

INTERNATIONAL LABOUR OFFICE

INDIAN BRANCH

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Industrial and Labour Developments in November, 1947.

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

Contents.

Pages.

1. NATIONAL LABOUR LEGISLATION.-

INDIA

Government of India:

- EHX
- (a) Constituent Assembly (Legislative) passes Indian Trade Unions (Amendment) Bill, 1946. 1
  - (b) Indian Dock Workers' Bill, 1947: Measure to ensure Regular Employment in Docks. 2-3
  - (c) Workmen's State Insurance Bill, 1946, referred to Select Committee. 3-4
  - (d) Coal Industry to continue as "Public Utility Service" under Industrial Disputes Act for another Six Months from November 1947. 4

Assam:

- Assam Shops and Establishments Bill, 1947: Select Committee's Report. 5

Bihar:

- (a) The Bihar Maternity Benefit Bill, 1947. 5
- (b) Bihar Industrial Employment (Standing Orders) Rules, 1947, gazetted. 6

Bombay:

- Bombay Adjudication Proceedings (Transfer and Continuance) Act, 1947, gazetted. 6

Central Provinces and Berar:

- (a) Central Provinces and Berar Validation of Awards and Continuance of Proceedings (Industrial Disputes) Act, 1947. 6
- (b) Revised Draft of C.P. and Berar Industrial Disputes Rules, 1947. 7
- (c) C.P. and Berar Shops and Establishments Rules, 1947: Draft. 7
- (d) C.P. and Berar Industrial Disputes Settlement (Amendment) Bill gazetted: Provision relating to Recognition of Unions clarified. 7-

Madras:

- (a) Madras Non-Power Factories Bill, 1947, passed by Madras Legislature. 8
- (b) The Madras Shops and Establishments Bill, 1947: passed by Assembly and Council. 8
- (c) Madras Industrial Employment (Standing Orders) Rules, 1947, gazetted. 9

Contents.

Pages.

1. NATIONAL LABOUR LEGISLATION (Continued).-

Orissa:

- (a) Draft Orissa Factories (Canteens) Rules, 1948, published: Obligations on employers to provide Canteens. 9
- (b) Orissa Industrial Disputes Rules, 1947: Draft published. 9
- (c) Draft Rules under Factories Act: Non-Seasonal Factories to submit Returns relating to Workers employed. 10

United Provinces:

- (a) U.P. Shops and Commercial Establishment Rules, 1947, gazetted. 10
- (b) United Provinces Industrial Disputes (Second) Ordinance, 1947, promulgated. 10

CEYLON

- Mines, Quarries and Minerals Ordinance, 1947: Regulation of Conditions of Work in Mines. 11-12

2. SOCIAL POLICY.-

- (a) Provincial Labour Ministers' Conference, New Delhi, 16-17 November 1947. 13
- (b) Mr. Nanda's Nine Point-Programme for Workers: Need to Increase Production. 14
- (c) Standing Joint Labour Advisory Board set up to advise Government in Burma. 14
- (d) Report on the Establishment of Whitleyism in the Ceylon Public Service. 15-18
- (e) Meeting of Bihar Standing Labour Advisory Board: Relations between Labour and Industry to be bettered. 19 19

3. CONDITIONS OF WORK.-

Wages:

- Government fixes Minimum Daily Wages for Agricultural Labour in Bombay District. 20

General:

- Conditions of work in sugar industry in Bihar: Recommendations of Bhatia Committee to remain in force during 1947-48 season. 21-22

4. ECONOMIC CONDITIONS.-

- (a) Government of India sets up Fresh Tariff Board: Functions of Tariff Board extended. 23
- (b) Committee set up to review Forest Policy in the Central Provinces and Berar. 23-24
- (c) Burma Government sets up Board for Marketing Mineral Produce. 24
- (d) Plans for Nationalisation of Electric Supply in Burma. 25
- (e) Joint Meeting of Consultative Committee of Economists and Trade Policy Committee, Bombay, 1 to 5 November 1947: Review of Geneva Trade Negotiations. 25-27

EH \* X  
EH \* X

ECONOMIC CONDITIONS (CONTINUED).-

(f) Mr. Bhabha proposes Export Drive by India: Meeting of Export Advisory Council, New Delhi, 8-12-1947.	27-29
(g) Government of India: Interim Budget for 1947-48.	30-33
(h) Interim Railway Budget for 1947-48: Railway rates and fares to be increased.	34-36
(i) 15 Per Cent Increase in Industrial Population: Manufacturers' Mission Recommendation.	36-37
(j) Working Class Cost of Living Index for Various Centres in India during January and February, 1947.	37
(k) Industrial Finance Corporation Bill referred to Select Committee.	38-39
<u>5. EMPLOYMENT, UNEMPLOYMENT AND VOCATIONAL TRAINING.-</u>	
Report of Committee on Apprenticeship Training in Ceylon: Central Apprenticeship Board Recommended.	40-45
<u>6. MIGRATION.-</u>	
(a) Treatment of Indians in South Africa: Indian Resolution fails to secure necessary Majority in United Nations General Assembly.	44
(b) Second Indian Colonial Conference, Madras, 22 and 23 November 1947: Demand for new Emigration Policy.	45-47
(c) Steps to safeguard Indian interests in Burma: South Indian Chambers Memorandum.	47-48
<u>7. AGRICULTURE.-</u>	
(a) Burma Agriculturists' Debt Relief Act, 1947: Agriculturists' debts to be compulsorily scaled down: Moratorium till 1951.	49
(b) State Agricultural Marketing Board set up in Burma.	49
(c) Abolition of Zamindari Estates: Congress Party Circular to Provincial Governments stressing Need for Uniform Policy.	50
(d) Committee set up to investigate Land Tenure systems in East Bengal.	50
(e) Delhi and Ajmer-Merwara Land Development Bill, 1947.	51
(f) Madras Bill for Repeal of Permanent Settlement: Introduced in Provincial Legislative Assembly.	51
<u>8. NAVIGATION.-</u>	
Rapid Expansion of Indian Shipping: Government to have Controlling Interest.	52-54
<u>9. CO-OPERATION AND COTTAGE INDUSTRIES.-</u>	
(a) Nanavati Committee Report on Rural Credit: State subsidy recommended for Village co-operatives.	55-56
(b) Bombay Government's Plans to expand Co-operative Movement.	56-59
(c) Draft Burma Co-operative Societies (Amendment) Bill, 1947: Power to supersede Managing Committees of Societies.	59

<u>Contents.</u>	<u>Pages.</u>
10. <u>LIVING CONDITIONS.-</u>	
<u>Housing:</u>	
Bombay's Industrial Housing Scheme: Government accepts Recommendations of Bombay Provincial Advisory Housing Committee.	60-61
11. <u>ORGANISATION, CONGRESSES, ETC.-</u>	
<u>Employers' Organisations:</u>	
Federation of Pakistan Chambers of Commerce to be formed.	62
<u>Workers' Organisations:</u>	
Strikes hamper Production and lower Standard of Living: A.I.N.T.U.C. President on Role of Labour in Free India.	63
<u>Miscellaneous:</u>	
Biennial Conference of National Council of Women, Cuttack, 23-26-11-1947.	64
12. <u>SOCIAL CONDITIONS.-</u>	
First All-India Social Workers' Conference, Bombay, 7-9-11-1947: Permanent Body to develop Social Work on Scientific Basis.	65-66
13. <u>PUBLIC HEALTH.-</u>	
(a) All Pakistan Health Conference, Lahore, 10-12 November 1947: Amalgamation of Health Services urged.	67
(b) Indian Nursing Council and Pharmacy Bills introduced in Union Legislature.	68
14. <u>EDUCATION.-</u>	
(a) All-Pakistan Educational Conference, Karachi, November 1947.	69-70
(b) Basic Education in Madras: Government's Aims and <del>Existing</del> Difficulties.	71-72
15. <u>THE TRANSITION FROM WAR TO PEACE.-</u>	
<u>Control Measures:</u>	
(a) A.I.C.C. demands urgent consideration of Decontrol Measures: Press criticism of move towards Decontrol.	73-74
(b) Commodities Prices Board's Report to Government: Need for clear Control Policy emphasised.	74-75
(c) The West Bengal Premises Rent Control (Temporary Provisions) Bill, 1947.	76
(d) West Bengal <del>and</del> Black Marketing Bill, 1947.	76
<u>Textile Industry:</u>	
New Textile Policy: Announcement by Government of India: Attempt to step up Cloth Production by 1600 Million Yards.	77-78

EH  
27/12/47

Contents.

Pages.

THE TRANSITION FROM WAR TO PEACE (CONTINUED).-

Food:

Food Minister's Conference, New Delhi, 5 and 6 November 1947: Working of Food Controls reviewed. 79-80

Demobilisation and Resettlement:

(a) Ex-Servicemen to be trained as Teachers in United Provinces. 81

(b) Meeting of Regional Employment Advisory Committee in Calcutta: Need for cooperation between Trade Unions and Employment Exchanges. 81

Post-war Reconstruction:

Committee set up to survey Industrial Potentialities of East Bengal. 82

16. GENERAL.-

(a) 4,000,000 Non-Muslims refugees move into India from West Pakistan: Mr. Neogy's review of Government Relief and Rehabilitation Measures. 83-84

(b) Mr. Bhabha to lead Indian Delegation to International Trade Conference at Havana. 84-85

17. LIST OF THE MORE IMPORTANT PUBLICATIONS RECEIVED IN THIS OFFICE, DURING NOVEMBER, 1947.

86

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NATIONAL LABOUR LEGISLATION.

INDIA

Government of India:

Constituent Assembly (Legislative) passes  
Indian Trade Unions (Amendment) Bill, 1946. <sup>x</sup>

*amended*  
The Constituent Assembly of India (Legislative) passed on 19 November 1947 the Indian Trade Unions (Amendment) Bill, 1946, as reported on by the Select Committee of the Indian Legislative Assembly with ~~one small~~ amendment enabling the executive of a recognised union to display notices of the union within the premises where its members are employed. Other amendments were either rejected or withdrawn. The Select Committee had recommended that the 'Industrial Courts' provided for in the Bill should be designated 'Labour Courts' but had otherwise left the Bill substantially unchanged. The provisions of the Bill were summarised at page 8 of the report of this office for February 1946.

Debate in Constituent Assembly.- Speaking on the Bill during the debate Mr. Jagjivan Ram, the Labour Minister, complained that ~~every~~ very few of the labour leaders had given any attention to that section of the labourers which required their attention most, namely, agricultural labour. Nobody had taken pains to organise them. This Bill was primarily meant for that section. Referring in particular to the labour in the plantations Mr. Jagjivan Ram said that he was told that in Assam people were not allowed to enter not only the premises of tea estates but that even the use of the roads which belonged to the planters might be considered trespass. He hoped, however, that the political change in the country would in itself bring about a great change in the attitude of the planters and the restrictions would not be the same as before.

The main criticisms of the Bill came from Mr. Shibban Lal Saxena and Mr. Algurai Shastri. The former maintained that the Bill fell short of the requirements. It placed no obligations on employers to help labour. The scope of the Bill was narrow, and agricultural labour in sugar factories was not included. He urged another Bill wider in scope should be brought in as early as possible. Mr. Algurai Shastri said that it did not adequately fulfil the expectations of labour. A registered trade union, he urged, should automatically be recognised by the employer.

Replying to the debate Mr. Jagjivan Ram declared that it would not be in the interest of labour that unions once registered should automatically be eligible for recognition. Such a rule would lead to multiplicity of unions in one industry and would weaken the ranks of organised labour. He, however, admitted that the Trade Unions Act required considerable overhauling. Because of pressure of work the Department had not had the time to undertake comprehensive legislation. The matter, however, was under the active consideration of Government.

(The Gazette of India, Part V, dated 5-4-1947, pages 319-329; The Hindustan Times, 18 and 20-11-1947).

2

Indian Dock Workers' Bill, 1947: Measure to  
ensure Regular Employment in Docks.

On 22-11-1947 the Constituent Assembly of India (Legislative) referred to a Select Committee a Government Bill to provide for regulating the employment of dock workers. The Bill had been introduced earlier, on 17 November 1947, by Mr. Jagjivan Ram, Labour Minister in the Government of India.

The Bill seeks to do away with the evils of casual employment of labour at ports and reduce the hardship arising from unemployment or under-employment. It gives power to the Central Government in respect of major and to provincial Governments in respect of other ports to frame a scheme for the registration of port labour and for regulating their employment. The scheme may provide inter alia for the terms and conditions of employment such as wages, hours of work and paid holidays. It may also ensure a minimum pay to dockworkers during period of unemployment and provide for their training and welfare. Provision is also made for the constitution of a tripartite Advisory Committee consisting of 15 members representing Government, labour and employers in equal proportion, the advice of which will be taken by the appropriate Governments in framing and administering the schemes.

Moving reference of the Bill to a Select Committee, Mr. Jagjivan Ram pointed out that employment in the docks depended on the arrival of ships and the nature of the cargo. There was uncertainty in respect to both, with the ~~result~~ result that on a particular day dock authorities might call a certain number of labourers, only a fraction of whom might be employed and the others remained unemployed. This led sometimes to bitterness among the labourers and caused serious trouble. The Bill sought to ensure that only as many workers were called as were required in the docks and those for whom ~~regular~~ employment was not available on the date on which they had been called, would be given half a day's wage or a portion thereof, by way of compensation.

Members who spoke on the motion including Mr. Harihar Nath Sastri, President of the Indian National Trade Union Congress, stressed the need for the abolition of the practice of recruiting dock workers through contractors and for providing proper housing accommodation for them.

Mr. Jagjivan Ram said in reply that the Bill aimed primarily at the decasualisation of dock labour. Decasualisation ~~meant~~ did not mean anything if it did not mean the abolition of the contractor system. Welfare measures were not possible unless employers directly recruited and controlled labour. Similarly the provision of housing and other welfare measures were not possible so long as the labour force was not ~~stabilized~~ stabilized and stationary and regular. It was to secure these objects that the Bill had been brought forward and the Minister emphasised that he stood for the total abolition of the system of contract labour not only in the dockyards but everywhere where this was possible. He further assured the House that he would try to give as much benefit as possible to dock labourers as soon as this could be done.

The House finally passed the motion referring the Bill to a Select Committee of the House.

Note: The Bill has not yet been published in the Gazette of India. A revised summary of the Bill will, if found necessary, be included in a subsequent report of this Office, on receipt of the text of the Bill.]

(The Statesman, 23-11-1947).

Workmen's State Insurance Bill, 1946, referred to Select Committee.

In the Constituent Assembly of India (Legislative) on 21 November 1947, Mr. Jagjivan Ram, the Labour Minister, moved that the Workmen's State Insurance Bill, (vide pages 1-2 of the report of this office for November 1946) be referred to a Select Committee. Characterising the Bill as the beginning of social security measures for the working classes of India, Mr. Jagjivan Ram stated that Government intended gradually to extend the benefits conferred by the Bill to all the industrial workers such as those in coal fields, plantations, docks and even to agricultural occupations. But in the present conditions of the country that would take some time and the working classes might have to wait for a while before all of them were given these facilities. The Bill, if enacted, would apply to all perennial factories within four months from the date of commencement of the Act.

Speaking on the motion Mr. Harihar Nath Sastri, President of the Indian National Trade Union Congress, regretted that seasonal workers had been excluded from the purview of the Bill. He thought that more representatives of labour should sit on the proposed corporation than was at present provided for. Mr. Shastri also said the wage limit of ten annas per day fixed for exemption from paying contributions to the insurance fund should be raised so as to cover workers getting one rupee per day at least. Mr. Ajit Prasad Jain, welcoming the measure, pointed out that even in seasonal factories there were permanent workers employed who would be excluded from the benefits of the Bill. Whatever might be the reason for excluding seasonal workers there was no justification for excluding permanent workers in seasonal factories. Mr. Jain referred to large bodies of other workers, such as transport workers, domestic servants and agricultural labourers to whom it might not be possible to apply the provisions of the Bill immediately. But, at any rate, he suggested, the Government should extend the provisions of the Bill to them as soon as conditions improved.

Mrs. Durgabai felt that the proposed benefit of 12 annas per day was not sufficient and that this rate should be considered as the minimum and not the maximum. She also criticised the discrimination made between sickness and maternity. Whereas a man had to pay only 17 weekly contributions to the insurance fund to entitle him to relief during illness a woman had to pay 26 weekly contributions before she was qualified to get maternity benefit.

Replying to the debate on 22-11-1947, Mr. Jagjivan Ram admitted that the provisions of the Bill were not adequate in the sense that the Bill excluded very large classes of workers. The scope of the Bill was limited to factory workers in perennial factories.



