dated 1 May 1948; No. 2556(L)/XVIII-826(L)-48; The Government Gazette of the United Provinces, Extraordinary, dated 1-5-1948, pages 1-5).

~~Bonus for Estate Workers in Madras~~

Bonus for Estate Workers in Madras:
United Planters' Association to
consider Government proposal.

A meeting of representatives of the United Planters' Association of Southern India, the Nilgiri Estates Labour Union and the Government of Madras, ~~held~~ was held in Ootacamund on 17 May 1948, to consider proposal of the Madras Government that the managements of estates in the Nilgiris should sanction an interim bonus of 6 $\frac{3}{4}$ per cent for labour pending the decision of the Government of India's expert committee on the question of profit-sharing.

No agreement, however, could be reached and the discussions were adjourned sine die to enable the U.P.A., S.I. to ascertain the views of its Central Council.

(The Hindu, dated 18-5-1948).

75

Government of India: Expert Committee
appointed to study Profit-sharing.

In accordance with the announcement made in the Government of India's recent Resolution on Industrial Policy (vide para 45 pages 32-36 of the report of this Office for April 1948) the Government of India proposes shortly to constitute a Central Advisory Council. The main ~~functions~~ function of this ~~office~~ body, a Resolution of the Government of India dated 25 May 1948 announces, will be to advise Government on the principles to be followed for the determination of: (a) fair wages to labour, (b) fair return on capital employed in the industry, (c) reasonable reserves for the maintenance and expansion of the undertaking, and (d) labour's share of the surplus profits, calculated on a sliding scale normally varying with production, after provision has been made for (b) and (c) above.

Committee of Experts to study profit-sharing.- The Government of India, however, agree with the view expressed at the recent Labour Conference (vide paragraph 1 page 2 of this report) that subjects (b), (c) and (d) listed above are of such a complex nature as to require preliminary study by experts in order to facilitate detailed consideration by the Central Advisory Council. It has accordingly appointed a Committee of Experts consisting of 7 non-official members including representatives of employers, workers and not more than 2 representatives each of the Ministry of Industry and Supply, Ministry of Labour, Ministry of Finance and Ministry of Commerce to undertake the necessary preliminary study.

Terms of reference.- The Resolution appointing the Committee requests it pay particular attention to the following points: (1) How should 'capital employed in the industry' be determined? (2) How should depreciation and taxation be treated for the purpose of arriving at the gross profit to be allocated between capital, labour and reserves? (3) What are the purposes for which provision should be made by way of reserves and what should be the extent of such reserves? (4) What should be a fair return on capital employed in the industry? Should it be at a uniform rate for all industries or should the rate vary from industry to industry and, if so, on what principles? If the fair return is not reached in some years, should provision be made for making it up later, and, if so, how? (5) Should the fair return on capital employed in an industry vary with the level of taxation if the industry is:- (a) a joint stock company; or (b) a private company? (6) How ~~should~~ should labour's share of the surplus profits (after making provision for fair return on capital and reasonable reserves) be determined on a sliding scale normally varying with production? (7) Should surplus profits be shared every year or should a part be held in reserve for equalisation or any other purpose such as provision against past or future losses? (8) How should labour's share of the distributable profits, as determined under (6) and (7) above, be distributed, that is,

7/6

whether by each undertaking or by each industry or by industry as a whole in each region or for all industrial undertakings in the country or by a combination of these methods? (9) How should Government undertakings be treated for (1) to (8) above? (10) What should be the nature of the machinery for the determination of fair return, etc. on the principles finally accepted by Government? (11) If, in the light of the considerations mentioned above, profit sharing appears impracticable, what, if any, are the alternatives available to give effect to the principles underlying Government's declared policy?

The Resolution adds further that the fair returns on capital should not be such as to discourage adequate investment.

(Resolution dated 25 May 1948; No.I(3)-43(36)/48,

The Gazette of India Extraordinary dated 25-5-1948).

CHAPTER 7. EMPLOYMENT AND UNEMPLOYMENT.INDIA - MAY 1948.71. Organisation of the Labour Market.India - May 1948.Employment
Factory in India during 1946.

The main trends in factory employment in British India during 1946 are reviewed in an article on the subject appearing at pages 523-527 of the ~~January~~ February 1948 issue of the Indian Labour Gazette. The figures for 1946, however, do not include the Punjab and the North-West Frontier Province from which the annual returns for 1946 could not be obtained; accordingly the comparative figures for 1939 and 1945 given throughout this note also exclude the Punjab and the North-West Frontier Province. The main trends in factory employment in British India during 1946 were (i) a decline in the total employment by over 168 thousand or by 6.8 per cent; (ii) a fall in employment in Government and Local Fund factories of over 87 thousand or 22.3 per cent; (iii) a decrease in employment in private factories by about 80 thousand or 3.8 per cent, the heaviest fall being in the Engineering and Minerals and metals groups which together accounted for about 72,000 of the decline in employment; and (iv) the sharp fall in factory employment in Bombay province where the average daily number of workers employed in factories fall from 736 thousand to 684 thousand or by nearly 7.1 per cent.

Distribution of factory workers according to sex and age.-

The total average daily employment in factories in 1946 was 2,314,587 as against 2,482,665 in 1945 and 1,672,707 in 1939. The distribution of this total according to sex and age is given in the following table.

118

Average daily employment in Factories during 1946.

Adults	
Men	2,005,216
Women	268,678
Adolescents	
Males	25,711
Females	3,319
Children	
Boys	9,466
Girls	2,197
Total average daily employment.	<u>2,314,587</u>

The average daily employment in factories in 1946 thus decreased by 6.8 per cent when compared to 1945 but was 38.4 per cent above the figure for 1939. The diminution in employment during 1946 was due mainly to post-war retrenchment, particularly in Government-owned factories.