4

Even in the case of these workers, the provincial Governments were empowered to exempt certain factories from the scope of the Bill. This was not because he was not aware of the handicaps of the other classes of workers, such as agricultural labour, seasonal labour, dock workers, transport workers and plantation workers, but because he was handicapped by the limitations of available medical personnel needed to implement the scheme. Instancing the case of the collieries, where sanctioned schemes of establishing creches for the children of women workers had not been fully implemented because of the paucity of trained nurses, Mr. Jagjivan Ram urged ~~that~~ it was no use passing a bill and placing it on the statute book without any reasonable chance of putting it into effect. As regards mine workers, the Government had already created a welfare fund out of a cess levied on the production of coal. This fund was being utilised to provide medical facilities for coalminers and the hospitals which were under construction now would begin working in full swing before long. A compulsory contributory provident fund had also been instituted for coalminers. It was proposed to create a similar fund in respect of plantation labour and he hoped ~~that~~ to persuade the planters to agree to the levy of a cess to be utilised for welfare schemes for plantation labourers, and also to institute a compulsory contributory provident fund for them. He agreed that the problem of agricultural workers too needed immediate attention. But the primary difficulty in this case too was whether the provincial Governments would be in a position to make available to these vast multitudes of people ~~in~~ the medical facilities envisaged in the Bill. However, he was all in favour of making a modest beginning as an experimental measure, and would consider this question in detail in the select committee. Mr. Jagjivan Ram also promised that the questions raised relating to fixing of the exemption wage limit for contributions to the fund, etc., would be sympathetically considered in the Select Committee.

The House finally passed the motion referring the Bill to a Select Committee of the House.

(Press note dated 21-11-1947, issued by the Press Information Bureau, Government of India; The Hindustan Times, dated 22-11-1947; The Statesman, dated 23-11-1947 ).

Coal Industry to continue as "Public Utility Service"  
under Industrial Disputes Act for another six months  
from November 1947.

By a notification issued in the Gazette of India, the Government of India has declared the coal industry a public utility service for the purposes of the Industrial Disputes Act 1947, (vide page 2 of the report of this Office for April 1947), for another six months with effect from 10-11-1947.

(Ministry of Labour Notification No. LRI(6) dated 15-10-1947, published in the Gazette of India, dated 18-10-1947, part I-Sec.1, page 1406 ).

Assam:

Assam Shops and Establishments Bill, 1947:  
Select Committee's Report.

Reference was made at page 6 of the report of this office for October 1946 to the Assam Shop Assistants Bill which the Assam Legislative Assembly circulated for eliciting opinions. The Government of Assam subsequently brought forward a new Shops and Establishments Bill which was referred by the Assam Legislative Assembly to a Select Committee.

The main provisions of the Bill, as reported on by the Select Committee, are: The maximum hours of work are fixed at 9 a day and 50 a week in case of shops and 10 a day in the case of establishments for public entertainments or amusements. Shop workers are entitled to a weekly holiday with pay of one day; and employees in commercial establishments and establishments for public entertainment or amusement to a weekly paid holiday of one and a half days. Every employee in a shop, commercial establishment or establishment for public entertainment or amusement is further entitled, after continuous service for 12 months, to 16 days privilege leave on full pay and to one month's leave on medical certificate on half pay. In addition ~~to~~ 10 days casual leave a year is also to be allowed. Employment of children (persons below 12 years of age) is prohibited. Other provisions of the Bill relate to ~~periods of~~ the spreadover of working time; rest interval, wage payments, maintenance of records, registers, etc.

(The Assam Gazette, dated 12-11-1947,  
Part V, pages 203-212 ).

Bihar:

The Bihar Maternity Benefit Bill, 1947.

The Government of Bihar gazetted on 1-10-1947, the Bihar Maternity Benefit Bill, 1947. The Bill merely <sup>seeks to</sup> re-enact with certain modifications the provisions of the Bihar Maternity Benefit Act, 1945 (vide page 2 of the report of this office for July 1945) which will, unless re-enacted, cease to have effect after 1 April 1948, under sub-section (4) of section 93 of the Government of India Act 1935. The Bill provides, on the lines of the existing provincial legislation, for the introduction of a maternity benefit scheme in respect of women employed in factories in Bihar. It prohibits the employment in factories of woman workers during the four weeks following the day of delivery and during the two weeks following the day of miscarriage. The Bill also provides for the payment ~~of~~ to such workers of maternity benefit at the rates prescribed for a period up to four weeks of absence before and four weeks after delivery and for a period of three weeks from the day of miscarriage, as the case may be.

After being adopted by the Bihar Legislative Assembly, the Bill was passed by the Bihar Legislative Council on 7-10-1947.

(The Bihar Gazette, Part V, dated 1-10-1947,  
pages 566-577;  
the Hindustan Times, dated 9-10-1947 ).

5

Bihar Industrial Employment (Standing Orders)  
Rules, 1947, gazetted.

The draft of the Bihar Industrial Employment (Standing Orders) Rules, 1947, to which reference was made at page 2 of the report of this Office for May 1947, has been approved and the Rules gazetted. The Rules contain a set of model Standing Orders and lay down the procedure for the submission of such Standing Orders by the employers and their certification by the certifying officer or the Appellate authority as the case may be.

(The Bihar Gazette, Part II, dated  
26-11-1947, pages 1724-1734 ).

Bombay:

Bombay Adjudication Proceedings (Transfer and Continuance)  
Act, 1947, gazetted.

The Bombay Adjudication Proceedings (Transfer and Continuance) Bill, 1947, to which reference was made at page 3 of the report of this Office for September 1947, received the assent of the Governor-General on 17-11-1947 and has been gazetted as Bombay Act No. XXXIV of 1947.

(The Bombay Government Gazette, dated  
22-11-1947, Part IV, pages 353-354 ).

Central Provinces and Berar:

Central Provinces and Berar Validation of Awards  
and Continuance of Proceedings (Industrial Disputes)  
Act, 1947.

Reference was made at page 4 of the report of this Office for September 1947, to the Bill published by the Government of the Central Provinces and Berar, to provide for the validation of awards and continuance of proceedings relating to industrial disputes commenced under Rule 81-A of the Defence of India Rules. The Bill received the assent of the Governor-General on 10-11-1947 and has been gazetted as C.P. and Berar Act No. XXXVI of 1947.

(The C.P. and Berar Gazette Extraordinary,  
dated 15-11-1947, pages 567-568. (Act No. XXXVI  
of 1947 ).

1

Revised Draft of C.P. and Berar Industrial Disputes  
Rules, 1947.

The Government of the Central Provinces and Berar has published a fresh draft of the C.P. and Berar Industrial Disputes Rules, 1947, which it proposes to make in exercise of the powers conferred by section 38 of the Industrial Disputes Act, 1947; the draft now gazetted supersedes the draft rules gazetted earlier in July 1947 (vide page 2 of the report of this Office for July 1947).

The Rules prescribe the procedure for referring disputes to Boards of Conciliation, Courts of Inquiry or Industrial Tribunals and define the powers, procedure and duties, of Conciliation Officers and Boards, Courts of Inquiry and Industrial Tribunals. They also prescribe the procedure to be followed in setting up Works Committees and lay down the various forms in which notices of strikes or lock-outs, etc., are ~~xxxxxxsubmittedxx~~ required to be submitted.

The draft is to be taken into consideration on or after 21-12-1947.

(Central Provinces and Berar Gazette, dated  
5-12-1947, Part III, pages 648-653).

C.P. and Berar Shops and Establishments Rules,  
1947: Draft.

The Government of the Central Provinces and Berar gazetted on 22 November 1947, the draft of the C.P. and Berar Shops and Establishments Rules, 1947, which it proposes to make under the provisions of the Central Provinces and Berar Shops and Establishments Act, 1947 (C.P. and Berar Act XXII of 1947) (vide page 3 of the report of this Office for May 1947). The draft is to be taken into consideration on or after 7-12-1947.

(Central Provinces and Berar Gazette  
Extraordinary, dated 22-11-1947, pages  
587-590).

C.P. and Berar Industrial Disputes Settlement  
(Amendment) Bill gazetted: Provision relating  
to Recognition of Unions clarified.

The Central Provinces and Berar Industrial Disputes Settlement Bill, 1946, to which reference was made at page 2 of the report of this Office for February 1947, received the assent of the Governor-General on 23-5-1947 and was gazetted as an Act (No. XXIII of 1947) on 2 June 1947.

Some ~~difficulties~~ difficulties have, however, been experienced in the actual working of the Act, and its provisions relating to the recognition of unions have been found to be mutually conflicting. The provincial Government has therefore published this month the C.P. and Berar Industrial Disputes Settlement (Amendment) Bill, 1947, to clarify the position.

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The Statement of Objects and Reasons, appended to the Bill, ~~point~~ points out that the definition of "recognised union" as given in section 2 (22) of the Central Provinces and Berar Industrial Disputes Settlement Act, 1947, was anomalous since it conflicted with the provisions of section 3 of the Act. It was not the intention of Government to vest the power of recognising a trade union in the employer or an association of employers in an industry. What was intended was that unions should be recognised by the Registrar in accordance with the procedure laid down in section 3 of the Act. This has been clarified in the amending Bill.

(C.P. and Berar Gazette, dated 17-10-1947,  
Part II, page 296).

Madras:

Madras Non-Power Factories Bill, 1947, passed by  
Madras Legislature.

The Madras Non-Power Factories Bill, 1947, the provisions of which have been summarised at pages 3-4 of the report of this office for January 1947 was passed by the Madras Legislative Assembly on 5 November 1947 and by the Madras Legislative Council on 8 November 1947.

(The Hindu, 6 and 9-11-1947).

(Note:- Some of the provisions of the Bill would seem to have been substantially modified by the Select Committee of the Legislature. A revised summary of the provisions of the Bill as finally adopted by the Legislature will be included in the report of this office for the month of which the Act is gazetted.)

The Madras Shops and Establishments Bill, 1947:  
passed by Assembly and Council.

The Madras Shops and Establishments Bill to which reference was made at page 4 of the report of this Office for July 1947 and page 3 of the report for January 1947 was passed by the Madras Legislative Assembly on 3 November 1947 and by the Madras Legislative Council on 8 November 1947. Presenting the Bill, as reported by the Select Committee, in the Madras Legislative Assembly on 31 October 1947 Dr. T.S.S. Rajan, the provincial Minister for Labour, pointed out that the International Labour Organisation had laid down certain standards with regard to the work, wages and standards of living of shop workers and claimed that these had been embodied in the Bill.

(The Hindu, dated 1, 4 and 9-11-1947).

(Note:- The provisions of the Bill would seem to have been substantially modified both by the Select Committee and subsequently by the Legislative Assembly. A revised summary of the provisions of the Bill, as finally passed by the Legislature will be included in the monthly report of this Office as soon as the Act is gazetted).

Madras Industrial Employment (Standing Orders)  
Rules, 1947, gazetted.

The draft of the Madras Industrial Employment (Standing Orders) Rules, 1947, to which reference was made at page 4 of the report of this Office for June 1947, has been approved and the Rules gazetted.

(Rules Supplement to Part I of the Fort St. George Gazette, dated 9-12-1947, pages 229-234 ).

Orissa :

Draft Orissa Factories (Canteens) Rules, 1948, published:  
Obligations on employers to provide Canteens.

The Government of Orissa has published this month the draft Orissa Factories (Canteens) Rules, 1948, which it proposes to make in exercise of the powers conferred by section 33-A of the Factories Act, 1934. Under the Rules the occupier of every notified factory wherein more than 250 workers are ordinarily employed, is required to provide and maintain for the use of the workers an adequate and suitable canteen. The Rules further provide separate dining accommodation for men and women workers in factories where women are employed, and prescribe the way in which canteens managing committees consisting of representatives of workers and of the employers shall be constituted.

The draft will be taken into consideration on or after 1-2-1948.

(The Orissa Gazette, dated 7-11-1947,  
Part III, pages 364-365 ).

Orissa Industrial Disputes Rules, 1947:  
Draft published.

The Government of Orissa has published the draft of the Orissa Industrial Disputes Rules, 1947, which it proposes to make in exercise of the powers conferred by section 38 of the Industrial Disputes Act. The draft Rules prescribe the procedure to be followed in referring industrial disputes to Boards of Conciliation, Courts of Inquiry or Industrial Tribunals and for the setting up Works Committees. They further define the powers and duties of Boards of Conciliation, etc., and prescribe the various forms in which certain details regarding disputes or lock-outs are required to be submitted under the Act.

The draft is to be taken into consideration on or after 2-1-1948.

(The Orissa Gazette, dated 21-11-1947,  
Part III, pages 382-388 ).

10

Draft Rules under Factories Act: Non-Seasonal Factories  
to submit Returns relating to workers employed.

The Government of Orissa published on 28 November 1947 the draft of a Rule which it proposes to make in exercise of the powers conferred by section 77 of the Factories Act, 1934. Under the proposed Rule the manager of every non-seasonal (registered) factory is required to submit, by ~~the~~ 16 January and 16 July ~~of~~ each year, a half-yearly return for the preceding six months ending ~~with~~ with December and June respectively, stating the daily average number of workers employed in the factory. Details are to be given for workers of both sexes, under the heading adults, adolescents and children, in a prescribed form.

The draft is to be taken into consideration on or after 1-3-1948.

(The Orissa Gazette, dated 28-11-1947,  
Part III, page 396 ).

United Provinces:

U.P. Shops and Commercial Establishment Rules,  
1947, gazetted.

The draft of the United Provinces Shops and Commercial Establishment Rules, 1947, to which reference was made at page 5 of the report of this Office for September 1947, has been approved and the Rules gazetted.

(Government Gazette of the United Provinces, dated  
29-11-1947, Part 1-A, pages 742-746 ).

United Provinces Industrial Disputes (Second)  
Ordinance, 1947, promulgated.

Reference was made at page 5 of the report of this Office for October 1947 to the United Provinces Industrial Disputes Bill which the Government proposed to enact in place of the U.P. Industrial Disputes Ordinance (vide pages 6-7 of the report of this Office for May 1947 and page 6 of the report for June 1947). As the Bill could not be enacted before 14-11-1947 when the Ordinance was due to lapse, the Government promulgated the United Provinces Industrial Disputes (Second) Ordinance, 1947, to take effect from that date. The provisions of the Bill have been incorporated in the Ordinance.

(Government Gazette of the United Provinces,  
dated 12-11-1947, Extraordinary, pages 1-6).

11

CEYLON

Mines, Quarries and Minerals Ordinance, 1947:  
Regulation of Conditions of Work  
in Mines.

The Governor of Ceylon gave his assent on 3 July 1947 to the Ceylon Mines, Quarries and Minerals Ordinance, No. 55 of 1947. The Ordinance which seeks to amend and consolidate the law relating to mines and quarries and to make provision for the health, safety and welfare of workers in mines and quarries is to come into operation on a date to be fixed by the Governor by proclamation.

General Provisions.— The Ordinance provides that no person shall, after the appointed date—(a) open, work or use a mine on any land, or (b) reopen a mine which has remained closed, or resume mining operations which have been suspended, for a period of more than one year prior to that date, unless he has given the Inspector and the Government Agent notice, of not less than ~~one~~ one month, of his intention so to do. Every mine is required to be under a manager with prescribed qualifications and to be surveyed at such intervals as the Government Mineralogist may suggest. For every mine, again, the management is required to maintain a register of all persons employed in the mine showing in respect of each such person (a) the nature of his employment, (b) the periods of work fixed for him, (c) the intervals for rest, if any, to which he is entitled, (d) the days of rest to which he is entitled, (e) where work is carried on by a system of relays, the relay to which he belongs, and (f) his address and the name and address of his closest relative; and a register or map showing in what part of the mine any worker is employed at any particular time. If in any mine any accident occurs which causes death or any bodily injury resulting in incapacity to work during the seven days immediately after the accident, or which is of such other nature as may be prescribed, the manager of the mine is required within 48 hours from the occurrence of the accident, to send notice of the accident to the Inspector, the Government Agent, and the Commissioner, in such form as may be prescribed. The working of quarries is to ~~be~~ <sup>be</sup> subjected to a system of licensing and provision is made for adequate ventilation and safety measures in mines.

Minimum age, hours of work and health of workers in Mines.— Under this head, the Ordinance prohibits underground work for women, and for young persons below 16. Young persons under 18 who wish to work in a mine may be employed only on the production of a certificate of fitness and may at the instance of an Inspector of Labour or of any other officer duly authorised by the Commissioner be examined at any time by the Medical Officer. Night work in mines is prohibited for all young persons, i.e. a person above 14 who has not completed his 18th year. The maximum hours of work underground in a mine are fixed at 8 hours in the day (inclusive of hour for meals and rest) for all workers and 44 in the week for young persons and 48 in the week for adults. The maximum permissible daily spreadover of working time is fixed at 10 hours.



For the use of the workers in each mine (a) a supply of water fit for drinking and water for washing; (b) latrine accommodation; and (c) a supply of splints, bandages and other medical requirements, has to be provided according to such standards as may be prescribed.