Distribution of employment according to types of factories. Employment in Government and Local Fund Factories fall from 395,308 in 1945 to 305,581 in 1946 or by 22.5 per cent. Ordnance factories alone accounted for a fall of about 57 thousand, Engineering workshops for 11,000 and Clothing factories for another 6,000. The percentage decrease was highest in the clothing factories being about 55.9 per cent.

Employment in 'All other Factories' i.e. privately owned factories decreased by 3.8 per cent, from 2,089,355 in 1945 to 2,009,006 in 1946. The heaviest decreases in employment in this group were registered by Engineering 41,738 (-16.3 per cent) and Minerals and Metals 30,027 (-26.4 per cent). As regards Textiles while employment in the cotton mills decreased by 12,907 (-2 per cent), employment in the jute industry rose by 9,814 (+5.2 per cent). In some types of perennial and seasonal factories employment rose slightly. Employment in the Food, Drink and Tobacco group increased by 3.1 per cent in the case of perennial and 1.9 per cent in the case of seasonal factories. Chemicals and Dyes registered an increase of 0.9 per cent in perennial 12.5 per cent in seasonal factories. Employment in Paper and printing increased by 3.9 per cent while in Gins and Presses employment figures ~~rose~~ rose by 4.0 per cent in perennial factories but declined by 5.7 per cent in seasonal factories.

Industries.	Average daily number employed (1,000)		percentage increase (+) or decrease (-) in 1946 over 1945.
	1946	1945	
Perennial			
All textiles.....	982	987	-0.5
Cotton.....	630	643	-2.0
Jute.....	313	305	+3.2
Others.....	40	41	-4.2
Engineering.....	215	257	-16.3
Minerals & Metals....	84	114	-26.4
Food, Drink & Tobacco.	151	146	+3.1
Chemicals & Dyes.....	96	95	+0.9
Paper & Printing.....	55	53	+3.9
Wood, Stone & Glass...	91	95	-2.4
Gins & Presses.....	17	16	+4.0
Skins & Hides.....	30	34	-11.3
Miscellaneous.....	36	40	-8.9
Seasonal			
Food, Drink & Tobacco..	157	154	+1.9
Chemicals & Dyes.....	2	2	+12.5
Gins & Presses.....	89	94	-5.7
Miscellaneous.....	4	4	-1.8

Distribution of factory employment by Provinces.- During 1946 factory employment declined in all the major provinces but increased by 0.2 per cent in Orissa, 4.2 per cent in Assam and 4.4 per cent in Baluchistan as compared to 1945. The heaviest absolute decline was in Bombay where the average daily number of workers employed fell from 735,774 in 1945 to 685,517 in 1946; the heaviest relative decline was in Bihar where it decreased by 17.5 per cent.

Province	Average daily number of workers employed(1000)			Percentage increase(+) or decrease(-) in 1946 over.	
	1939	1945	1946	1945	1939
Madras	197	279	262	-6.0	+33.0
Bombay	466	736	684	-7.1	+46.7
Sind	25	40	39	-3.2	+55.5
Bengal	572	745	706	-5.2	+23.5
U.P.	160	276	257	-7.0	+61.0
Bihar	96	168	139	-17.5	+44.8
Orissa	5	7	7	+0.2	+38.6
C.P. & Berar	64	110	101	-8.1	+57.2
Assam	52	58	60	+4.2	+16.6
Baluchistan	2	4	4	+4.4	+104.8
Ajmer-Merwara	15	16	16	-0.6	+18.4
Delhi	17	37	33	-9.5	+91.7
Bangalore and Coorg.	1	6	5	-4.4	+293.9

(Indian Labour Gazette, February, 1948).

Employment Exchanges in Indian States:
to be co-ordinated with those in India.

According to a Press Note issued by the Government of India in the last week of May the question of throwing open employment exchanges in Indian States to all categories of employment seekers and of co-ordinating their activities with those run by the Government of India is under consideration.

There are 21 exchanges in Indian States controlled exclusively by the State administrations and mostly catering for ex-Servicemen only.

A survey of their progress was recently conducted by the Directorate-General of Resettlement and Employment; and statistics received from 11 out of the 21 State employment exchanges showed ~~that~~ that up to the end of December 1947, they had registered 48,277 applicants, of whom 41,930 were ex-Servicemen, and placed in employment 9,806 of whom 8,806 were ex-Servicemen. This gives a placing percentage of 20.3.

The largest number of registrations during the period under review, was in Travancore, which registered 16,800 applicants. The next largest figure was in Cochin with 8,490 applicants. For the same period, Jodhpur had 1,879 placed in employment.

(The Statesman, 28-5-1948).

Number of Employment Exchanges in Pakistan
to be increased.

In reply to a question in the Pakistan Constituent Assembly on 10 May 1948, Mr. Nishtar, answering on behalf of the Minister of Law and Labour, said that at present there were 17 employment exchanges in Pakistan, of which 6 were in West Punjab; 3 each in the North-West Frontier Province and Sind, 1 in Baluchistan and 4 in East Bengal. Mr. Nishtar, added that the Government had decided to increase the number of employment exchanges in the West Punjab from six to ten; in Sind from three to four and in East Bengal from four to nine.

('Dawn', dated 11-5-1958).

81

Employment Exchanges open to all Categories
of Employment Seekers.

According to a Government of India Press Note the Employment Exchanges of the Ministry of Labour are no longer confined to ex-servicemen and discharged war-workers, but have been thrown open to all categories of employment seekers.

The Note adds that the starting of a full-fledged national employment service has been made possible as all the provincial Governments have fallen in line with the policy of making the Employment Service available to everybody who seeks employment assistance.

(The Statesman, dated 21-5-1948).

India: Employment Exchanges: Working during
March 1948.

Employment situation.— The employment exchanges reported little change in the employment situation during March 1948. Illegal strikes in Agra, Gorakhpur and Meerut resulted from protests made against retrenchment and/or dismissals of redundant workers. Retrenchment of temporary Government workers in Madras was stated to be likely to cause a rise in the number of unemployed in the middle classes. Madras also reported that the employment position was gloomy owing to the slow progress made in the development of industry and the curtailment of building activity through a lack of raw materials. Expansion schemes in Bombay were said to be held up on account of inadequate supply of raw materials. In Delhi the return of old Muslim employees to Railway Workshops and offices was said to have resulted in the displacement of a number of refugees from Western Pakistan, who had been recruited against the vacancies caused by the exodus of Muslim from the provinces. In East Punjab there were a large number of vacancies for manual labourers on road and canal and similar development projects. Reports of other schemes for the absorption of available workers however, were not received.

Employment facilities extended to all in Bombay and Madras.— The Governments of Bombay and Madras have decided that the facilities available through the Employment Exchanges in those provinces should be extended to all categories of employment-seekers.

Registrations and placings.— The total number of registrations and placings effected at employment exchanges and district employment offices during March 1948 are given below:

	March 1948	February 1948	March 1947
Total number of registrations (including re-registrations).	58,203	50,835	46,080
Total number of persons placed in employment.	17,652	17,153	9,377

During March 1948 the exchanges thus set up for the sixth month in succession a record number of placings.

Of those placed in employment 5,342 were ex-Services personnel as compared with 6,191 in the previous month.

15,794 applicants were offered the opportunity of being considered for appointment during the month but declined to take advantage of the opportunity afforded. 3,817 declined because the pay offered was inadequate and 4,290 declined for various other reasons. 7,687 failed to report for interview with employers without offering any satisfactory explanation. Of those who failed to take advantage of the opportunity of obtaining employment was 8,977 (or 56.8 per cent) were ex-Services personnel.

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

Wage groups: Basic monthly pay.	Number of placings.
Above 100 rupees.....	224
61 to 100 rupees.....	1,537
36 to 60 rupees.....	7,604
21 to 35 rupees.....	5,744
20 rupees or less.....	2,543

In general most employment exchanges reported a surplus of clerical, un-skilled and semi-skilled workers (fitters, turners, etc.) and a shortage of skilled workers in engineering trades and certain specialised occupations.

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

72. Vocational Guidance and Training.

India - May 1948.

West Bengal: Government sets up Advisory Board
for Mining Education.

The Governor of West Bengal, with the concurrence of the Government of Bihar has set up a Mining Education Advisory Board for West Bengal and Bihar for a period of three years or till the control of the mining classes is transferred to the Government of India, whichever is earlier, with effect from the 9 November 1947. The Board will be presided over by the Chief Inspector of Mines in India, and will have 15 other members including representatives of organisations of mineowners and managers of miners. The following will be the main functions : (1) To advise Government on all questions concerning mining education. (2) With regard to the existing scheme of local mining classes in the coalfields—(a) to determine the syllabus of the classes; (b) to appoint local sub-committees and determine lecture centres; (c) to submit recommendations to Government for appointment and dismissal of lecturers; (d) to disburse the contingent grants allotted for the classes; (e) to conduct examinations and issue certificates in connection with the classes; and (f) to levy tuition fees for the classes up to 10 rupees per student for the session.

(The Calcutta Gazette, Part I,
dated 13-5-1948, pages 581-582).

84

Meeting of All-India Council of Technical
Education, Bombay, 22 April, 1948.

The third session of the All-India Council of Technical Education was held at Bombay on 22 April 1948 under the presidency of Mr. N.R. Sarkar, Chairman of the Council.

Mr. Sarkar in his address reviewed the work done by the Council and emphasised the urgency of setting up higher ~~technical~~ technological institutions in India with a view to meeting the dearth of much-needed technical personnel.

The Council directed the Joint Committee of the All-India Board of Technical Studies in textile technology, engineering, chemical technology and commerce and business administration to evolve a scheme for the training of ~~engineering~~ engineers and technologists in business as well as industrial administration which, the Council emphasised, was so necessary if they were to take their rightful place in India's industries. The Council urged that the eastern and the western higher technical institutions be established without delay. In regard to the northern and southern institutions, the Council recommended that steps should be taken forthwith for the purchase of suitable sites for each institution in consultation with the respective provincial and State Governments. The Council was of the opinion that these Governments should provide the necessary land free of charge and make available the necessary supply of electricity, water, etc. The Council also recommended that provincial and State Governments should establish more schemes for the training of craftsmen on a sufficiently broad and sound basis so that the requirements for this type of personnel for India's expanding industries may be met.

On the recommendations of the Council, the Government of India has accepted in principle a scheme for strengthening 14 existing higher technical institutions by means of suitable financial assistance from Central revenues and 1,900,000 rupees have been disbursed to some of these institutions, subject to their fulfilling certain conditions laid down by the Council. The most important condition is that extra facilities created with the financial assistance from the ~~Central~~ Government of India will be made available to students from the whole of India, irrespective of any provincial or other considerations. In this respect, the needs of backward provinces will be specially kept in mind. The question of special provision for students of each province is being taken ~~into~~ up with the respective Governments.

The Council appointed a Sub-Committee to consider and report on the different types of institutions and training for different categories of technical personnel needed by different industries. This Committee will also consider other questions including that of organisation of apprenticeship training. The Council also authorised the Chairman to

85

appoint a special committee to look into the question of training of men required for the merchant navy in India as well as for different Port ~~Authorities~~ Trust authorities.

The second meeting of the Council was reported at page 44 of the report of this Office for June 1947.

(The Times of India, 25-4-1948;
The Hindu, dated 26-4-1948)

Council of Technical Education' Constituted
by Government of Pakistan.

In accordance with the recommendations of the Pakistan Educational Conference held in November 1947 (vide pages 67-70 of the report of this Office for November 1947), the Government of Pakistan has constituted a Council of Technical Education ~~etc~~ for Pakistan, under the Chairmanship of the Minister of Education.