Provision for medical aid.- The Ordinance stipulates that on the premises of every mine in which more than 100 workers are ordinarily employed at any one time—(a) there shall be provided and maintained, for the purposes of first-aid treatment in the event of an accident, a special room conforming to such standards and fitted with such equipment of ~~stretchers~~ stretchers, instruments, drugs and accessories as may be prescribed; and (b) a member of the permanent staff, trained in first-aid treatment up to such standard as may be prescribed, shall be on duty at all times when any work is carried on below ground in the mine.

Finally part IV of Ordinance authorises the Governor to appoint officers to enforce the Ordinance, and empowers the Commissioner of labour, or any officer of the Department of labour duly authorised in writing by the Commissioner—(a) to enter and inspect at all reasonable hours any mine in which workers are employed, and to examine any register, record of wages, certificate or other document required to be kept under this Ordinance, and to make such examination and enquiry as may be necessary to ascertain whether the provisions of this Ordinance are complied with; (b) to take copies of any such register, record of wages, certificate or other document or of any part thereof; and (c) to examine, either alone or in the ~~presence~~ presence of any other person, as he thinks fit, every person whom he finds in a mine to verify whether the provisions of the Ordinance relating to young persons, hours of work and the health and welfare of workers in mines have been observed.

With effect from the date on which this Ordinance comes into force the Mines and Machinery Ordinance (so far as it applies to mines) and the Quarries Ordinance are repealed.

(summarised from copy of Ordinance received  
in this office).

SOCIAL POLICY.

Provincial Labour Ministers' Conference, New Delhi,  
16-17 November 1947.

A conference of Provincial Labour Ministers met in New Delhi on 16 and 17 November 1947 to discuss questions arising out of the Asian Regional Labour Conference of the I.L.O., labour conditions in the provinces, periodical exchange of information between the Central and provincial Governments and industrial housing. The Conference which was presided over by Mr. Jagjivan Ram, Labour Minister in the Government of India, was attended by Labour Ministers from all provinces except Madras and Assam.

Provincial tripartite organisations.- The conference recognised the need to set up tripartite organisations in the provinces to serve as general consultative machinery on questions relating to labour and production. Some Ministers, however, felt that in an organisation of this type the general consumer should also be represented.

Measures to ensure industrial peace.- The Conference was of the view that industrial peace, so indispensable for raising production, which was urgently required today, could be secured only by a policy of fair wages to workers, limitation of dividends, a reasonable reserve and equitable sharing of surplus profits between employers and workers. The Ministers also agreed that the Government should consider and formulate a general wage policy and that legislation should be undertaken for the constitution of wage boards, with powers to fix fair wages.

Housing of workers.- In regard to the housing of industrial workers, it was recognised that in the present circumstances it would not be possible to secure any substantial subventions from general revenues. The suggestion that the funds required for this service should be raised by a small levy on the output of industry, on the analogy of the housing cess now levied on coal despatches, was favourably received. It was agreed that this suggestion should be examined further.

Questions ~~arising out of~~ relating to the survey of the medical facilities now available and formulation of a plan for their extension in connection with the implementation of the Health Insurance Scheme as soon as the Workmen's State Insurance Bill, now before the Legislature, was passed into law, and the periodical exchange of information between the Central and provincial Governments on problems relating to labour policy and administration were also discussed.

It was tentatively agreed that the next Labour Ministers' Conference should be held in the second half of April, 1948.

(The Hindustan Times, 23-11-1947).

Mr. Nanda's Nine Point-Programme for Workers:  
Need to Increase Production.

In a ~~letter~~ talk broadcast from Delhi on 6 November 1947, Mr. Gulzari Lal Nanda, Labour Minister, Bombay, appealed to the workers in India for "some kind of industrial truce". Urging that in no country could the people, for any length of time, consume more than they produced, Mr. Nanda declared that the bare truth was that India was not producing enough to feed and maintain her vast numbers at a satisfactory level, to meet the demands of relief and rehabilitation, to provide for the schemes of reconstruction and to equip herself adequately against the risks of internal disorder and external aggression. To help accelerate production at the present critical moment Mr. Nanda asked the workers to accept and adhere to the following nine-point programme: (i) Wise choice of leaders; (ii) Establishment of strong trade unions and the avoidance of strikes in cases where a dispute can be settled by arbitration; (iii) Full utilisation of the machinery provided by Government for the settlement of disputes and the redress of workers' grievances; (iv) No avoidable absence from work; (v) Proper attention to the job on hand and minimising of interruptions; (vi) As good work as possible; (vii) Establishment and successful working of joint production committees; (viii) Elimination of waste of material and damage to plant; and (ix) Bringing to the notice of the trade union or of the production committee of possible improvements in production methods.

(The Statesman, 8-11-1947).

X\* Standing Joint Labour Advisory Board set up  
to advise Government in Burma.

The Government of Burma has set up a Standing Joint Labour Advisory Board, consisting of representatives of Government, the employers and employees, to advise government on labour matters generally. The Minister for Industry and Labour has been appointed Chairman of the Board, which consists of fifteen members and includes representatives of the Burma Chamber of Commerce, the Burma Chamber of Commerce and Industry, The Burma Chinese Chamber of Commerce, the Burma Indian Chamber of Commerce, the Railway Employees' Union, the Trade Union Congress (Burma), and the All Burma Trade Union Congress.

The Board, as a whole, will function for a term of three years ~~the date of~~ from the date of its first meeting. The functions of the Board are to advise Government on labour matters generally.

(Supplement to the Burma Gazette,  
dated 1-11-1947, page 574 ).

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Report on the Establishment of Whitleyism in the  
Ceylon Public Service.

Mr. A.J.T. Day, the Chairman of the Staff side of the Civil Service National Whitley Council in the United Kingdom, who visited Ceylon in June 1947, to advise the Government of Ceylon on the establishment of Whitley machinery in the Ceylon Public Service (vide page 8 of the report of this Office for June 1947), has in a report published in October 1947 explained the conditions essential for the establishment and successful working of Whitley machinery and outlined the lines on which a Central Whitley Council, a Joint Industrial Council, Departmental Whitley Councils, Departmental Industrial Councils and an appropriate arbitration machinery to resolve disputes which cannot be settled by negotiation might be set up and worked in the Ceylon Public Service\*.

Mr. Day's conclusions and main recommendations are as follows:-

Conditions precedent to Whitleyism: Recognition of public servants' right to form trade unions.- Just as it is the duty of H.M. Opposition to oppose, so it is the right and duty of the staff associations to contend with the Administration in all proper ways, and in all proper matters affecting the interests of their members. But there can be no thorough-going opposition, Mr. Day emphasises, by an association which can only exist by permission of the authorities against whom it contends; can be abolished by them at any moment; and must seek their approval for every one of its rules and any amendments thereto. Mr. Day, therefore, makes two recommendations under this head. The first is that the limitations and hindrances at present imposed on the Public Service Associations by the Public Service Regulations should go. In particular (i) It should no longer be necessary for Public Officers to obtain official permission to form an association, but every association should, as hitherto, consist of Public Officers only and have no political objects or affiliation. (ii) Neither at the formation stage nor later should it be necessary for an association to submit its rules, or any amendment thereto, to the authorities. (iii) Even when an association sought official recognition (i.e. recognition that it was representative enough to be competent to negotiate with the authorities, and to enjoy Whitley representation, in respect of a specified grade or grades), it ~~should~~ should not have to submit its rules for approval but only be required to give an assurance that they conformed to the two requirements in regard to politics

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\* Sessional Paper XX—1947—Report on the Establishment of Whitleyism in the Ceylon Public Service, October, 1947. Printed at the Ceylon Government Press, Colombo. To be purchased at the Government Record Office, Colombo: Price 80 cents: 1947.

and the limitation of membership to Public Officers. (iv) An association seeking official recognition should not normally be required to submit a list of the names of its members, but only the number of members in the grade or grades in respect of which recognition was sought, as compared with the number eligible. (v) Associations should no longer be required to furnish copies of the minutes of their proceedings to the authorities. (vi) It should be possible for an association to appoint a full-time salaried secretary. (vii) It should be permissible for associations to invite the Press to their meetings or to communicate an account of the proceedings to the Press. The second is that a special Ordinance should be passed allowing any Public Service Association to register as a trade union under the existing Trade Unions Ordinance, but subject to the special condition that the registration would automatically be voided if the association were to become wholly or partly responsible for a strike of all or any of its members in any of the following circumstances:- (i) Where the strike was held by a new Public Service Commission to be created to be wholly or partly for the purpose of bringing pressure to bear on the Government on a political issue not affecting the Public Service as such. (ii) Where the strike was held by the Commission to be wholly or mainly for the purpose of lending support to workers outside the Public Service in a conflict with their employers. (iii) Where the disagreement giving rise to the strike was on a matter which it was open to the association or associations or Staff Side concerned to refer to arbitration under an agreement for compulsory arbitration made between the Government and the Staff Associations generally whether through Whitley machinery or otherwise. (iv) Where the strike arose from a refusal to accept an award given at arbitration during the previous X months on a claim which, though within the category of arbitrable subjects, could be argued not to be truly open to arbitration at that point in time because the Tribunal would be likely to regard the re-submission of the claim as an attempt to render the previous proceedings null and void, and to reject it accordingly. According to Mr. Day the Government is not justified in denying trade union rights to the Public Service Associations, either in law or in equity or—if it wants a successful Whitley system—in wisdom.

Central Whitley Machinery.- In all Whitley bodies every Staff Side is based entirely on recognised associations or branches of recognised associations representing the staffs within its ambit; it can not exist without them and from them it derives all its powers. It follows that the individual public servant can only get representation on a Whitley body by belonging to the appropriate organisation, and in the United Kingdom the Administration consider it so desirable for associations, and consequently Staff Sides, to be fully representative that an official handbook supplied to every new entrant to the Service exhorts him to "join an association and do his bit to see that it is a 'live' and a really representative one". The Ceylon Administration should give similar outspoken evidence of its desire to deal with strong, authoritative and fully representative organisations and Staff Sides.

As regards actual Whitley machinery, one Central Whitley Council for the whole of the Public Service is not likely to be workable. The Ceylon Service is so variously composed, and the extremes are so wide apart, that the occasions when a single Council would need to discuss matters affecting the whole would be rather rare. Mr. Day, therefore, recommends the setting up of the following Whitley bodies: (i) A Joint Industrial Council covering the large number of workers belonging to industrial grades employed in government enterprises, State farms, railways, institutions such as hospitals and stores, survey, irrigation, etc. The whole of the staffs to be covered by the Joint Industrial Council might number about 34,000. (ii) A Teachers' Whitley Council devoted wholly to the consideration of their affairs and consisting entirely on the Staff Side of representatives of the association or associations in which the various categories of ~~xxxx~~ teachers might organise themselves. The number of teachers whom this Council will cover is estimated at about 15,000. (iii) A Police Whitley Council, necessarily departmental like the teachers, on the same lines generally as other Departmental Whitley bodies, with one or two Treasury officials of standing included in the Official Side and with a Staff Side composed of representatives appointed by the committee (or committees) of the association (or associations) in which different ranks may of their own free will see fit to organise themselves. (iv) A Central Whitley Council, covering the remaining 70,000 Government employees in non-industrial grades. It is the essence of Whitleyism, according to Mr. Day, that the constitutions of these bodies should be the joint creation of the parties. They will have to work it, and they must decide between them what is workable before ever they begin. A draft constitution for the Central Whitley Council, is, however, outlined in an Appendix to the Report.

Departmental Whitley Machinery.:- On the question of smaller Whitley Councils for Departments or Ministries, Mr. Day has not been able to plot the whole service in detail. An important difficulty has been that the number of Ministries and the distribution of Departments among them will not be settled until the new Constitution for the island comes into operation. He has, however, made the following tentative suggestions: Separate Departmental Whitley or Industrial Councils are warranted for the Non-Industrial Staffs in the Post and Telegraph Departments and the Government Railway; and for the Industrial Staffs in the Government Railway, Electrical Undertakings, Public Works Department, Directorate of Commerce and Industries, Agricultural Corps, Irrigation Department, and the Survey Department. Among the Ministries, Departmental Whitley Councils might be set up for the Agriculture and Lands, Local Administration, Health, and Labour, Commerce and Industry, Ministries in their entirety and also for the Ministries of Finance and Justice if these are created. Similarly industrial Councils for entire Ministries might be established in Health and ~~Finance~~ Finance. Part-Ministry Whitley Councils might be established for Home Affairs, Agriculture and Lands, ~~and~~ Communications and Works, Education, and part-Ministry Industrial Councils might be created for Agriculture and Lands, Labour, Industry and Commerce, Communications and Works. Mr. Day's proposals if adopted would amount at most to 15 Departmental Whitley Councils (17 with those for teachers and the police) and 14 Departmental Industrial Councils. A good deal of scepticism among the staff about the value of Departmental Whitleyism was attributable, according to

18

Mr. Day, to the belief that control by the Treasury would stultify discussions on many of the matters to which Staff Sides would attach particular importance. He therefore recommends that the Official Side of every Departmental Whitley and Industrial Council, should include a Treasury official.

Machinery for Arbitration.- Whitleyism without Arbitration machinery would be incomplete. However reasonable the Official and Staff Sides may try to be, whatever efforts they may make to ~~accommodate~~ accommodate one another, there will inevitably be occasions when they have to agree to differ. To minimize, ~~as far as~~ as far as practicable, the difficulties which are apt to flow from such disagreements, Mr. Day recommends a system of compulsory arbitration on the same broad lines as in the United Kingdom. In Ceylon, as in England, arbitration machinery should be the subject of a formal agreement, and Mr. Day suggests that in the course of negotiations between the Administration and the Staff Associations for the establishment of Whitleyism an understanding should be reached as to the precise lines on which an arbitration agreement would run.

Conditions of success of Whitley and Arbitration Machinery.- In ~~the~~ concluding part of the report Mr. Day has postulated the following as the most important among the conditions necessary for the successful working of the Whitley machinery and of the complementary machinery for Arbitration: (i) The Staff should be assured, morally, if not legally, that all agreements and awards will be faithfully honoured and that no over-riding powers will be exercised to prevent this. (ii) All fear of possible victimisation should be removed. To achieve this object in the constitution of every Whitley and Industrial Council there should be a provision enabling the Staff Side to take directly to the Public Service Commission, orally if they desire, any allegation, for which in their application to the Commission they can make a prima facie case, that one of their number, or a staff representative operating within their ambit, has been penalised for activities in that capacity ~~or~~ not transgressing any stated code of official conduct. (iii) The recognition granted to a Staff Association should in no case be withdrawn merely because it was making itself inconveniently powerful or because its policy while not transgressing any Regulation, was not agreeable to the Administration. (iv) Care should be taken to ensure that business is transacted with speed and that the tempo does not fall below the safety mark. (v) The Whitley bodies should work not only as clearing-houses for grievances, claims and matters generally of self-interest to the staff, but also as the ~~medium~~ media through which the staff can contribute their ideas to the good organisation, efficiency and smooth working of the Service. Official Sides should, therefore, lose no opportunity of tabling items for joint discussion on any subject within the scope of Joint Councils, whether affecting a condition of service or not, and Staff Sides should show the same goodwill and readiness to collaborate on such of these items as are administrative in character as they would expect from the Official Side on items tabled for the more direct benefit of the staff.



17

Meeting of Bihar Standing Labour Advisory Board:  
Relations between Labour and Industry to be  
bettered.

Reference was made at page 8 of the report of this Office for July 1947 to the proposal of the Government of Bihar to set up a Standing Labour Advisory Board. Presiding over the first meeting of the Board, held at Dhanbad on 11-11-1947 and attended by representatives of labour and industry from all parts of the province, Mr. Anugraha Narain Sinha, Finance Minister, said that the object of the Board was to better relations between labour and industry so that Bihar's natural resources might be properly exploited for the increasing prosperity of the province. Mr. Sinha instanced the exemplary attitude of ~~the~~ labour in England, where the trade union never acted in a manner prejudicial to law and order or created situations which necessitated the use of Governmental machinery.

Mr. Sinha also urged the necessity of employers having strong unions of their own so that they could meet the situations created by labour disputes in a reasonable fashion.

(The Statesman, 12-11-1947).



CONDITIONS OF WORK.

Wages.

Government fixes Minimum Daily Wages for  
Agricultural Labour in Bombay District.

A Note issued by the Director of Publicity, Bombay, in the first week of November, announced that the Government of Bombay had fixed the daily wages in some parts of the Thana Districts for three kind of agricultural labour, viz., ~~grass-cutting, baling and other agricultural labour (harvesting)~~ grass-cutting, baling and other agricultural labour (harvesting). The rate of wages fixed for grass cutting ranged from 2 rupees to 3 rupees 4 annas per 'ganji' weighing 450 to 500 lbs, while rates for agricultural labour ranged from 14 annas ~~for~~ to 1 rupees 2 annas for men, 12 annas to 14 annas for women and 10 annas for a boy or girl below 16 years of age. For baling, the rates fixed were 1 rupee per three bales by hand press and for seven bales by "pada" press.

(The Times of India, 5-11-1947).

General.

Conditions of Work in sugar industry in Bihar:  
Recommendations of Bhatia Committee to remain  
in force during 1947-48 season.

A Resolution of the Government of Bihar dated 28 November 1947 announced that the recommendation of the Bhatia Committee in respect of wages of workers in sugar factories (vide pages 11-12 of the report of this Office for January 1947) would continue to remain in force in the ensuing crushing season in Bihar and that if there were any change of wages in the factories of the United Provinces on the recommendation of the United Provinces Labour Enquiry Committee the question of giving effect to such changes in Bihar also would be considered. The following is a summary of the Resolution.

Industrial relations in sugar industry, which was a public utility concern, had shown signs of discord and the ensuing crushing season in the industry was likely to be a short one. The Commissioner of Labour and Employment, Bihar, had therefore called a conference of the representatives of the sugar factories and their trade unions to discuss the outstanding problems of industrial relations in order to ensure industrial peace during the season. On the basis of the discussions in the conference the Government of Bihar had made among others the following decisions: (i) The recommendations of the Bhatia Committee in respect of wages of workers in sugar factories should continue to remain in force in Bihar in the ensuing crushing season. If there were any changes of wages in the factories in the United Provinces on the recommendations of the United Provinces Labour Enquiry Committee such changes should also be considered in Bihar. (ii) The over-time payment in Bihar sugar factories should fall in line with that of the United Provinces both in respect of the past and ensuing crushing seasons. (iii) ~~The~~ A bonus for 1946-47 should be paid according to the recommendation of the Bhatia Committee on the basis of the balance sheet and the decision of the United Provinces Conciliation Board, if any. (iv) Representatives of the factories should consider the recognition of the trade unions recommended by the United Provinces and Bihar Sugar Mills Workers' Federation. (v) The factories where Provident Fund did not already exist should introduce Provident Fund schemes for the permanent employees if Government provided for expenses to be incurred on that account in the price of sugar. (vi) The questions of leave and holidays to be granted to the different categories of workers should be settled by mutual agreement between the Indian Sugar Syndicate, Limited, and the United Provinces and Bihar Sugar Mills Workers' Federation. (vii) A Standing Conciliation Board should be constituted under the Industrial Disputes Act, 1947, for promoting settlement of the disputes that might arise from time to time between the employers and employees in sugar factories in the province of Bihar during the crushing season in 1947-48.

22

Standing Conciliation Board to promote settlement of disputes.-  
In pursuance of the above decisions the Government of Bihar has already appointed a Board of Conciliation with Mr. Shiva Pujan Rai, Additional District Judge as Chairman for promoting the settlement of any industrial dispute that may arise ~~xxxxxx~~ from time to time during the crushing season in 1947-48.

(Resolution No. 2704-XL-(S)/47-L dated the 28th November 1947, The Bihar Gazette Extraordinary dated 29 November 1947).

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2704  
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dated  
28th  
November  
1947  
The Bihar  
Gazette  
Extraordinary  
dated  
29 November  
1947

10

ECONOMIC CONDITIONS.

Government of India sets up Fresh Tariff Board:  
Functions of Tariff Board extended.

A Resolution of the Ministry of Commerce in the Government of India dated 26 November 1947 announced the decision of the Government of India to reconstitute the Tariff Board set up in November 1945 (vide page 51 of the report of this Office for November 1945) and to extend its functions.

The new Tariff Board consists of Mr. G.L. Mehta (President), Dr. H.L. Dey and Dr. B.V. Narayanaswamy Naidu (Members), and is to function for a period of three years from 3 November 1947. In addition to the functions entrusted to the Tariff Board in November 1945, the new Tariff Board is (1) to report to Government, as and when required, factors that lead to increase in the cost of production of Indian manufactured goods as ~~against~~ against imported articles; and (2) to advise Government, as and when required, on measures whereby internal production may be secured on the most economical cost basis.

(No. 28-T(37)/47, The Gazette of India,  
Extraordinary, dated 26-11-1947 ).

Committee set up to review Forest Policy in the  
Central Provinces and Berar.

The Government of the Central Provinces and Berar has appointed a Committee termed the 'Central Provinces and Berar Forest Policy Committee, 1947,' to enquire into and report upon certain problems connected with the administration of the Forest Department in the province. Mr. Rameshwar Agnibhoj, the provincial Minister for Agriculture and Forests, has been appointed chairman of the Committee, and Mr. D.K. Mehta, the provincial Minister for Finance, and the Chief Conservator of Forests in the Central Provinces and Berar are among its members.

Terms of Reference.- The Committee has been asked to examine and report on — (1) acceptance of principles of the Government of India's Forest Policy and the place of Revenue Production in Forestry; (2) reclassification of Government Reserved Forests on the basis of function and statement of present objects of management of each type; (3) statement of Grazing Policy, and its revision of the Grazing Rules; (4) limitation of supplies of forest produce at privileged rates to the local village consumers; (5) control of private forests; (6) principles regulating the provision (by reforestation, plantation, etc.) of local requirements in fuel and fodder where these products are in short supply; (7) principles regarding surrender of forest land for agriculture under food production drives; (8) game protection; (9) agency of exploitation; (10) development of forest industries; (11) welfare of forest village population, problem of forest labour and conditions of settlement

24

in forest villages; (12) development of "forest sense" and organisation of forest publicity; (13) reorganisation of the Forest Department; and (14) any other problems which may come to light during the investigations of the Committee and on which the Committee considers a decision by Government is necessary.

(The Central Provinces and Berar Gazette, dated 7-11-1947, Part I, page 58 594).

Burma Government sets up Board for Marketing  
Mineral Produce.

The Government of Burma issued on 20 November 1947 "The Mineral Produce Marketing Board Order, 1947" setting up a 'Mineral Produce Marketing Board' for the purpose of purchasing and marketing on behalf of Government mineral produce available in Burma. The Minister for National Planning is to be the Chairman of the Board, and the Board is authorised to appoint committees consisting of any two or more members either generally or for a special purpose. In discharging its functions the Board is required to act on business principles with due regard to the interests of the general public and to be guided by such instructions as to policy as may be given to it by Government.

(The Burma Gazetted, dated 20-11-1947,  
Part I, page 790 ).

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Plans for Nationalisation of Electric Supply in Burma.

The Government of Burma set up in October 1947 an Electricity Advisory Committee with the following terms of reference: (a) to advise Government on the preparation of a draft Electricity Supply Bill to provide for the nationalisation of electricity supply in Burma, the acquisition of undertakings and the constitution of an Electricity Board; and (b) to advise Government on any matters which may specifically be referred to it in connection with the restoration of electricity supply in Burma during the period before the constitution of an Electricity Board. U. Hla Maung, Joint Secretary in the Burma Industry and Labour Department, has been appointed ~~chairman~~ chairman of the Committee which includes representatives of the Pegu Rice Corporation, the Burma Chamber of Commerce and Industry and the Burma Oil Company Limited.

(Supplement to the Burma Gazette, dated 1-11-1947, page 573 ).

Joint Meeting of Consultative Committee of Economists and Trade Policy Committee, Bombay, 1 to 5 November 1947: Review of Geneva Trade Negotiations.

Presiding over a joint meeting of the consultative Committee of Economists and the Trade Policy Committee in Bombay, Sir N. Raghavan Pillai, Secretary to the Ministry of Commerce, Government of India, announced on 1 November 1947, that India had concluded tariff agreements with 15 countries during the second session of the Preparatory Committee of the United Nations Conference on Trade and Employment held at Geneva recently. The joint meeting was convened by the Government of India to discuss the draft of Trade Charter which had prepared by the Preparatory Committee of the United Nations Conference on Trade and Employment at Geneva.

Sir Raghavan Pillai's review of Geneva Trade negotiations.- Addressing the meeting Sir N. Raghavan Pillai said the interests of national economy and India's undeveloped industries were the main considerations which governed the tariff negotiations. India's liberty of action regarding development of her own industries was not affected by the draft Trade Charter. Every tariff concession agreed to by India had been tested against three principles. Firstly, they were demonstrably in the interests of national economy, secondly, they did not relate to products on which a claim to protection would be made within three years—the period allowed for a review of tariffs, and thirdly, they would not result in an excessive loss of revenue. Within the framework of these principles, which provided adequate safeguards to India's development, tariff agreements had been reached with 15 countries at Geneva. But, Sir Raghavan

emphasised, the concessions which India would obtain would not be fully beneficial to her unless she stepped up domestic production and stimulated export trade.

Giving a resume of the proceedings of the Geneva Conference, Sir Raghavan Pillai declared that complete agreement could not be secured on all provisions of the Charter when it came for final review before the plenary session. India herself reserved her decision on Articles 12 and 13 of the Charter, relating to economic development and Governmental assistance to economic development. Although the reservation of India's decision related only to two articles, she would have complete freedom of action at the Havana session of the conference in the third week of November when the Charter would be made final. India also retained, along with other countries, full liberty to go over the entire ground covered by the draft Charter. In conclusion Sir Raghavan Pillai pointed out that the chief advantage to be secured from accepting membership of the International Trade Organisation arise from the fact that if all important trading nations were to accept an international code of commercial conduct conditions would be created in which world trade would prosper; and that should necessarily ~~redound~~ redound to the advantage of every country interested in expansion of its own trade. If India's programmes of economic expansion ~~were~~ executed, her relative position among the trading nations of the world, among the countries of major importance, should be necessarily high.

Membership in I.T.O. favoured: Emphasis on need for safeguarding India's internal development.- In the discussion which followed the consensus of opinion was inclined towards India accepting membership of the international trade organisation. This, it was felt, would be in consonance with India's foreign policy of working towards greater international prosperity, understanding and harmony. It was pointed out, however, that in view of the peculiar interests of India as an undeveloped country, it was essential to ensure that nothing in the Charter hampered ~~her~~ her in taking measures to protect or develop her industries. The liberty of action to impose tariff protection or quantitative restrictions or to grant subsidies or some ~~form~~ form of price support should be reserved. It was also pointed out that India's internal trade was of far greater importance and volume than her international trade. Full development of internal resources, which was the greatest need today, and equality of treatment for Indian business on a reciprocal basis in foreign countries such as the USA, and India's right to impose trade sanctions against countries if such action became necessary owing to political exigencies, were urged by the members. The need for securing free and multilateral convertibility of currencies before the Charter became operative was also emphasised.

The Commerce Secretary assured the members that there was nothing in the Charter which could restrict India's liberty of action to develop or protect, her industries or impose commercial sanctions if necessary. As regards membership of the organisation, if member countries agreed to a system of permanent seats on the Executive Board, India was guaranteed a seat.

27

Details of Tariff agreements.- Details of the Tariff agreements reached at Geneva which were published on 18-11-1947 reveal that India's export trade in specified commodities, valued at 480 million rupees on the basis of 1944-45 figures, stands to benefit from concessions ~~that India in turn~~ extended by other countries. The concessions that India in turn is offering cover import items valued at 310 million rupees. Statistics for India alone not being available, the figures cover the trade of India and Pakistan. The principal commodities in respect of which concessions have been offered to India are: jute and jute manufactures, cotton manufactures, cashewnuts, mica, shellac, coir matting, sports goods, carpets, spices and condiments, essential oils, tea and tobacco. India for her part has offered concessions on a representative range of goods of which the major items are: milk and milk products, canned food, fruit and vegetables, chemicals, drugs and medicines, coal tar dyes, machinery (specified classes), motor cars and taxi cabs (reduction of preference only), radio receiving sets and transmitters, typewriters and other office machinery, optical instruments, raw wool (textile), fertilisers, domestic refrigerators and refrigerating machinery. The following are the fifteen countries with which India conducted negotiations: Australia, New Zealand, Canada, Belgium, Netherlands, Luxemburg, Brazil, Chile, China, Czechoslovakia, Cuba, Syria, the Lebanon, France, Norway and the United States of America

(The Times of India, 3-11-1947;  
The Hindu, dated 18-11-1947 ).

Mr. Bhabha proposes Export Drive by India:  
Meeting of Export Advisory Council, New Delhi,  
8-12-1947.

The need today in India for a systematic programme for the expansion of India's exports based on a detailed factual survey of the export potentialities of the commodities already produced in India and an intensive commercial investigation into the ~~pro~~ potentialities of new markets for exports, was emphasised by Mr. C.H. Bhabha, Minister of Commerce, presiding over a meeting of the Export Advisory Council in New Delhi on 8-12-1947. The meeting was attended by representatives of the Federation of Indian Chambers of Commerce and Industry, the Associated Chambers of Commerce and other bodies representing the export trade in various commodities.

Mr. Bhabha's Review of India's Export problems.- The export policy of the Government of India for the immediate future, Mr. Bhabha suggested, should be conditioned by two dominant factors— firstly, necessity for conserving and increasing the resources of foreign ~~and~~ exchange, and secondly, the necessity for consolidating India's position in the export markets of the world, particularly in the markets of <sup>the</sup> Mediterranean and the Red Sea belts and the Far East, where the virtual elimination of competition from some of the European countries and Japan offered a hospitable field for the exploration of India's trade prospects.



28

Target of 750 million rupees increase in exports suggested.-  
Mr. Bhabha suggested for the consideration of the Advisory Council, the fixation of a provisional target for the expansion of India's export trade in the course of the next two or three years. Such a target, he felt, might serve a useful purpose in fixing India's thoughts and imparting concreteness to India's programme of development. If India were to continue to import essential food requirements and also the minimum requirements of capital goods, industrial raw materials and consumer goods, she would require annually another 1250 to 1500 million rupees of foreign exchange during the next few years. In addition the partition of India involved a loss of export trade amounting to about 250 million rupees and the charges for India's invisible imports came to another 450 million rupees. India's deficit in international balance of payments thus amounted to about 2000 million rupees per year. A portion of this deficit would no doubt be met by the sterling released, and the annual interest on the portion of these balances that would be funded and India's new import policy might also be expected to reduce non-essential imports by about 250 million rupees. This left India with a deficit of about 1000 million rupees to be met by increased exports and re-exports. The target for the export drive, Mr. Bhabha suggested should be an increase of ~~xxx~~ 750 million rupees.

Need for survey of export potentialities of Indian products.-  
Such an export drive, involved, first a systematic examination of the export potentialities of various Indian products. In the prewar years the greater part of the value of India's exports was accounted for by half a dozen commodities, like raw jute, jute manufactures, raw and waste cotton, tea, oilseeds, hides and skins. The rest of the export schedule was composed of a large number of other items important in themselves and capable of considerable expansion under proper organisation and with the necessary assistance and encouragement. The last world war had considerably altered the pattern of India's export trade. Some manufactures, e.g., cotton manufactures had gained enormously at the expenses of agricultural commodities, but despite all these changes, the predominant position held by the first half a dozen exports still remained unimpaired. It followed that any realistic assessment of India's export strength should take account of two factors: First, the extent to which India could maintain her position in the staple exports on the prewar basis; and secondly, the scope for increasing the exports of numerous other commodities of a miscellaneous type which were undoubtedly important and useful to the outside world and in the aggregate could fetch a large amount of foreign exchange. In this connection Mr. Bhabha emphasised particularly the need for a detailed survey of the export ~~xxxx~~ potentialities of commodities which would earn dollars.

Drive to capture new markets.- Secondly, the drive to expand exports involved an intensive commercial investigation into the potentialities of new markets. The most fruitful direction in which India's export trade could expand would be in regard to the comparatively cheaper grade manufactured goods in which countries like Japan specialised before the war. Given the necessary organisation India should not find it difficult to get a footing in the markets which had been vacated by Japan, and, to a ~~xxxxxxx~~ lesser extent by Germany. The following countries, Mr. Bhabha felt, deserved the immediate attention of India's exports: First, the South East Asian group, consisting of Indonesia, Malaya, Siam and the other South Eastern ~~xxxxxxx~~ countries; secondly, Middle Eastern countries,

29

including Egypt; thirdly, South American countries (particularly Brazil and Argentina) and East African territories; fourthly, Central Asian countries through land routes.

How trade can help in export drive.- In fostering an export drive on the above lines, Mr. Bhabha thought co-operation between Government and the trade was of vital consequence. Apart from the provision of well organised consular and commercial intelligence services, the precise manner in which Government could come to the assistance of the less organised sections of the export trade was a matter for very careful consideration, and could be fully worked out only in consultation with India's trade and industry. There were however two important directions in which urgent action by the trade was necessary in the interests of the country as a whole, and Mr. Bhabha felt that the Government should ensure that such action was taken without delay. These were the consolidation of the unorganised sections of India's export trade in one or more well-knit associations, which could ~~function~~ function as organised units in the actual business of trading with foreign countries; and the establishment of a trade research organisation on the lines of B.E.T.R.O. (British Export Trade Research Organisation).