The Council will survey the existing facilities for technical education for Pakistan and will prepare a comprehensive scheme for its re-organisation and development on modern lines and also prepare a scheme for the training of scholars abroad in technical subjects.

('Dawn', dated 30-4-1948).

3

86

73. Migration and Colonisation.

India - May 1948.

1948 Session of Ceylon Indian Congress,
Ratnapura, 14-16 May 1948.

The Ceylon Indian Congress held its 1948 annual session at Ratnapura from 14 to 16 May 1948. The session was presided over by Mr. A. Aziz, President of the Congress. Among the resolutions passed was one urging a fair and equitable settlement of citizenship rights of Indians in Ceylon.

Presidential address.- Mr. A. Aziz, in his presidential address criticised the Government's ~~attitude~~ attitude towards domicile rights of Indians in Ceylon. Indian labour was only asking for human treatment as citizens of the land. The sense of permanence of home, which was an essential requirement for creating a psychology of attachment to the soil, is entirely absent and yet absurd demands are made of the Indians with regards to the proof of their intentions through various devices, which are untenable on moral grounds. Mr. Aziz, emphasised that the Ceylon Indian Congress did not desire dual citizenship for Ceylon Indians. Reasonable safeguards against dual citizenship, should be taken by the Ceylon Government, but it should not make that an argument for denying Ceylon citizenship rights. While deploring the attitude of the Government in seeking the reduction of the Indian labour in the Island, Mr. Aziz pledged full support of the Congress to stop further immigration into the Island if the Ceylon Government felt that it could not absorb more people.

In conclusion Mr. Aziz said that the Ceylon Indian Congress, had been struggling for the uplift of the labourers on the estates in Ceylon had now taken up the question of wages of labour in plantations of India and Pakistan. It would also bring the problem before the Asian Regional Conference of the I.L.O. so as to cover up other plantation areas in Asia as well.

Resolutions.- The main resolution moved by Mr. S. Thondaman, the outgoing President and member of Parliament, urged that a fair and equitable settlement of the questions relating to citizenship rights of Indians in Ceylon, should be reached immediately and without any further delay. While welcoming the steps taken towards this end it reiterated that any settlement that denied in substance and in principle the right of Ceylon Indians to citizenship would be unacceptable to Ceylon Indians and would retard the harmonious progress of Ceylon to economic democracy. The resolution was passed unanimously. By another resolution the Congress urged the countries of South-East Asia to unite and co-operate in the measures to prevent the continuance of exploitation of countries in Asia as sources of cheap labour and raw materials by highly industrialized and imperialist countries of

87

the West. Another resolution called upon the Ceylon Government to take early steps to amend the constitution, so that the constitution might have an explicit declaration of the fundamental rights of citizens and secure effectively a democratic form of Legislature and Government, particularly by the removal of the provision disqualifying from serving in legislature and local bodies, persons convicted on offences arising in the course of public and political activities.

(The Hindu, dated 16 and 17-5-1948).

Annual Conference of Ceylon Indian Congress
Labour Union, Ratnapura, 16 May 1948.

The annual general meeting of the Ceylon Indian Congress Labour Union was held at Ratnapura on 16 May 1948 under the chairmanship of Mr. A. Aziz, President of the Union.

Presidential address.— Mr. Aziz in his presidential address, referred to the growth of the labour union since it was founded nine year ago. At that time the Union was afraid of even divulging the names of its members to the Superintendent of estates but today labourers, as members of the Union, could strike work openly. The Labour Union had secured certain rights and leave privileges and increases in wages according to the cost of living index. When the Union came into being, the maternity allowance was 21 rupees but today it had doubled and the Union would continue to fight for more. During war years, when the Union demanded a revision of wages, employers refused it on grounds that they were unable to meet the high wages demand, as sufficient profit was not realisable. Today, tea was selling at two rupees a pound, yet they continued to give the same wages as when the price of tea was much lower.

General Secretary's report.— The report, the General Secretary of the Union, presented by Mr. K. Rajalingam, said on the question of wages that when the cost of living index was 215, the special allowance was raised to 67 cents for the male worker, 54 for the female, and 47 cents for the child worker, effective ^{from} 1 August 1945. The basic wage, however, remained at 58, 46 and 41 cents respectively for male, female and child workers. Representatives of the Wages Board recommended 112 cents for male, 104 cents for female and 95 cents for child worker, but planting industries were doing their best to defeat this move. Hence effort was necessary to secure improvement, in order that the basic wage might have some relation to the bare human needs of labourers. The report added, the Union always was willing to settle trade disputes by negotiation, although employers, influenced by

88

juridical concepts of absolute power in the management of their possessions, grudging genuine recognition of the status of their workers. Permission to hold meetings continued to be refused on some of the estates on the plea that the management was afraid of a breach of peace.

Resolutions.- Among the resolutions passed by the Ceylon Indian Congress Labour Union was one demanding the basic minimum wage of workers in Ceylon should be one rupee fifty cents. The resolution supported the demand of rupee one and cents 24 as the basic wage for workers in tea estates. Another resolution said, it was unfair and inequitable to pay lower wages to women and demanded the same minimum wages for both men and women. By another resolution the Union regretted that no practical steps had been taken by Government to integrate estate schools in the scheme of free education. Another resolution called on the Government to amend the Maternity Benefit Ordinance (vide page 8 of the report of this Office for November 1946) by reducing the qualifying period from 150 days to 120 days. Finally, by another resolution, the Union demanded the institution of old age pensions without delay.

Mr. A. Aziz was elected President ~~Chair~~ of the Union.

(The Hindu, dated 18-5-1948).

CHAPTER 8. SOCIAL SECURITY.

INDIA - MAY 1948.

81. Social Insurance.

Workmen's Compensation Act, 1923:
Working in Orissa during 1946.