Export prices.- In conclusion Mr. Bhabha drew attention to the importance of the vital question of export prices. If India's export drive was not to be a two years' excursion into the unknown or a temporary adventure, Indian export prices should be brought within the orbit of the competitive system. This was a subject eminently suited for long-term research and investigation and one of the main functions of an organisation like an Indian B.E.T.R.O. would be to undertake systematic studies into the all-important questions about the quality and prices of India's exportable commodities.

Proceedings of Meeting.- In the discussion that followed Mr. Bhabha's speech, ~~ix~~ several members suggested that a Standing Committee of the Council should be formed to discuss from time to time details of the proposed export drive. It was also suggested that more Indian Government Trade Commissioners should be appointed and that the service provided by existing Trade Commissioners should be improved. The policy of reserving for new-comers a percentage of certain export quotas also came up for discussion and the Minister gave the assurance that care would be taken to ensure that people who entered a trade for the first time were those who were conversant with its requirements and who had "a definite sense of responsibility to the trade".

(The Hindu, dated 9-12-1947;  
The Hindustan Times, 9-12-1947).

Government of India: Interim Budget for 1947-48.

Mr. R.K. Shanmukham Chetty, Finance Minister, Government of India, presented in the Constituent Assembly of India (Legislative), on 26 November 1947, the Government of India's interim Budget for the period 15 August 1947 to 31 March 1948. With the division of India and the emergence of two independent Governments in place of the old Central Government, the Budget for the current year 1947-48 passed by the Legislature in March 1947 (vide pages 25-28 of the report of this Office for February 1947) ceased to be operative and though the Government of India could authorise the expenditure necessary for the rest of the financial year, it felt that it would be in accordance with the public wish that a Budget should be placed before the representatives of the people at the earliest possible moment. The Budget estimates put the revenue at 1711.5 million rupees and the expenditure at 1973.9 million rupees thus leaving a deficit of 262.4 million rupees. The only new tax proposed in the budget is a duty of 4 annas per square yard on cotton cloth and 6 annas a pound on cotton yarn in place of the present 3 per cent duty on cotton cloth and yarn. The new tax is expected to yield 80 ~~xxx~~ million rupees in a full year, but only 16.5 million rupees during the current year. The net deficit for 1947-48 is therefore estimated 245.9 million rupees. The most important features of the Budget are, on the revenue side, the absence of any contribution from the Railways, and on the expenditure side, provision for an expenditures of 220 million rupees on the relief of refugees, a subsidy of 225.2 million rupees on imports of foodgrains and a net expenditure on Defence Services amounting to ~~227.4~~ 927.4 million rupees.

General deterioration in economic conditions.- Reviewing the development since March 1947, the Finance Minister stated that there had been a marked deterioration in the economic situation in the country. The situation had been aggravated by the large scale disturbances which burst out suddenly, more especially in the Punjab and the North-West Frontier Province, and led to migration on a scale unprecedented in history. The total number of people involved in this mass migration of population had reached colossal figures on either side giving rise to problems of great magnitude affecting the economy of the country and diverting the attention of the Government almost completely from normal activities. There had been an almost total breakdown of the economy of the East West Punjab. Measures to relieve the immediate distress and suffering of the refugees and the formulation of long-range plans for their rehabilitation raised formidable issues both in the financial and administrative fields and the budget of the Central Government for the next few years would be materially affected by this unexpected development. India's whole programme of post-war development would have to be reviewed in the light of this context.

The food position had continued to cause grave anxiety both to the provincial Governments and the Central Government. The country had just weathered a serious threat of a breakdown of its rationing system. The results of the "Grow More Food campaign" had been on the whole disappointing. During the current year from April to September India had already imported 1.062 million tons of foodgrains at a cost of over 420 million rupees. Apart from its being a constant source of anxiety, the reliance on the import of foodgrains

01

from abroad of such magnitude imposed a heavy strain on the finances of the Government and greatly aggravated India's foreign exchange difficulties. The various steps necessary for making India self-sufficient in foodgrains should now claim the highest priority.

The deterioration in the economic situation had been particularly noticed in respect of prices which had shown an unchecked upward tendency. Between 5 April 1947 and 9 August 1947 the Economic Adviser's index number of wholesale prices rose by 7 points while the Bombay cost of living index advanced by 14 points. The Bombay cost of living index number, from 243 in August 1945 rose to 267 in August 1946 and reached 284 in August 1947. The chief factor which had contributed to this development was the general decline in agricultural and industrial production in the country due partly to the wide prevalence of communal disorders and generally to the increasing industrial unrest. Giving instances of the decline in production, the Finance Minister stated that as against a production of 4,600 million yards of mill made cloth and 1,500 million yards of handloom cloth in 1945 the production this year was estimated at 3,900 million yards and 1,200 million yards respectively. The production of steel in the current year was expected to show a drop of nearly 400,000 tons compared with the peak production of 1,200,000 tons during the war. The production of cement had also grown steadily worse, the estimated production this year showing a drop of 700,000 tons over the capacity of over 2½ million tons. While the supply position had been deteriorating, increases in wages and salaries given by private employers and the Government had had the effect of augmenting the purchasing power of the people and widening the gap between current money income and production of goods. Another disturbing factor was the unspent balances of individuals and institutions accumulated during the peak years of inflation which were now being spent on the deferred wants of individuals, repairs to industry and on the building of trade inventory. It was, therefore, of the utmost importance to increase internal production, though the Finance Minister was fully conscious of the fact that any policy of stabilisation should aim not merely at the increase of production of both consumer and producer goods but also at the pegging of money incomes at an agreed and accepted level so that the increased volume of trading resulting from the increase of production might neutralise the inflationary effects of the large volume of uncovered money income. If this policy was to be carried out successfully, it would require an appreciation of the situation by labour and its wholehearted co-operation.

Estimates of Expenditure: Nationbuilding departments to get 120 million rupees.- Analysing the estimated expenditure of 1973.9 million rupees the Finance Minister stated that the net expenditure on Defence Services during the period 15 August 1947 to 31 March 1948 was estimated at 927.4 million rupees. The following main factors had contributed to an increase in the Defence expenditure: (1) The decision to suspend demobilisation and to withdraw troops from overseas. (2) The implementation of the Post-war Pay Committee's recommendations in respect of Defence Services personnel. No provision for this was included in the original estimates. (3) The movement of troops and stores in connection with the reconstitution of the Armed Forces. (4) The calling out of troops in aid of the civil power during the ~~six~~ disturbances in the Punjab and elsewhere. Civil expenditure amounted to 1045 million rupees, but of this 445 million rupees were accounted for by the expenditure on refugees and the subsidising of imported foodgrains, leaving 600

million rupees for normal expenditure. This included 50 million rupees for tax collection, obligatory expenditure of 225 million rupees on payment of interest and pensions and provision for debt redemption, ~~and~~ 20 million rupees on planning and resettlement and 120 million rupees for expenditure on nation building activities such as education, medical services, public health, the running of scientific institutions and scientific surveys, aviation, broadcasting etc. In addition to this provision had been made in the Capital Budget for a grant of 205.9 million rupees to provincial Governments for development and 150 million rupees for loans.

Post-war Planning and Development.- In the 1947-48 Budget of the Government of India presented in March 1947, provision had been made for 1000 million rupees for development expenditure, including a provision of 450 ~~xxx~~ million rupees for grants to Provinces. With the partition of the country the whole basis on which post-war development plans had been conceived was now upset. Also, the substantial revenue surpluses which were anticipated in the Central budget would now be turned into substantial deficits. In July 1947, the Provinces were advised not to enter into any major commitments that were likely to embarrass either of the successor Governments. It had since been decided, however, that for the remainder of the year grants would be available to the Provinces now remaining in the Indian Dominion on the same scale as was originally planned subject to a proportionate adjustment on account of the division of the Punjab and Bengal and the transfer of most of the Sylhet district to East Bengal. In the estimates now placed before the House a provision of 2,539 million rupees had been included for grants to Provinces and a sum of 150 million rupees for loans to them. In the Central field the progress on development schemes was being maintained and the Government was going forward with all the sanctioned schemes particularly ~~these~~ schemes of river development with long range benefits to the country. An agreement had been reached between the Central Government and the provincial Governments concerned regarding the setting up of the Damodar Valley Authority. Another scheme which was likely to be taken up very shortly was the construction of the Hirakud Dam in Orissa at an estimated cost of 480 million rupees the benefits from which included irrigation for over a million acres, 350,000 kilo-watts of power and a considerable degree of protection from floods to the coastal districts of Orissa. It was also proposed to concentrate on the construction of the ~~BK~~ Bhakra Dam in the East Punjab.

In the course of his speech, the Finance Minister also referred to the criticism that the level of taxation introduced in the last Budget had seriously affected the incentive for investment and the charge levelled by the Central Board of Directors of the Reserve Bank of India that the severity of the last Budget was defeating its own purpose and was hindering the formation of capital for productive purposes. It was not the intention of the Government to so arrange its taxation policy as to stifle the growth of industry in the country and the Finance Minister promised to make a careful examination of the consequences of Government's taxation policy and endeavour to make any adjustments that might be necessary to instil confidence in private enterprise, before he presented his next Budget to the House.

The following is a summary of the Budget Estimates :-

Revenue

(In Millions of Rupees)

Customs.....	505.0 )
	16.5* )
Central Excise Duties.....	220.8
Corporation Tax.....	427.1
Taxes on Income.....	752.9
Salt.....	5.0
Opium.....	8.9
Interest.....	6.6
Civil Administration.....	22.6
Currency and Mint.....	14.1
Civil Works.....	1.5
Other Sources of Revenue.....	27.2
Contribution from Post and Telegraphs.....	20.3
Contribution from Railways.....	-
Deduct—Share of income-tax revenue payable to Provinces.....	300.5
Total Revenue.....	<u>1728.0</u>

Expenditure

Direct Demands on Revenue (Cost of collection).	53.3
Irrigation.....	0.7
Debt Services.....	205.2
Civil Administration.....	202.4
Currency and Mint.....	12.0
Civil Works.....	62.1
Pensions.....	18.9
Miscellaneous—	
Expenditure on refugees.....	220.0
Subsidy on imported foodgrains.....	225.2
Other expenditure.....	23.0
Grants to Provinces.....	4.5
Extraordinary Charges.....	19.2
Defence Services (net).....	<u>927.4</u>
Total Expenditure.....	1973.9
Net Deficit.....	<u>245.9</u>

\* Budget proposals.

(The Gazette of India, Extraordinary,  
dated 26-11-1947).



Interim Railway Budget for 1947-48:  
Railway rates and fares to be increased.

Free India's first Railway Budget was presented in the Constituent Assembly of India (Legislative) on 20 November 1947 by Dr. John Matthai, the Minister for Transport. The Budget covers the period 15 August 1947 to 31 March 1948. The estimated receipts and expenditure leave a net deficit of 123.8 million rupees, the greater part of which the Government proposes to cover by substantial increases in railway fares ranging from 10 per cent to 25 per cent. The new rates are to come into force from 1 January 1948.

The following is a summary of the estimated revenue and expenditure:

<u>Revenue</u> (In millions of rupees).	<u>Expenditure</u> (In millions of rupees).
Gross Traffic Receipts      1070.0	Working Expenses      1071.8
Miscellaneous Receipts      12.4	Interest charges      134.4
1082.4	1206.2
Deficit 123.8 million rupees.	
Expected receipts from increased rates and fares (Budget proposals)      91.5 million rupees	
Net Deficit <u>52.3 million rupees</u>	

Rs. 225 million increase in wage bill of railway workers. - A salient feature of the Budget is an addition of about 225 million rupees in the wages bill of railway workers for the remaining 7 1/2 months of the financial year, resulting from the implementing of the Pay Commission's recommendations and larger losses on grainshop concessions due to the rise in commodity prices. As the result of the deliberations between the Railway Board and the All-India Railwaymen's Federation, the concessions originally proposed by the Central Pay Commission have been liberalised by way of more improved scales of pay for skilled artisans and by the continuance of the existing scheme of dearness allowance partly in cash and partly in kind in lieu of the Pay Commission's scheme of only cash relief, (vide pages 26-27 of the report of this Office for September 1947). The additional expenditure on staff during the Budget period on wages and allowances, excluding grain shop concessions, is estimated at 175 million rupees. The grainshop concessions is expected to cost Government an additional 52.5 million rupees, in view of the rise in commodity prices.

Rise in price of Coal: effect on railways. - The other important factor which has caused an increase in the working expenses of the railways has been the increase in the prices of coal. These increases in the prices of coal, of Rs. 2-6 per ton for Bengal and Bihar coal and Rs. 1-14 per ton for Central Provinces coal, are due to the increase in the controlled basic prices and an enhancement of the welfare cess. The net effect on the Railway Budget has been an additional expenditure of about 20 million rupees.

35

Transport Minister's review of problems facing railways:  
Effects of Partition.- Presenting the Budget the Transport Minister referred to the effects on the railways of the division of India and outlined the measures which had been taken to solve the various issues arising out of partition. These related ~~to~~ mainly to operating arrangements, the regrouping of railways and the division of railway assets and liabilities.

Locomotives position.- As regards the general working of the railways, the Transport Minister admitted that the locomotive position was in all conscience very serious. There had been a great deal of deterioration in the quality of the service rendered by locomotives partly as a result of the intensive wear and tear they were exposed to as a result of war traffic. Apart from that, many of the locomotives had already survived their normal working life. Out of the 8,400 locomotives before partition 2,900 were really over age. Not enough attention had been paid in the past to the manufacture of locomotives in India and he felt compelled to say that the indifference that was shown to these essential requirements of the country in the old days constituted a very serious reflection on those who were responsible for the government of the country.

Decline in output of Workshops.- The question of workshops again was a matter that caused very considerable anxiety. The output of railway workshops had very greatly declined since the war. It was partly a question of the restlessness among labour but it was partly also a question of the scarcity of essential parts of locomotives. In 1938-39, the average number of days that a locomotive was in a workshop for overhaul and repair in respect of broad-gauge wagons was 40. In 1946-47 the number of days rose to 48—a decline in output of 20 per cent. The number of days a metre-gauge locomotive was detained in a workshop in 1938-39 was 51 and in 1946-47, 51—a decline in output of 60 per cent.

Indianisation of Services.- As regards Indianisation of superior services, Dr. Matthal said that there had been no recruitment of non-Indians to the railway services since 1943 and, there would be no further recruitment hereafter except in regard to technical jobs. The Government proposed to make these appointments as far as possible on the basis of short-term contracts so that suitable Indians might be trained for those technical jobs. Out of a total number of 358 European officers on August 15, those who had elected for Pakistan numbered 98, those who had left service since August 15 on retirement numbered 49 and 19 had announced their intention to leave shortly, making a total of 166. A further depletion, it was presumed, would take place in the not distant future. As regards the Railway ~~Board~~ Board, early this year the Board had consisted of four European and one Indian members whereas today it consisted of five Indians and a European.

Future prospects.- As regards general traffic and prospects for the future, a considerable amount of additional rolling-stock was on order for Indian railways both here and abroad. Secondly, railways had taken in hand the expansion of marshalling yards and track capacity. This would be limited by the availability of material. Thirdly, it was hoped to improve workshop output owing to a better and more co-operative atmosphere among railway labour and it was believed also that it was possible to get larger quantities of spare parts from India. Fourthly, the railways proposed



to depute a senior officer almost immediately to proceed to the USA to study the latest technique of railway transportation. But the most important thing which would make a difference to the position was an abatement of civil disorders and the maintenance of law and order in the country.

Labour had always been a serious problem and in the present temper of labour throughout the country, what gave cause for anxiety was not so much the possibility of prolonged open strikes, although that was bad enough, as the absence of a spirit of positive co-operation and enthusiasm for work. It showed itself in such things as slowdown tactics and sudden stoppage of work in the form of lightning strikes. This was largely a psychological product and it was to the solution of this problem that the railways, like other industries, should mainly direct their attention.

(The Statesman, dated 21-11-1947).

15 Per cent Increase in Industrial Population:  
Manufacturers' Mission Recommendation.

The delegation of the All-India Manufacturers' Organisation, led by Mr. M. Visvesvaraya, which toured the industrial countries of the West between June 1946 and March 1947 (vide page 15 of the report of this Office for June 1947) in its report for the development of industries in India, has recommended that the proportion of Indians engaged in the industries should be raised from 10 to 25 per cent. The report, which is divided into three parts, deals with all aspects of various major industries, including iron and steel, automobile, aircraft, shipping, rayon and silk, electrical engineering, textiles and chemicals, and includes statistics relating to these industries.