The daily average number of persons employed in Orissa during 1946 was 7,218 adults as against 6,429 adults and 29 minors in 1945. During the year there were 5 cases of deaths, 2 cases of permanent disablement and 14 cases of temporary disablement, against 7 cases of deaths, 11 cases of permanent disablement and 8 cases of temporary disablement in 1945. The amounts of compensation paid were 2,900 rupees, 841 rupees and 528 rupees respectively for the three classes of accidents; the corresponding figures for 1945 were 3,456 rupees, 2,920 rupees and 112 rupees respectively.

There was no case of occupational disease during the year under report.

(Annual Returns under the Act published by the Government of Orissa - Letter No.1526(5)/Com., dated 3-4-1948).

90

85. Benefits Organised or paid by Employers.

India - May 1948.

India: Coal Mines Provident Fund and Bonus Schemes Ordinance, 1948.

On 23 April 1948, the Government of India promulgated the Coal Mines Provident Fund and Bonus Schemes Ordinance, 1948, empowering the Central Government to frame a Provident Fund Scheme and a Bonus Scheme for persons employed in coal mines in India. It may be recalled in this connection that the institution of a compulsory provident fund for coalminers was agreed to at the first meeting of the Industrial Committee on Coal Mining at Dhanbad in January 1948 (vide pages 83-84 of the report of this Office for February 1948).

Coal Mines Provident Fund Scheme.— The Ordinance provides that the Central Government may, by notification in the official Gazette, frame a scheme to be called the Coal Mines Provident Fund Scheme for the establishment of a provident fund for employees in coal mines and specify inter alia the coal mines to which the scheme shall apply; the employees or class of employees who shall join the Fund and the conditions under which they may be exempted; and the rate, time and manner of payment of contributions by employers and workers. The Ordinance further empowers the Central Government to provide for the levy of a charge payable by the employer to meet the cost of administering the provident fund scheme. A Board of Trustees may be formed consisting of nominees of the Central Government, and representatives of employers' and employees' organisations to manage the provident fund. Subject to the condition that the number of the representatives of the employees on the Board shall not be less than the number of the representatives of the employers.

Coal Mines Bonus scheme.— The Ordinance similarly empowers the Central Government by notification in the official Gazette, to frame a scheme to be called the Coal Mines Bonus scheme for the payment of bonus to employees in coal mines and to specify the coal mines to which the scheme shall apply. The scheme may, among other things, provide for the payment of bonus dependent on the attendance of an employee in a coal mine during any period; specify the employees or class of employees who shall be eligible for the bonus and the conditions of eligibility; fix the rate at which the bonus shall be payable to an employee and the manner in which the bonus shall be calculated; and, specify the time and the manner of the payment of the bonus.

911

Enforcement and penalties.— The Ordinance provides for retrospective effect being given to schemes framed under its provisions and authorises the Central Government by notification in the official Gazette, to appoint Inspectors for the purposes of the Coal Mines Provident Fund Scheme or the Coal Mines Bonus Scheme for such areas as may be specified in the ~~notification~~ notification.

Contraventions of any of the provisions of schemes framed under the Ordinance ^{are} punishable with imprisonment for a term which may extend to six months or with fine not exceeding 1000 rupees or with both.

(Ordinance No. VII of 1948;
The Gazette of India Extraordinary,
dated 23-4-1948, pages 625-626).

Provident Fund for U.P. Government Servants:
Pay Committee's Scheme accepted by Government.

The United Provinces Government has adopted the combined scheme of contributory provident fund-cum-pension-cum-insurance suggested by the U.P. Pay Committee (vide pages 43-44 of the report of this Office for January 1947). The Government has framed rules on the subject which take effect from 1 April 1948.

According to these rules, a Government servant who joins the contributory provident fund is required to subscribe between one anna and two-and-a-half annas in the rupee of his monthly emoluments to the fund and the Government will contribute to the account of the Government servant at the rate of $6\frac{1}{4}$ per cent or one anna in the rupee for ~~his~~ his emoluments from the date on which he joins the fund and also allow interest on the total amount at the credit of the subscriber in the fund. A Government servant may also take out a life insurance policy of such amount as may be prescribed by the Government from the State Insurance Department of the Government, which will be formed in due course. The premium on the life policy will be paid from the amount of subscriptions, including interest thereon at the credit of the Government servant in the contributory provident fund. ~~The~~ The Government servant will, in addition, get a pension on retirement. He will have the option to take a full pension, in which case ~~he takes~~ the Government's contribution plus interest thereon in the contributory provident fund will be withdrawn by the Government of a reduced pension plus the entire amount including the Government's contribution plus interest thereon in that fund. The pension will be admissible throughout the life from the date of retirement of a Government servant. It will, however, not be payable in the event of his death before retirement, but in that case the amount

92
at his credit in the contributory provident fund and the amount of his life insurance policy will be available for his dependents.

(The Hindu, dated 26-4-1948).

93

Chapter 9. Living Conditions.

94. Education.

India - May 1948.

Pakistan Government sets up Advisory Board of Education.

In a resolution dated 19 April 1948 the Government of Pakistan has announced the personnel of the Advisory Board of Education for Pakistan. The Board will be presided over by the Minister for Education in the Government of Pakistan and will have among its members the Education Ministers of the Pakistan Provinces, the Vice Chancellors of the Universities of Dacca, Sind and West Punjab, and the provincial Directors of Public Information.

The functions of the Board are summarised at page 75 of the report of this Office for February 1948.

(The Gazette of Pakistan,
Part I-Sec.1, dated 30-4-1948,
page 233).

94

Committee on Secondary Education appointed
by Government of India.

Following the recommendations of the Central Advisory Board of Education, the Government of India has appointed a committee to review the present position of secondary education in the country. The committee will make recommendations about the aims, objects and scope; ~~examination~~ content and methods; organisation; examination or other methods of ~~assessment~~ assessment of results; arrangements for the training of teachers and any other problems relating to secondary education, it adds.

Dr. Tara Chand, Educational Adviser to the Government of India, has been appointed Chairman of the Committee. Other members of the committee include the Directors of Public Instruction of provinces and States.