Proportion of industrial and agricultural Workers.- Emphasising that the development of industries in India is an urgent necessity today to balance the occupations of the people between agriculture, industries and services, the report points out that the percentages of population engaged in industries and agriculture in India are 10 and 70 respectively, whereas in a developed country like the United States the corresponding percentages are 25 and 18. It is suggested that, as a first step in the development of industries in India, the proper proportion should be 25 per cent for industries and about 33 per cent for agriculture. In this connection it is pointed out that the present proportion of the population engaged in industries is about two or three per cent in organised industries and about 10 per cent in all classes of industries, including organised ones. It is further recommended that until a decision is arrived at by Government ~~the proportion of population engaged in industries should be raised to 25 per cent and the proportion of population engaged in agriculture should be reduced to 33 per cent.~~ ~~the results of working of industries in a region, in a province or in the country as a whole should be collected and published, together with an abstract in the form of tables.~~

Finance corporation for establishing heavy industries.- Emphasising that heavy industries are really the principal means of bringing wealth and financial strength to a country, the report suggests that a strong industrial finance corporation should be set up to help the establishment of heavy and ~~very~~ key industries. These industries should be developed on a war footing.

Need for a planned drive.- Commenting that there had been no agency in the past to create interest, to stimulate enterprise, to maintain a drive or enthusiasm in the local population in favour of industries, the report stresses that in any new reforms that may be introduced, particular importance should be attached to, and provision made for, maintaining a drive wherever it is noticed the population lacks initiative or enterprise. The future development of industries in any region and in the country as a whole should be based on a plan and programme for each year in advance. A five-year plan for the provinces and a ten-year ~~xx~~ plan for the Central Government might also be maintained to serve as a target.

In conclusion it is emphasised that in the execution of schemes connected with industries, precision of data, discipline in operation, constant stimulus or drive and close adherence to aim or target should be insisted on. If discipline is maintained by the Government on western lines, every one of the deficiencies and wants of the country would receive attention, each according to its urgency and importance, and progress and ~~xxx~~ growth would be automatic.

(The Hindustan Times, 23-11-1947).

Working Class Cost of Living Index for Various Centres in India during January and February, 1947.

The index numbers of the cost of living for working classes in various centres of India registered the following changes during January and February 1947 as compared with December 1946.

Name of Centre.	Base=100	Dec.46.	Jan.47.	Feb. 47.
Bombay	Year ending June 1934	279	267	263
Ahmedabad	Year ending July 1927	216	207	-
Sholapur	Year ending Jan., 1928	229	233	237
Nagpur	Year ending Aug., 1939	292	299	307
Ludhiana	1931-35	470	-	-
Cawnpore	August 1937	345	348	346
Patna	Average cost of living for five years preceeding 1914	397	388	379
Jamshedpur	Ditto	372	376	378
Jharia	Ditto	390	396	389
Madras	Year ending June 1936	249	251	254
Madura	Ditto	285	287	286
Coimbatore	Ditto	270	276	273

(Monthly Survey ~~of~~ of Business Conditions in India for January-February, 1947 ).

38

Industrial Finance Corporation Bill referred to  
Select Committee.

The Constituent Assembly (Legislative) of India on 21 November 1947 referred to a Select Committee the Industrial Finance Corporation Bill, 1946. The provisions of the Bill were summarised at page 24 of the report of this Office for November 1946.

Mr. Shanmukham Chetty, Finance Minister, moving the motion for reference of the Bill to a Select Committee, said that the object of the Bill was to set up a corporation for the purpose of financing large-scale industries. It was his intention, after the Bill had been placed on the statute book, to persuade provincial and State Governments to set up similar financial corporations in their respective areas. Such provincial and State corporations would be expected mainly to finance small-scale industries. He also envisaged the setting up of a central agricultural finance corporation to help the agricultural economy of the country on the lines of the Industrial Finance Corporation. In addition to all these corporations, the Finance Minister referred to the need for a special reconstruction corporation to tackle the problem of rehabilitation and resettlement of refugees. With regard to the adequacy of the resources of the industrial finance corporation, the Finance Minister said that there had been some misconception that the corporation was not intended to supply all the finance or even a substantial part of the finance necessary for the large-scale industrialisation of India. The Government itself contemplated setting up some of these large-scale industries as State concerns, in which case there would be no need for help from the corporation. The corporation was intended to help the large-scale industries started by private enterprise. Even in this field, normally a private industrial concern was expected to raise all its capital requirements from the market and to obtain from commercial banks the accommodation necessary for the day-to-day running of the concern. Whatever might be the capital structure of a private industrial concern, occasions did arise when substantial help for meeting capital expenditure was required and it was difficult to raise such additional capital in the open market. It was at such a critical time that an industrial finance corporation of this kind was expected to go to the rescue of the industrial concerns. No doubt the capital requirements for industrialisation of India ran into many millions of rupees and the 300 or 400 million rupees which the corporation would have at its disposal might appear inadequate. But a centralised corporation of the kind visualised could finance industries which might have a capital of 7,000 or 8,000 million rupees.

The Finance Minister emphasised that the aim of the Bill was deliberately to restrict the share-holding to certain categories of institutions. It was the Government's desire to have a responsible corporation to finance industries, which would not become the ~~monopolistic~~ monopolistic concern of any group of individuals, which would guarantee State control in the public interest and which would at the same time utilise all the experience and efficiency of private business. By deliberately restricting the share-holding to certain specified institutions,

39  
it was the intention of Government to bring to the service of the State, under the control of the State, the experience gained by private individuals in the management of industry and business.

Mr. Chetty assured the House that Government was not committed to any particular course of action and would be prepared to fall in line with the opinion of the members of the select committee.

(The Statesman, 22-11-1947).

EMPLOYMENT, UNEMPLOYMENT AND VOCATIONAL TRAINING.

Report of Committee on Apprenticeship Training in Ceylon:  
Central Apprenticeship Board Recommended.

A Committee set up by the Government of Ceylon " to inquire what facilities are at present available for apprenticeship training, to ascertain whether they are adequate and, if not, in what aspects they can be improved, and to make recommendations" has, in its report, ~~has~~ recommended the ~~rexxxxxxxofxx~~ creation of a Central body to be called the Apprenticeship Board to deal with all questions relating to apprenticeship training and the issue of a National Certificate to every apprentice who passes through the training on the results of an examination\*. The Committee has not found it possible to specify categorically the different industries in which apprenticeship training should be inaugurated for the chief reason that with the greater industrialisation of the country and technological improvements in various fields, any cut-and-dry classification formulated now might become out of date at no distant point of time. It has, therefore, confined itself mainly to the training of apprentices for engineering and allied occupations, and suggested that any other specific trades that need to be considered in the future ~~may~~<sup>might</sup> be referred to the proposed Apprenticeship Board for consideration.

Present unsatisfactory facilities for training.- The Committee has found that the training facilities provided at present by Government Departments as well as private employers in Ceylon are far from satisfactory. The more important of the Government Departments having courses of apprenticeship training at present are the Public Works Department, the Railway, Tele-communication Department, the Electrical and the Harbour Engineer's Departments. Each Department has its own scheme of training designed to meet its particular needs and there is no machinery for the co-ordination of the schemes of the different Departments. A survey of the existing position as regards non-Government undertakings also

\* Sessional Paper XVI—1947: Report on Apprenticeship Training, September, 1947: Printed at the Ceylon Government Press, Colombo: To be purchased at the Government Record Office, Colombo; price Re. 1 15.

indicates that in the training of their apprentices there is no uniform rule adopted by any two employers in any particular industry or as between different industries. There is no uniform minimum age for admission to training. In the method of selection of candidates for training there is no uniform system adopted by either Government Departments or private firms. Another grave defect in the schemes now in operation is the complete absence of any provision for the apprentices to get even a limited amount of theoretical training which is so necessary. Even with regard to practical training, the apprentices do not receive adequate individual attention, and frequently left to fend for themselves. Certificates were given in some cases on completion of courses, in ~~some~~ others when demanded by the apprentice, or when the apprentice terminated his employment, while in all other cases no certificates were given.

Recommendations.- To improve the position, the Committee has ~~recommended~~ the setting up of a Central Apprenticeship Board and made detailed recommendations relating to the training of Trade, Special and Engineering apprentices. The main recommendations of the Committee are reproduced below:

Apprenticeship Board.- A central body called the Apprenticeship Board comprising representatives of the more important Engineering Departments of Government, and representatives of Employers' Associations and Workers' Associations, with the Commissioner of Labour as Chairman, should be created with powers to deal with all questions relating to apprenticeship training, determine the terms and conditions that should be attached to contracts of apprenticeship for the different trades, the period of training for each, remuneration of apprentices, etc.

Trade Apprentices.- Every apprentice who passes through the training should be examined at the conclusion of the course and a certificate issued on the results of the examination. The certificate should be called the National Certificate and should be issued under the authority of the Apprenticeship Board.

The minimum age for starting apprenticeship training should be 16 plus but where a boy shows special aptitude and has passed the school leaving examination he should be admitted at 15 plus.

The principle of equality of opportunity should be adopted in the selection of candidates for apprenticeship training, and in all cases the best candidates should be selected irrespective of whether they have fathers working in the concern or not.

Every apprentice should be medically examined before the contract of apprenticeship is signed.

An apprentice should be given, in addition to the practical training, theoretical training which will enable him to better understand the principles underlying the practical training.

Branches of the Technical College should be established in the ~~more~~ more important districts of Ceylon, for example, Kandy, Galle, Jaffna and Batticaloa. In the case of the more distant centres of industrial population, instructors from the Technical College should visit these centres and give instruction in some selected workshop for all apprentices living close by in that area.

42

Employers should allow time off for technical classes at the Technical College and each employer should settle in consultation with the Director of the Technical College the arrangements that should be made as regards attendance at the College.

No employer should be allowed to train apprentices unless he has obtained a certificate from the Commissioner of Labour that he is in a position to provide the necessary practical facilities for training and when such certificate is given the employer should be allowed to train from time to time any specified number of apprentices approved by the Commissioner. Where an employer commits a breach of any of the conditions of the certificate, the Commissioner should have power to revoke the certificate which will then operate to prevent the employer taking on new apprentices.

There should be an indenture for every contract of apprenticeship.

There should be a central register in which should be entered the names of all apprentices whose training has been approved. This register should contain relevant particulars, such as, the name of the apprentice, the name of the employer, the period and nature of the training that he received and the date when he passes the apprenticeship examination, together with the number of his certificate of competence.

Apprenticeship training facilities in any trade should be given on an equal basis to women as well as men.

Every Government Department and every large employer of labour should nominate a particular officer, preferably a full-time officer to be in charge of all training. He should be charged with the duty of ensuring that all students have adequate practical training, making arrangements for their theoretical training with the Director of the Technical College, keeping in touch with the Apprenticeship Board, and generally being responsible for all questions relating to training.

Special Apprentices. - The minimum educational qualification for special apprentices should be the Senior School Certificate.

The maximum age for admission for apprenticeship training should be 21 years beyond which a special apprentice should not be taken on for training.

In every case before a contract is signed a candidate for apprenticeship training should be medically examined and a certificate of fitness issued.

The period of apprenticeship would vary according to the requirements of the respective trade, but normally it will be five years.

There should be an indenture for every contract of apprenticeship and the system of deposits should be abolished.

Definite courses of practical training should be prepared and a special officer detailed to be in charge of the students.

With regard to the theoretical training at the Technical College, a student should have a specified number of hours of theoretical training a year which should be fixed by the Board.

The Board and the Commissioner of Labour should be responsible for the holding of tests and issuing of certificates to special apprentices. The standard should be higher than that of the

ordinary certificate and the aim should be to approach that of the Higher National Certificate in England.

There should be provision for the award of scholarships for technical training abroad.

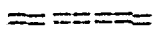
Special apprentices also should be selected and nominated by the employer but certain minimum standards should be binding on all employees. An aptitude test might be devised and school authorities consulted as to candidates suitable for technical training, whenever necessary.

Engineering Apprentices.- There is no faculty of engineering at the Ceylon University and at present the Technical College is the only institution which prepares students for engineering degrees. The Report of the Committee on Higher Technological Education in England indicates that both types of institutions will perform useful work and probably the same would apply to Ceylon.

Government policy should be directed <sup>not</sup> only towards improving training facilities but also towards deviating a part of the talent from the schools into industrial and commercial occupations, which are not getting their fair share of their national ability.

Even when training facilities are improved and expanded, it will still be necessary for students to go abroad for further training since the opportunities for practical work are limited in Ceylon.

Scholarships should be awarded on an adequate scale and poor students should not be handicapped by lack of means from getting adequate training.





44

MIGRATION.

Treatment of Indians in South Africa:  
Indian Resolution fails to secure  
necessary majority in United Nations  
General Assembly.

A resolution submitted by India requesting the Governments of India and South Africa, without any further delay, to enter into discussions at a Round Table Conference on the basis of the Assembly's resolution of 8 December 1946, and to invite the Pakistan Government to take part in such discussions, failed to secure the requisite two-thirds majority in the United Nations General Assembly at Flushing Meadows on 21 November 1947. The actual voting was 31 for and 19 against, with 6 abstentions. The following was the text of the Indian resolution.

"Whereas in its resolution dated ~~on~~ 8 December 1946, the General Assembly, taking note of the application made by the Government of India regarding the treatment of Indians in South Africa, observed that, because of that treatment, friendly relations between the two member States had been impaired and unless a satisfactory agreement was reached, their relations were likely to be further impaired;

"Whereas after careful consideration of the matter, the General Assembly was of the opinion that the treatment of Indians in the Union of South Africa should be in conformity with international obligations under agreements concluded between the two Governments and the relevant provisions of the Charter; and

"Whereas the General Assembly requested the two Governments to report at the next session of the General Assembly measures adopted to that effect;

"The General Assembly having considered the reports submitted by the Government of India and by the Government of the Union of South Africa, pursuant to the aforesaid resolution; expresses its regret at the refusal by the Government of South Africa to accept implementation of the resolution of the General Assembly dated 8 December 1947, as a basis of discussion with the Government of India and of its failure to take any other steps for such implementation;

"Reaffirms its resolution dated 8 December 1946;

"Requests the two Governments to enter into discussions at a Round Table Conference on the basis of that resolution without any further delay and to invite the Government of Pakistan to take part in such discussions;

"Requests that the result of such discussions be reported by the Governments of South Africa and India to the Secretary-General of the United Nations who shall, from time to time, make enquiries from them and report to the Interim Committee ("Little Assembly") should such a Committee be in existence and who shall also submit a report on the action taken on this resolution by the two Governments to this Assembly at its next session". (The Hindu 8 and 22-11-1947).

45

Second Indian Colonial Conference, Madras,  
22 and 23 November 1947: Demand for new  
Emigration Policy.

The problems facing the Indian Nationals abroad and the need to focus public attention both in the foreign countries and in India, on all matters of importance affecting the welfare of the Indian community, were discussed at the Second Indian Colonial Conference held under the auspices of the Indian Colonial Society at ~~the~~ Madras on 22 and 23 November 1947. The Conference was presided over by Mr. R. Subbayya Naidu, former India Government's Agent at Malaya.

Declaring the Conference open, Mr. V. Masilamani Pillai, Retired High Court Judge, dwelt on the activities of the Indian Colonial Society in the past and said that this Conference was of special significance at the present juncture as it was the first to be held after India had attained independence. It was the duty of the conference, he continued, to see that steps were taken to remove the discriminatory treatment of Indian Nationals and he hoped that the conference would devise ways and means, with the help of the Government, to send educated young men to foreign countries for propaganda among Indian nationals, especially among labourers who required help in matters of education and social reform. The Society should also carry on research and statistical work pertaining to the conditions of the nationals abroad, and take steps to improve their general welfare in those countries.

Presidential address: Plea for revision of emigration policy.-  
In his presidential address, Mr. Naidu referred to the present political upheavals in colonial countries. A large number of Indians were living in these countries and their status in the new political set-up was a matter that required serious consideration, since, under the present conditions, negotiations would be carried on directly by the countries concerned at Governmental level and the interests of the countries concerned and the wishes of their people would be the main deciding factor, rather than the interests of any foreign power.

In this connection Mr. Naidu emphasised that India was in no way benefited by the present labour emigration policy. Economically, the system was a failure, socially, it resulted in a distinct lowering of the status and prestige of India in foreign lands. Politically, it had given rise to problems which had been found to be a perennial source of embarrassment to the mother country as well as to the community living abroad. The Indian Emigration Act must therefore be radically altered. The recruitment and emigration of Indian labour for work abroad must be stopped forthwith. India was now on its way to internal development and would be in need of any amount of labour both skilled and unskilled that it could afford to have. 'Cooly Emigration' must give place to 'community emigration'. Compact emigration of large-scale groups of families for settlement abroad must be based on lines pursued by Britain and ~~and~~ other countries in the matter of India's colonial expansion. Countries desirous of having Indians in their midst for their own advantage must provide a scope for large colonies of Indians to spring up in their midst with full rights of nationality and citizenship and with full freedom of expansion as the nationals of the countries of their own adoption. There should be no ~~any~~ dual or doubtful nationality

116

in the case of these migratory tribes nor any question of dual or doubtful allegiance. These families must be settled in independent communes.

In conclusion, the President referred to the question of the future of Indians who had already emigrated and settled in foreign lands and said that the position of these people was yet unsettled and extremely unsatisfactory. The conditions prevailing there should be fully ascertained and efforts should be made at Governmental level to secure for them full national and civic rights. The Indian population in those countries should organise itself efficiently and bring to the notice of the authorities of those countries as well as of India their needs and wants. The representatives of the Government of India should maintain very close contact with the community and make prompt representations to the authorities concerned for the redress of their grievances. Until the conditions of Indian nationals abroad were placed on a satisfactory footing it was necessary that the Government of India should keep itself periodically informed of their progress and prosperity. Non-official organisations such as the Indian Colonial Society had a great part to play in the shapping of the future emigration policy of India.

Conditions of Indians abroad.- The Conference considered a number of papers on the conditions of Indians overseas.

Mr. S. Pydiah of Mauritius described the political and economic situation in Mauritius, "the little India beyond the seas". Outside India Mauritius was the only country in the world where Indians enjoyed equal civic and political rights as other communities. The Indians who formed the majority of the population of the island were strongly organised in the Mauritius Labour Party and as a result of their persistent agitation a new constitution had been announced. Much work still remained to be done, Mr. Pydiah said, in the social and economic fields. Lack of sanitation, bad housing, unhygienic water supply and a high rate of infant mortality were some of the problems which had to be tackled immediately.

In a paper on Indian labour in Malaya Dr. C. Sivarama Sastry, formerly Medical Officer, Congress Medical Mission to Malaya, pointed out that about 750,000 Indians in Malaya, who were economically very backward, were prevented from ~~settling~~ settling in waste lands and engaging in agricultural operations, by the Malaya Reservation Act. The development of the synthetic rubber industry in America might result in a large number of Indian workers in Malayan rubber plantation being thrown out of work. Mr. Sivarama Sastry urged the Indian Government to take steps to prevail upon the British Administration to repeal the Malayan Reservation Act and thus provide alternative employment for Indians.

In a third paper presented at the Conference, on "Indian Culture in Foreign Lands", Dr. C. Kunhan Raja said that in order to promote proper understanding and harmony it was essential to have Indian culture and life presented properly in foreign lands, and for this purpose Indian scholars should be sent there. The study of Indian subjects there should also be encouraged. He suggested the appointment of cultural attaches at chief Indian embassies, association of Indian scholars with educational work in foreign lands, establishment of an Institute for higher studies to which foreign scholars ~~shall~~ could come for specialised studies, and issue of a periodical devoted to exposition of Indian Culture.

47

Resolutions: Demand for ban on emigration of labour.- The Conference adopted a number of resolutions including one urging that emigration of labour should be prohibited and that the Government should ~~has~~ adopt a new policy which would ensure for Indians abroad full rights of citizenship and nationality, and another condemning the attitude of the United Kingdom, Canada and Australia in regard to the resolution brought up at the United Nations to refer the South African Indian question to a Round Table Conference. It added that such an act would tend to undermine the confidence of Asians and Africans in the United Nations.

Urging on the Government the need for a comprehensive survey of the conditions of Indians abroad with particular reference to their political, economic and social status, the Conference recommended that the Government should take steps to secure for them equality of civic and political rights with the people of those countries. The Conference expressed the view that emigration of Indians to other countries had not benefited the emigrants or their country and that, therefore, emigration of labour, skilled as well as unskilled, should be prohibited; that the Government should inaugurate a new policy which would secure for Indian nationals full rights of citizenship and nationality. The colonists on their side should owe full allegiance to the land of their adoption. The present Migration Act should be repealed and fresh legislation made to satisfy the requirements of Free India. In view of the world food shortage and the availability of large tracts of virgin lands in several countries, the Conference urged the United Nations to ~~the~~ see that these lands were opened up and utilised for colonisation by Free India and other countries who could make the best use of the land to produce food. A resolution urging the Indian Government to give facilities for Indian students from the colonies to pursue higher studies in Indian Universities was also adopted.

(Note: The first Indian Colonial Conference was held in Madras in October 1945).

(The Hindu, 23 and 24-11-1947).

Steps to safeguard Indian Interests in Burma:  
South Indian Chambers' Memorandum.

The Southern India Chamber of Commerce has sent a memorandum to Pandit Jawaharlal Nehru and Sir G.S. Bajpai, Secretary-General of the External Affairs Department, on a proposed Indo-Burmese Treaty, which is now stated to be under consideration. The following are understood to be the main points stressed by the Chamber.

Citizenship Rights.- The Treaty should provide that nothing would be done to affect Indian interests without consulting the Government of India. The domicile qualification should not be for an unduly long period and all those who had stayed in Burma during the war should be given citizenship rights. Franchise should be treated as a different concept from domicile. Persons owning land or any other property or business should not be subjected to any disability in respect of voting by reason only of non-residence in Burma.

46

Trading and Property rights.- In the matter of trading and property rights, the Chamber has urged that it should be made clear in the proposed treaty that there should be no discrimination against any particular cases or classes of cases which, in the result, would affect Indians and that in all cases adequate and equitable compensation should be given for any acquisition of property. Indians should be entitled to the same rights of trade and ~~own~~ business, ownership of property, lands and houses, etc., which the nationals of the United Kingdom would be entitled to under the new constitution. The same rights should be extended in the case of Government services and avocations also.

Right of entry into Burma.- As regards entry and <sup>re-entry</sup> ~~recently~~ into Burma any form of permit should be merely formal and for the purpose of identification and should be automatically available to every applicant.

Compensation for war damage.- Finally, on the question of war damage the Chamber has declared that it would be in the best interests of economic advancement if these claims were examined early and adequate compensation given promptly.

(The Hindu, dated 28-11-1947 ).

49

AGRICULTURE.

Burma Agriculturists' Debt Relief Act, 1947:  
Agriculturists' debts to be compulsorily  
scaled down: Moratorium till 1951.

The Burma Agriculturists' Debt Relief Act, 1947 (Burma Act No. LXXII of 1947) received the assent of the Governor of Burma on 11 November 1947 and has since been gazetted. The provisions of the Act are broadly the same as those of the Draft Burma Agriculturists' Debt Relief Bill to which reference was made at page 36 of the report of this Office for August 1947, but for the following changes. Unlike the Bill, in the Act now gazetted, the term 'debtor' is defined as an agriculturist (a) who is engaged in the cultivation of land with his own hands as his principal means of subsistence, or (b) who superintends personally and throughout the working periods of the year the actual cultivation of the land, and derives the major part of his income either from such superintendence or from the cultivation of land with his own hands or jointly from such superintendence and such cultivation; and whose debts exceed Rs. 100. On the debts incurred by agriculturists after 1 October 1941, the maximum permissible rate of interest is raised from 5 to 6 $\frac{1}{4}$  per cent. Finally the Act provides that no ~~debtor~~ debtor shall be liable, before 1 January 1952, to pay any debt incurred by him prior to the commencement of the Act and scaled down under the provisions of the Act.

(The Burma Gazette, dated 22-11-1947,  
Part I, pages 757-760 ).

State Agricultural Marketing Board set up in Burma.

'The State Agricultural Marketing Board Order, 1947' issued by the Government of Burma on 14 November 1947 sets up a State Agricultural Marketing Board, with the Secretary to the Government of Burma in the Agriculture and Rural Economy Department as chairman, for the purpose of managing, controlling and promoting the processing and marketing of agricultural produce in Burma. The Order authorises the Board, by itself or by its agents to receive, acquire or purchase any agricultural produce; and to dispose of or sell any agricultural produce to the Governor or any authority constituted by order of the Governor or to any person duly authorised by ~~and~~ the Board or by any law for the time being in force to possess or deal in such agricultural produce. In discharging its functions under this order the Board is required to act on business principles with due regard to the interests of commerce, agriculture, industry and the general public; and to be guided by such instructions as to policy as may be given to it by the Governor.

(The Burma Gazette dated 22-11-1947,  
Part I, pages 765-766 ).

50

Abolition of Zamindari Estates: Congress Party  
Circular to Provincial Governments stressing Need  
for Uniform Policy.

Mr. Shankar Rao Deo, General Secretary of the Congress, in a circular to the Premiers and Revenue Ministers of Provinces on the question of abolition of the zamindari system, has urged that any scheme for the abolition of zamindari estates must afford a clear picture of the financial and administrative measures contemplated to improving ~~producing~~ production and agricultural efficiency as well as the ryots' lot. This directive follows recent consultations in Delhi between the Congress Parliamentary Sub-Committee, the Prime Minister and Revenue Minister of Madras and Zamindars of Madras, on the provisions of the Madras Estates (Repeal of Permanent Settlement and Conversion into Royotwari) Bill (vide pages 25-27 of the report of this office for October 1947).

The circular points out that the question of abolition of the zamindari system is now under active consideration in the various provinces in pursuance of the provisions of the Congress election manifesto and declares that the Parliamentary Sub-Committee wishes to impress upon the Provincial Ministries the necessity of a thorough examination of any scheme under consideration ~~of any scheme~~ in the province and of ensuring that such a scheme is not confined to mere abolition of zamindaris, but affords a clear picture of the financial and administrative measures contemplated for improving ~~measures~~ production and agricultural efficiency as well as the ryots' lot. The sub-Committee is also of the opinion that it is necessary to provide for a reasonable measure of uniformity in the schemes introduced in the various provinces, more particularly with regard to the method and quantum of compensation. Justice demands, the circular states, that the impact of the State policy on owners of property under similar systems must be irrespective of provincial boundaries and reasonably uniform.

Provincial Revenue Ministers to meet in Delhi.- To ensure such uniformity a conference of provincial Revenue Ministers is being convened at Delhi in December.

(The Hindu, dated 2-11-1947).

Committee set up to investigate Land Tenure  
systems in East Bengal.

It is understood that the East Bengal Government has appointed a committee to investigate into the land tenure systems in the province and to recommend amendments specially regarding the "nankar", i.e., service tenure system in Sylhet.

The Committee which is to be presided over by Mr. Munawar Ali, former Minister in the Assam Government has been asked to submit its report by 31-1-1948.

( 'Dawn' dated 28-11-1947 ).



57

Delhi and Ajmer-Merwara Land Development Bill, 1947.

Dr. Rajendra Prasad, Food Minister, Government of India, introduced in the Constituent Assembly of India (Legislative) on 22 November 1947 a Bill to provide for the preparation and execution of land development schemes, the reclamation of waste-land and the control of private forests and grass-land, in the Provinces of Delhi and Ajmer-Merwara.

The Statement of Objects and Reasons, appended to the Bill, stated that although there was a fairly large amount of what was called culturable waste-land in India, there was very little land left which could be readily brought under cultivation by the efforts of the villager. To add to the cultivated lands on any substantial scale and to bring about systematic improvement in the productivity of land, it was necessary to adopt scientific measures of soil and water conservation, irrigation, drainage, etc., on a large scale which was beyond the capacity of ordinary cultivators. Again, while the population was increasing rapidly, more land was going out of cultivation and other land was losing its fertility as a result of continuous soil erosion. Indiscriminate cutting of forests and overgrazing of pasture lands, while depleting the fuel and fodder supply of the country, was at the same time removing the soil cover and thereby helping the devastating process of erosion by rain and wind, and lowering the sub-soil water level so essential for cultivation. To prevent this continuous drain on the resources, to increase the fertility of land and to bring new areas under food and fodder crops or forests, it was essential to take up systematic soil and water conservation and other land development measures as was done in countries like America. Every citizen must be induced to so manage his land that he derived the maximum benefit for himself and the community in this scheme of co-ordinated land development. The Bill was accordingly designed to provide the necessary machinery for the preparation, execution and maintenance of land development projects, utilisation of waste lands and rehabilitation of forests and grass-lands.

(The Gazette of India, Part V, dated  
29-11-1947, pages 439-448).

Madras Bill for Repeal of Permanent Settlement:  
Introduced in Provincial Legislative Assembly.

Mr. Kala Venkata Rao, the Revenue Minister of the province, introduced in the Madras Legislative Assembly, on 28-11-1947, the Madras Estates (Repeal of Permanent Settlement and Conversion into Ryotwari) Bill, 1947, providing for the abolition of the landlord estates in the province. The provisions of the Bill are summarised at pages 25-26 of the report of this office for October, 1947.

(The Hindustan Times, 29-11-1947).



52

NAVIGATION.

Rapid Expansion of Indian Shipping:  
Government to have Controlling  
Interest.

The Government of India has decided that its new shipping policy must be broadbased on the active co-operation of the State with enlightened private enterprise in an endeavour to secure for India her rightful place among the maritime nations of the world. This policy involves the setting up of a new pattern of organisation in which the State will have an effective voice in the shaping of policy as well as in major administrative decisions as may be necessary from time to time. An announcement to this effect was made by Mr. C.H. Bhabha, Minister of Commerce, Government of India, presiding over a conference of Indian shipowners at Bombay on 3 November 1947. The conference was attended by Sir Raghavan Pillai, Secretary for the Ministry of Commerce, Mr. L.T. Gholap, Controller of Indian Shipping, and about 15 representatives of Indian shipping companies from the various provinces.

Six-point programme.- While assuring the conference that the details of the organisation proposed by Government would be worked out in consultation with shipping and allied mercantile interests, Mr. Bhabha said that its broad outlines were: (1) Government should immediately take the initiative in establishing two or three Shipping Corporations; (2) in each Corporation, in order to secure and retain effective control, Government should contribute not less than 51 per cent of the total capital. The balance would be subscribed either wholly by an approved existing shipping company or partly by such company and partly by the public; (3) Government would be entitled to nominate a number of Directors on the Board of Directors of the Corporation proportionate to the share of the total capital subscribed by them; (4) no private company would be associated with more than one such Corporation, and where no one existing company was found suitable, participation by a group of companies would be permitted; (5) a company, or group of companies, so associated would act as agents of the Corporation under the control of the Directors of the Corporation and on such terms and conditions as may be stipulated in the managing agency agreement; and (6) ordinarily, 100,000 tons would be regarded as the optimum tonnage for operation by each Corporation.

The Commerce Minister emphasised that the objectives underlying the proposals were to ensure the rapid expansion of Indian-owned tonnage and the development of Indian shipping on sound, healthy and nationally accepted lines. He held the view that in a backward maritime country like India, only a Government controlled organisation could pull its full weight in the highly organised maritime economy of the world and thereby encourage the flow of private capital to shipping services, eliminate unhealthy competition between Indian companies and in the same trades, and prevent the establishment of private monopolies. The Sub-Committee of the Reconstruction Policy Committee and the Ports (Technical) Committee (vide pages 69-70 and 49 of the reports of this Office for the months of March and 1947 and June 1946 respectively) in their reports had suggested that as a preliminary measure Government

53

should not only encourage some of the Indian shipping companies but also assist them in procuring tonnage from the U.S.A. by the provision of foreign exchange on a considerable scale and by such other administrative action as was considered necessary. The Government had formally accepted the targets laid down by the Sub-Committee and also the principle relating to the reservation of coastal trade for shipping companies borne on the Indian Register. Mr. Bhabha pointed out that the previous Government had set on foot some negotiations with the United Kingdom Government for the sharing of coastal and overseas trade on an agreed basis but no satisfactory result had so far been achieved.

A constructive approach to the problem implied first, an immediate but planned attack on the two basic weaknesses of Indian shipping position; and, secondly, such legislative and administrative action as might be necessary to safeguard the interests of Indian shipping both in Indian and foreign waters. The two fundamental weaknesses in Indian shipping today were: shortage of tonnage, and shortage of trained personnel. As regards tonnage, the Sub-Committee of the Reconstruction Policy Committee had prescribed a target of two million tons in course of the next five or seven years in order to enable Indian shipping to carry a cargo of about 10 million tons a year and about 3 million passengers. To reach this target in the course of the next five or seven years a tremendous leeway had to be made up. There were only two practical ways in which Indian shipping tonnage could be increased; either by building in India or abroad, or by acquiring such tonnage as might be available from the United States of America or other countries. Government had already provided some assistance to some of the shipping firms to procure "Victory" and "Liberty" ships from the U.S.A. The competitive demand for such ships was, however, very keen, and individual private efforts against that competition were necessarily under a severe handicap. Besides, very few of the shipping companies in India had the resources to buy a sufficiently large number of these ships, and it was increasingly borne in upon Government that if at the present stage of the development of the shipping companies in the country, Government had to rely on private enterprise, the growth and development of India's mercantile marine would be disappointingly slow. Referring to the next major bottleneck, namely, lack of trained manpower, Mr. Bhabha said there was no possibility of obtaining the personnel that India needed except by a course of intensive training. The Government had already appointed a small businesslike committee to study and report on instructional and training facilities at present provided by Indian Mercantile Marine Training Ship, the "Dufferin", and to recommend how those facilities might be expanded. The committee would also examine the feasibility of opening classes at Indian ports for the provision of higher training in navigation and engineering.