University instruction to be in English for Five more years.— At a first meeting of the committee, held in New Delhi on 2 May 1948, it was agreed that there should be a five-year period of transition during which English would continue to be the medium of instruction and examination in the universities, and that this period should be utilized to prepare for the introduction of the regional or the State language of the area concerned. The committee also decided that the process of replacement of English by the regional languages should be gradual and by stages; it resolved that the English language should, however, be a compulsory subject in all universities.

(The Statesman, dated
1 and 3-5-1948).

95

CHAPTER 10. INDUSTRIAL SAFETY.

INDIA - MAY 1948.

101. Prevention of Accidents.

India - May 1948.

Accidents in Mines in India during 1945:
Annual Report of the Chief Inspector of
Mines in India.

The following statistical data relating to accidents in mines in British India during 1945 is reproduced from the Annual Report of the Chief Inspector of Mines in India for the year ending 31st December 1945.

Fatal Accidents.- There were 277 fatal accidents during 1945 at mines regulated by the Indian Mines Act, 1923, the number of such accidents being 46 less than in 1944 and 3 less than the average for the preceding five years.

Serious accidents.- In addition to the fatal accidents there were 1,387 serious accidents, involving injuries to 1,441 persons, as compared with 1,523 serious accidents involving injuries to 1,563 persons in the previous year. The "serious" accidents reported are those in which an injury has been sustained which involves, or in all probability will involve, the permanent loss or injury to the sight or hearing or the fracture of any limb or the enforced absence of the injured person from work for a period exceeding 20 days. 307 persons were killed and 1,478 persons were seriously injured. The latter figure includes 37 persons injured in fatal accidents. The number of persons killed was 58 less than in 1944. 267 persons killed were men and 40 were women. In one case 8 lives, in two cases 4 lives, in four cases 5 lives and in eight cases 2 lives were lost.

The proportion of accidents which occurred to men underground, in open workings, and on the surface and to women in open workings and on the surface was as follows:-

~~None of the above~~

See next page.

	No. of fatal accidents	No. of men killed	No. of women killed	Death rate per 1000 persons employed.		No. of serious accidents.	No. of men injured.	No. of women injured.	Serious Injury rate per 1000 persons employed	
				Men	Women				Men.	Women.
Under-ground.	223	212	55	1.54	1.55	933	864	101	6.29	4.48
Open workings.	16	18	4	.28	.12	55	58	8	.93	.24
Surface.	58	57	1	.40	.03	399	364	46	3.96	1.16

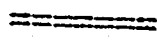
There was a decrease in the death rates of men employed underground and in open workings and a very small increase on surface. With regard to women there was a general decrease in the death rate underground, in open workings and on surface. The causes of the fatal accidents have been classified as follows:-

	No. of fatal accidents.	Percentage of total number of fatal accident
Misadventure.....	250	90.25
Fault of deceased.....	8	2.89
Fault of fellow workmen.....	7	2.53
Fault of subordinate officials..	8	2.89
Fault of management.....	4	1.44
Total.....	277	100.00

There was a decrease of 58 in the number of persons killed during 1945 as compared with 1944.

Out of the total of 1,478 persons seriously injured 2 were permanently and totally disabled; 34 were permanently partially disabled, and 1,442 were only temporarily disabled.

Minor injuries.- In addition, it was reported that 8,724 persons received minor injuries which necessitated enforced absence from work for a period exceeding 48 hours.



97

Bihar: Draft Bihar and Orissa Boiler Attendants' Rules, 1948.

The Government of Bihar has published this month the draft of the Bihar and Orissa Boiler Attendants' Rules, 1948, which it proposes to make in exercise of the powers conferred on it by the Indian Boilers Act, 1923. The draft rules provide inter alia that the owner of a boiler shall not use the same or permit the same to be used, unless it is under the direct and immediate attendance and charge of a person possessing a certificate of competency issued under the rules. They further lay down the classes of certificates of competency that may be granted under their provisions and provide for the constitution of a Board of Examiners to conduct examinations for the grant of such certificates.

The draft is to be taken into consideration on or after 1 June 1948.

(The Bihar Gazette, Part II, dated 5 May 1948, pages 1031-1043).

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

INDIA - MAY 1948.

111. Agriculture.

Pakistan: East Bengal State Acquisition and Tenancy Bill 1948 introduced, 7-4-1948.

The Bengal State Acquisition and Tenancy Bill providing for the abolition of the Permanent Settlement in Bengal to which reference was made at pages 41-42 of ~~the~~ the report of this Office for May 1947 could not be proceeded with owing to the constitutional changes in India during 1947. The matter has now been taken up again by the Government of East Bengal which has decided that the recommendations of the Land Revenue Commission should be given effect to in ~~that~~ that province as early as possible.

The East Bengal State Acquisition and Tenancy Bill, 1948, introduced by the Government in the East Bengal Legislative Assembly on 7 April 1948 and referred by the Assembly to a special Committee with instructions to report not later than 31 July 1948 seeks to abolish the Permanent Settlement in Bengal. It also seeks to amend the existing tenancy law making provision for the following: (1) after the acquisition of rent receiving interests, there should be only one class of tenants under the Government and all such tenants should have occupancy rights and have the option to commute the rents of their holdings and become free peasants; (2) All lands in the khas possession of rent receivers and others in excess of certain limits should be acquired by Government with a view to distribute among tenants with uneconomic holdings, bargadars and landless agricultural labourers; (3) transfer of lands except to bonafide cultivators owning lands less than a prescribed maximum quantity should be prohibited to prevent accumulation of too much land under one family as well to prevent transfer of lands to non-agriculturists; (4) subletting of lands by tenants except under certain special circumstances should be absolutely interdicted; (5) a rational system should be provided to regulate enhancement and reduction of rents of tenants; (6) provisions should be made for amalgamation and consolidation of holdings with a view to facilitate the introduction of co-operative farming and mechanised cultivation; and (7) so long as the barga system remains, provisions should be made for the protection of bargadars against arbitrary eviction from their barga lands.

The Bill also contains provisions for the scaling down of debts of rent-receivers and others whose interests will be

99

acquired under the proposed measure and for other incidental matters connected with the acquisition of such interests, regulation of rights and liabilities of tenants under the Government and maintenance of records-of-rights.

(Amrita Bazar Patrika, 8-4-1948).

Bihar Abolition of Zamindaris Bill passed by
Provincial Legislature.

The Bihar Abolition of Zamindaris Bill which seeks to transfer to the Crown the interests of proprietors and tenure holders in land and of the mortgagees and lessees of such interests, including their interests in trees, forests, fisheries, mines and minerals, was passed by the Bihar Legislative Assembly on 20 April 1948 and by the Bihar Legislative Council on 11 May 1948. Speaking on the Bill in the provincial Legislative Council, Mr. Krishna Ballabh Sahay, Revenue Minister, said that the system of the abolition of zamindari was that zamindars would be given compensation in instalments and the payments would extend over a period of 40 years. The House adopted an amendment, making it clear that the payment of compensation would last till 40 years and that there would be flat rate of interest at $2\frac{1}{2}$ per cent.

Compensation to landlords.— Compensation to landlords will be paid on a sliding scale, the rate varying from 4 times the net income in cases where the net income is more than 50,000 but less than 100,000 rupees, to 20 times the net income where the net income does not exceed 500 rupees.

(The Statesman, dated 22-4-1948;
Amrita Bazar Patrika, dated 12 and 13-5-1948).

100

All-India United Kisan Sabha formed
by All-India United Left Front Party.

According to a statement issued to the Press by ~~his~~ Mr. Sheel Bhadra Kajee, convener of the All-India United Left Front, at a meeting of the Kisan representatives of the constituent parties of the United Left Front held at Patna recently it was decided to amalgamate the different peasant organisations into a single body to be known as the All-India United Kisan Sabha. The object of the Sabha, among other things, will be the achievement of complete freedom for the kisans from economic, social, political and other exploitations.

Mr. Sahajananda Saraswati has been appointed the General Secretary of the Sabha which will have a Central Kisan Council consisting of not more than 21 members including the General Secretary.

(The Bombay Chronicle, 5-5-1948).

113. Navigation.
India - May 1948.

Dispute over Recruitment of Seamen:
Strike threat by Bombay Seamen's Union.

replaced /
 At a meeting of Bombay Seamen's Union held in Bombay on 27 April, 1948, the Union decided to resort to strike any day after 1 June 1948, if the present system of recruitment was not by a joint supply system. The resolution in this respect demanded "immediate replacement of the present system of recruitment by a joint-supply system to be worked out by a tripartite board which should recognise the principle of rotation.

(The Times of India, 28-4-1948).

Service Conditions of Seafarers: Indian Dock and Port Workers' Federation to undertake survey.

To investigate the service conditions of all port and dock workers on the basis of a questionnaire prepared by the Indian Dock and Port Workers' Federation, a committee of five members has been appointed by the Federation to tour the five major ports of India. On the basis of the report of the committee, a charter of demands will be formulated and placed before a special session of the Federation to be held in Madras shortly.

The Federation represents 10 trade unions of the port and ~~trunk~~ dock workers.

(The Times of India, 28-4-1948).

114. Officials.
India - May 1948.

West Bengal: Dearness Allowance for
Government Employees increased.

The Government of West Bengal issued a White Paper on 1 April 1948 embodying its decision on the revision of pay of lower paid Government employees in West Bengal. The White Paper, proposes to enhance rates of dearness allowance in the province to the same level as at the Centre and the province of Bombay, up to a range of 400 rupees. This relief is expected to benefit about 94,000 Government employees, to the extent of 10 million rupees.

Under this scheme, those drawing up to 50 rupees per month will get a dearness allowance of 25 rupees (instead of 20 rupees as at present). Those drawing between 50 and 100 rupees will get 40 rupees as dearness allowance, (as against 22 rupees at present). Persons drawing salaries below 200 rupees, 300 rupees and 400 rupees will get 45 rupees, 60 rupees and 70 rupees respectively, as dearness allowance.

The total emoluments of menials in West Bengal after the proposed increase in dearness allowance will vary between 54 and 59 rupees, which the White Paper claims to be in excess of the corresponding category in Madras, the United Provinces and Bihar but slightly below that of Bombay. It adds that the total emoluments of menials, as recommended by the Central Pay Commission are beyond the capacity of the province.

Madras Government's move to restrict
Government servants' strikes: rule
regarding Recognition of Associations
revised.

The Government of Madras has revised the rules relating to recognition of associations of Government servants, making it a condition precedent for such recognition that they shall not use strike or threat of strike as a means of achieving any of the purposes of such associations. It is further laid down that ~~said~~ ^{such} associations will not be allowed to seek the assistance of any political party or organisation to represent the grievances of their members. It is also stipulated that the proceedings, association meetings may not be released to the Press without the previous sanction of the Government.

The Government has communicated these conditions to the Non-Gazetted Officers Association for acceptance before restoring recognition to the Association, which was withdrawn recently, (vide pages 50-51 of the report of this Office for December 1947).

(The Hindustan Times, 14-5-1948).

116. Handicrafts.
India - May 1948.

Handloom Weavers in Sholapur: Report of
Enquiry Committee.

The reorganisation of the entire handloom weaving industry on a co-operative basis, elimination of the middleman, increase in the weavers' wages and housing and welfare facilities, are some of the measures suggested by the Sholapur Handloom Weavers' Enquiry Committee set up by the Government of Bombay in 1947 in its report which has been published this month.

Inadequate average earnings of weavers.- The report points out that the middleman intervenes between the actual weaver and the consumer and that, while both wholesale and retail dealers, in the absence of price control, are reaping huge profits, the weaver has not secured any appreciable increase in his earnings. The field survey carried out by the Committee revealed that the average earnings of a weaver family worked at 63 rupees 11 annas 3 pies a month, while, in the opinion of the Committee, the irreducible minimum monthly wage should be 90 rupees.

Support for cooperative organisation.- The Committee has recommended that the entire handloom industry should be reorganised on a cooperative basis. As the industry is dependant on millspun yarn, the yarn produced in excess of the mills' requirements should be regulated and priority given to the handloom weavers' requirements. The Committee has suggested that the cooperative societies should work on efficient business-like lines on a system of forward contracts which, in its turn, would necessitate standardisation of cloth.

Housing and welfare.- The Committee found the housing conditions of the weavers highly deplorable and has therefore suggested that employers should be requested to provide decent housing accommodation on payment of a reasonable rent. The Government should come forward to secure suitable land, if necessary through acquisition.

Almost all the families of weavers were found to be in debts and, in some cases the weavers were noticed to spend disproportionately large sums on drinks. There is, therefore, a real need for expansion of the welfare activities such as the cinema and radio-sets, medical inspection, adult education, canteens and other amenities for the workers and their children.

Industrial disputes: Conciliation machinery.- In the handloom weaving industry disputes arise mainly on the issue of wages and the Committee has suggested that a joint committee with representatives of employers and employees with an independent chairman should be set up to bring about ~~sett~~ conciliation. The Government can also appoint a conciliator when such a committee fails to settle disputes. The application of the Factory Act is also suggested to units having 5 or more persons on their rolls.

(People's Raj, issued by the Directorate of Publicity, Government of ~~India~~ Bombay, dated 10 April 1948).

117. Shopworkers.

India - May 1948.

Rest intervals for Bank Employees in
Central Provinces: Notification under
C.P. Shops and Establishments Act.

By a notification dated 20 April 1948 the Government of the Central Provinces and Berar has exempted all persons employed in banks in the Central Provinces and Berar from the operation of sub-section (2) of section 11 of the Central Provinces and Berar Shops and Establishments Act, 1947, subject to the condition that no such person shall be required or allowed to work continuously for more than five hours unless he has had an interval for rest of one hour; or alternatively for more than three hours unless he has had two intervals of rest of half an hour each after every three hours of continuous work. Sub-section (2) of section 11 of the Act referred to above provides that no person employed in a commercial establishment shall be required or allowed to work for more than four hours' in any day unless he has had an interval for rest of at least one hour.

(No. 437-417-XXVI, dated 20 April 1948;
The Central Provinces and Berar Gazette,
Part I, dated 30-4-1948, page 215).

Anomalies in Ceylon Shops Act:
Government considering Revision.

The Government of Ceylon is understood to be considering a general revision of the Ceylon Shops Act in order to remove certain loopholes and to extend its provision to mercantile employees.

The Act in its present form contains many loopholes which permit of violation of the spirit of the law, though not the letter of it. Further, the legal wording is such that the Labour Department cannot bring offenders to book, speedily and successfully. The provision that no employee can reside in a shop has not been enforced in recent years, because of the housing shortage. The relaxation has resulted in shops not closing fully after closing hour, and transacting business. Instances of infringement of the rules are difficult to prove and offenders are rarely punished. Furthermore penalties are considered to be very lenient. The penalty for the first offence is a fine not exceeding 25 rupees or in default, imprisonment for a term not exceeding one month; for a second offence 50 rupees or in default three months' imprisonment; for a third offence 100 rupees, in default six months' imprisonment. The Government is also considering heavier penalties.

(The Ceylon Times, 25-5-1948).

Mysore: Shop Assistant and Establishments
Act to come into force on 1 June 1948.

A Press Note issued by the Mysore Government says that the Mysore Shops Assistants and Establishments Act (vide para 117, page 66 of the report of this Office for January 1948) will be brought into force by 1 June 1948. The Note adds that rules under the Act have been published and arrangements for setting up the requisite machinery for administering the rules have been completed.

(The Hindu, dated 19-5-1948).

108

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

Professional Organisations

- 1) All India Railwaymen's Federation & - Constitution. 1948. Gomantak Press, Bombay.
- 2) The Employers' Federation of India: Fifteenth Annual Report, 1947. Elphinstone Building, Churchgate Street, Fort, Bombay. Printed by British India Press, Bombay. pp.40.
- 3) The Employers' Federation of India: Proceedings of the Fifteenth Annual General Meeting, 1947. The Commercial Printing Press, Bombay.

Economic Questions

Resettlement Guide. Issued by the Directorate General of Resettlement and Employment, Ministry of Labour, Government of India. Published by the Advertising Branch of the Ministry of Information and Broadcasting and printed at the Job Press Ltd., Kanpur. 49 pp.

Working Conditions

Annual Report of the Chief Inspector of Mines in India for the year ending 31st December 1945: Indian Mines Act, 1923. Published by the Manager of Publications, Delhi. Price Rs.3-4-0 or 5s.3d. pp. iv + 180.

Living Standards

- 1) Report on the Progress of Education in Bihar for the year 1945-46: Statistical Tables and Appendices, by A.S. Khan, M.Sc., I.E.S., Director of Public Instruction, Bihar, Patna. 1948. Superintendent, Government Printing, Bihar, Patna.
- 2) Report on the Progress of Education in Bihar for the years 1942-47: Statistical Tables and Appendices, by K. Prashad, B.A., Director of Public Instruction, Bihar. 1948. Superintendent, Government Printing, Bihar, Patna.

Problems peculiar to certain Occupations or Categories of Occupations

Annual Report of the Rural Development Activities in the Province of Bombay for 1945-46. Bombay; Printed at the Government Central Press. Obtainable from the Superintendent, Government Printing and Stationery, Bombay. Price Annas 2 or Sd. 1948.