Coastal Trade. - As regards the recommendations of the Sub-Committee of the Policy Committee on the reservation of coastal and overseas trade, Mr. Bhabha said that the problems were fundamentally administrative and tactical. He was sure the National Government ~~and~~ would do all that it could to further the legitimate interests of Indian shipping in Indian and foreign waters.

The Minister's speech was followed by a discussion and it is gathered that the Indian shipping ship-owners agreed to submit their views jointly to the Minister of Commerce on his proposal for Government's participation in the shipping industry.

Mr. Master's criticism: Need for State participation questioned.  
Mr. M.A. Master, President of the Federation of Indian Chambers of Commerce and Industry, speaking at a reception in Bombay on 8 November 1947, criticised the Government's scheme, which he said, would not only lead to discord between the bigger and the smaller shipping ventures, but was also likely to appreciably affect the economics of shipping in several directions. While welcoming the Government's announcement that hereafter it would adopt every possible method of encouragement, as was done in America and England, Mr. Master sounded a note of warning that the new scheme was the first ~~that~~ step and a vital part of the role which the State now desired to play in the development of industries in India. The time had come when the industrialists should have a heart-to-heart talk with the Government of India, to arrive at an understanding on the part which State and private enterprise should rightly play in the future in achieving their common object—promotion of the rapid industrialisation of India.

Shipping,

With the reorientation in the shipping policy of India, Indian tonnage had already achieved a measure of expansion and new Indian shipping companies had come into existence. From 150,000 tons gross in 1945, the Indian tonnage had grown to 250,000 tons gross at the beginning of the year. It would reach the figure of 350,000 tons gross by the middle of 1948. Private enterprise had put in nearly 150 million rupees in the acquisition or construction of additional tonnage during the last two years. Mr. Master said that he was aware of the huge capital which private enterprise would need, if the target of two million tons gross was to be reached in the next five or seven years. On the basis of the present cost of building, it would require 1,500 million rupees to reach that target. However, if impediments in the path of industries by the new taxation policy of Government were removed there was not the slightest doubt that private enterprise would respond to the needs of the country and make a substantial advance ~~mark~~ in the expansion of Indian shipping and would do so rapidly and in all directions. He could not therefore see any justification for the State to put forward a scheme of effective ownership and practical control in the field of shipping and thus usher in the policy of nationalisation on the ground that private enterprise would not be able to build up an Indian merchant navy which would meet the needs of the country.

(The Times of India, 5-11-1947;  
The Hindu, dated 9-11-1947).

CO-OPERATIVE AND COTTAGE INDUSTRIES

Nanavati Committee Report on Rural Credit: State subsidy  
recommended for village co-operatives

pp. 55 - 59

VOIR AU SERVICE DE LA COOPERATION

V.T. 17/2/48.

60

## LIVING CONDITIONS.

### Housing.

#### Bombay's Industrial Housing scheme: Government accepts Recommendations of Bombay Provincial Advisory Housing Committee.

The Government of Bombay has generally approved the recommendations of the Provincial Housing Advisory Committee in respect of the fixing for all the industrial towns in the Province, of a target of 125,000 tenements to be completed in five years (vide page 45 of the report of this Office for July 1947). The target includes tenements constructed by all agencies—Government, Government-aided and private enterprise—and the Government has sanctioned, subject to certain conditions, the programme of constructing 15,000 tenements direct by the Government, in a period of five years at a cost of 75 million rupees. The programme assumes a contribution of 25 million rupees from the Central Government and an equal amount from the employers by the imposition of a levy.

As regards construction of houses by Local Bodies the programme of the Bombay Provincial Housing Board contemplates that the Government will provide land or financial aid to the extent of the cost of land for all houses constructed by them during the period of five years, provided that this concession will not apply to the accommodation required by the employees of the Local Bodies. A sum of 5 million rupees is proposed to be earmarked for this concession. The Government has accepted this recommendation, subject to the condition that individual cases in which it is proposed to provide free land to the Local Bodies or to give them financial assistance equal to the value of the land, should receive the prior approval of the Government. The terms on which loans are proposed to be given to employers have also been accepted. The ~~prop~~ proposal to earmark an amount of 10 million rupees for loans to employers during the five year period has been accepted. Co-operative Housing Society constructing tenements consisting of two living rooms and a kitchen (with other amenities) or of a lesser size will be granted loans at 3 per cent or  $\frac{1}{2}$  per cent less than the Government borrowing rate, whichever is higher. These loans may be to the extent of 75 per cent of the value of the land and buildings in the case of Tenant Co-partnership Societies, and to the extent of 60 per cent in the case of other Societies.

Co-operative Housing Societies constructing tenements of higher standards will be given loans to the extent of 50 per cent of the value of the land and buildings at the rate of  $\frac{1}{2}$  per cent above the Bank rate provided the Bank rate is not lower than the rate at which the Government has itself borrowed on the last occasion before giving loans. The period of payment of loans to the Co-operative Housing Societies will be 25 years.

67

The proposal to earmark a sum of 5 million rupees for the grant of loans to the Co-operative Housing Societies has been accepted by the Government. Persons undertaking construction of tenements of approved design and layout, conforming to the standards of construction on plots leased from the Government in areas to be developed by the Government will be given assistance in the form of loans on the same terms as Co-operative Housing Societies constructing tenements of higher standards.

(The Bombay Chronicle, 22-11-1947 ).

62

ORGANISATION, CONGRESSES, ETC.

Employers' Organisations.

Federation of Pakistan Chambers of Commerce to  
be formed.

It is understood that a Federation of Pakistan Chambers of Commerce is to be established in Karachi and that all Chambers of Commerce functioning in the territories of Pakistan will be affiliated to the Federation. The organisation will be non-communal in complexion and will look after the economic interests of Pakistan as a whole. The Federation will pay particular attention to the industrial regeneration of the country and will actively assist the central and provincial administrations in their various industrial schemes and projects that are already in hand. An influential Provisional Committee is being formed to consider the constitution of the Federation and to take all other necessary steps in this direction.

( 'Dawn', dated 23-11-1947 ).

65

Workers' Organisations.

Strikes hamper Production and lower Standard of  
Living: A.I.N.T.U.C. President on Role of Labour  
in Free India.

Addressing a conference of the Presidents, secretaries and representatives of trade unions affiliated to the Bengal Provincial National Trade Union Congress, at Calcutta on 29 November 1947, Pandit Harihar Nath Shastri, President, Indian National Trade Union Congress said that the policy which the working classes should now adopt should be based upon the understanding that free India, at this stage of her infancy, was running badly in short of consumer goods which was essentially required for raising the standard of living of both labour and other citizens. Mr. Shastri emphasised that so far as individual disputes were concerned instead of resorting to strikes, which under the present circumstances, was <sup>un</sup>necessary, inopportune and inadvisable, the workers should have recourse to arbitration machinery which should be provided for them by the Governments concerned as has been done in Bombay under the provisions of the Bombay Industrial Disputes Act. Anybody who made any attempt to curtail production under the present circumstances was not only an enemy of the country but also an enemy of labour. Curtailment of production today, when the scarcity of consumer goods was so acute, was bound to bring down the standard of living of workers. The purchasing power of money had already been reduced to 25 per cent of the pre-war level. The only way of increasing the purchasing power of money was to step up production so that the standard of living of the workers which every trade union aspired to raise, could be increased. The introduction of adult franchise would enable the masses to exercise the right of franchise freely of their own men and nobody could stand between labour and its cherished goal of economic and social liberty. It was, therefore, essential for the workers, who represented the largest section of masses in India, to train themselves properly in democratic lines so that they might take their due place in the democracy that was coming to them.

(The Amrita Bazar Patrika, 30-11-1947).



64

Miscellaneous.

Biennial Conference of National Council  
of Women, Cuttack, 25-26-11-1947 .

The 10th Biennial Conference of the National Council of Women in India was held at Cuttack from 25 to 26 November 1947.

Inaugurating the conference the Governor of Orissa, Dr. K.N. Katju said the tasks before enlightened Indian womanhood were stupendous. If they wanted to raise the standard of public health, they must multiply the number of nurses a thousandfold. If they wanted to dispel the darkness of ignorance they must multiply the number of women teachers. Pleading for social reformers concentrating on rural reconstruction, Dr. Katju emphasised that the main problem of women's uplift work was that of the women in the villages, the real homes of India. The one man who by intuition had gone to the root of the problem was Mahatma Gandhi.

Resolutions.- The Conference adopted a number of resolutions touching upon the social and national life of India. One resolution urged the National Council and other women's organisations to make special efforts to relieve distress and help in relief and rehabilitation work. Another resolution urged the Central Government to expedite the passing of the revised Hindu Law Code, ~~and~~ and to place it on the Statute Book. By another resolution the Conference urged the adoption of the Bhoré Committee's recommendations for the provision of a properly developed health service, in India.

(The Hindustan Times, 26-11-1947;  
The Statesman, 28-11-1947 ).

## SOCIAL CONDITIONS.

### First All-India Social Workers' Conference, Bombay 7-9-11-1947: Permanent Body to develop Social Work on Scientific Basis.

The First All India Social Workers' Conference was held at Bombay from 7 to 9 November 1947. The Conference was attended by about 500 delegates from all over the country and representatives of the Central and provincial Governments and of numerous organisations.

Inaugurating the Conference, Mr. B.G. Kher, Premier of Bombay, appealed to the people to look at the State as an agency of social service, and to judge its activities by referring to the social interests it promoted. Referring to the contribution of the State to ~~the~~ social work in India, Mr. Kher said that in the past, the Government of the country had held itself aloof from this field of work. But, as one connected with a government, he would like to state that in the new atmosphere of ~~freedom~~ freedom the old inhibitions no longer existed. The State now belonged to the people and the fulfilment of the highest functions of the State lay in its transformation into a "Social Service Corporation". He would not say that the State today was fulfilling this function to his or any one's satisfaction, and he was aware that it would take some time for the State to ensure for its service a body of able and devoted servants inspired by their new purpose and selfless activity. But the main problem, he added, was to instill in the minds of all who were connected with the functions of government, the new ~~spirit~~ spirit of service. Mr. Kher suggested that in setting up institutions for training social workers, an attempt should be made to develop the personality and character of the trainee so as to produce a disciplined and well-equipped young person, capable of handling problems with sympathy and imagination.

Resolutions: Permanent body formed.- The Conference resolved to convert itself into a permanent body to be known as the Indian Conference of Social Work with its headquarters in Bombay and Mr. Jamshed Nusserwanji was chosen President of the new organisation for the year 1947-48. Considering the fact that social work was assuming nation-wide significance in India and large numbers of voluntary and professional social workers were needed for the many measures and activities of ameliorative, curative and preventive character, and in order to make these measures economical, effective and efficient on a systematic and scientific basis the Conference strongly recommended to the various colleges and universities ~~and~~ as well as large scale social welfare organisations jointly or severally to introduce diploma and degree courses of training in social work in their courses of studies. Another recommendation related to the setting up of a separate and independent State Department of Social Services under a Minister of ~~Secretary~~ Secretary by each of the Provincial and States Governments, with a similar department under the ~~ag~~ aegis of the Central Government. By another resolution on labour problems the Conference, inter alia stressed the need for introducing a compulsory minimum programme of labour welfare for all industries employing 250 or more workers.

2010

Constitution.- The main objects of the Indian Conference of Social Work, as described in the constitution, were to: undertake, promote and develop the study of social problems; guide the progress of social work in the country on scientific basis; arrange the holding of periodical conferences on specific social problems; procure the enactment or change of laws relating to social matters; and bring about closer co-operation between social service agencies or organisations in India and abroad.

(The Times of India, 8 and 10-11-1947).

07

PUBLIC HEALTH.

All Pakistan Health Conference, Lahore,  
10-12 November 1947: Amalgamation of  
Health Services urged.

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An All-Pakistan Health Conference was inaugurated at Lahore on 10 November 1947, by Mr. Ghaznafar Ali Khan, Minister for Food, Agriculture and Health in the Pakistan, Central Government. The Conference ~~waxxx~~ which lasted till 12 November 1947 was attended by the Premier of the North West Frontier Province, the Health Ministers of Sind and Punjab, Central Pakistan Government representatives and heads of Medical and Health Departments.

Addressing the Conference Mr. Ghaznafar Ali Khan referred to the paucity of health services in Pakistan and asked the Conference to evolve a comprehensive plan and a well-balanced programme. For the organisation of a Pakistan Medical Council, constitution of a Pakistan Nursing Council, creation of a Central Medical Service, formation of a Central Red Cross or Red Crescent Society, setting up of a Medical Research Institution and arrangements for the manufacture of sera vaccine and other essential drugs. He added that in drawing up such a programme the Conference should keep in view the financial resources of the State and its other commitments.

The Conference, it is understood, decided to amalgamate the health and medical services and approved the setting up of a central research institute for which preliminary work had already been started. It further approved the constitution of a Pakistan medical service; recruitment to the course will be by composition and promotion of provincial services. It was decided to form a Pakistan medical council, a nursing council, and a regular nursing service, with gazetted posts in each province of Pakistan. As regards the preparation of vaccines and sera the Conference recommended the immediate establishment of a bureau of laboratories with sections for the preparations of ~~xxxxxxx vaccines~~ vaccines, and for bacteriological and pathological examinations. Two other sections would be added later, one for the preparation of serum and the other for serology, toxicology and medico-legal work. The next step would be the creation of a section of nutrition, analysis of food, water, etc., and another section for the analysis of drugs, medicines, explosives, etc.

The Conference did not consider it economical to establish new medical colleges, but recommended that existing medical institutions should be improved and enlarged and some scholarships should be created abroad for medical graduate training in various branches of medicine. The Conference ~~xxxxxxx also decided to step up~~ ~~xxxxxxx~~ also decided to step up licentiate schools to degree colleges and give refresher courses to licentiate doctors and to maintain them on better scales of pay. It approved the creation of medical and health assistants to help doctors in districts hospitals and agreed that a certain number of posts in provincial and central medical services of Pakistan should be reserved for women doctors. A National Tuberculosis Association under the patronage of the Governor-General was formed and a sub-committee to draft up its rules and regulations was appointed.

(Dawn, dated 12, 16 and 17-11-1947).

68

Indian Nursing Council and Pharmacy Bills  
introduced in Union Legislature.

Rajkumari Amrit Kaur, Minister for Health in the Government of India, introduced in the Constituent Assembly of India (Legislative) on 22 November 1947, a Bill to constitute an Indian Nursing Council and another to regulate the profession of Pharmacy in India.

Indian Nursing Council Bill, 1947:- This Bill, which is practically ~~is~~ identical with the Indian Nursing Council Bill, 1946, to which reference was made at page 61 of the report of this Office for April 1946, seeks to set up in India an Indian Nursing Council which will prescribe uniform minimum standards of education and training for nurses, midwives and health visitors, supervise examinations, and maintain a schedule of qualifications recognised for registration throughout India.

Pharmacy Bill, 1947:- Reference was made to a Bill with the same title at page 49 of the report of this Office for January 1946. The latter Bill, however, failed to reach the statute book during the life time of the former Legislative Assembly. The present Bill seeks to establish in India a central Council of Pharmacy, which will prescribe the minimum standards of education and approve courses of study and examinations for pharmacists, and Provincial Pharmacy Councils, which will be responsible for the maintenance of provincial registers of qualified pharmacists. It further proposed to empower Provincial Governments to prohibit the dispensing of medicine on the prescription of a medical practitioner otherwise than by, or under the direct and personal supervision of, a registered pharmacist.

(The Gazette of India, dated 29-11-1947,  
part V, pages 449-469 ).

## EDUCATION.

All-Pakistan Educational Conference, Karachi,  
November 1947.

An All-Pakistan Educational Conference was held at Karachi in the last week of November 1947. The Conference which was inaugurated by Mr. Fazlur Rahman, Minister of Education, Pakistan, on 27 November 1947 was attended by about forty-five delegates from various parts of the country.

Inaugural Address: Review of educational problems.- ~~The~~ Inaugurating the Conference Mr. Rahman said that the present educational system was intended to serve a narrow utilitarian purpose and its growth had been largely a matter of artificial improvisation. According to him the three main elements of education were vocational, political and spiritual. Of these he attached the greatest importance to the spiritual element whose neglect in modern education had had disastrous consequences, inasmuch as, unless the moral and spiritual growth of man kept pace with the growth of science, he ~~was doomed to~~ <sup>utter</sup> ~~under~~ extinction. Next in importance ~~the~~ training for citizenship and education must instil the fundamental maxim of democracy—that the price of liberty was the civic virtues of discipline, integrity and unselfish public service. Stressing the need for physical training, he said that while secondary schools had made provision for it primary schools were gravely deficient in this respect, with the result that proper physical development of the nation's youth was ignored just at the stage where it was in greatest need of scientific care and supervision. Outlining the measures to be adopted for eradicating ~~the~~ illiteracy Mr. Rahman said that an inter-university board would be formed to ensure that universities ceased to function as mere mechanical purveyors of knowledge in the form of cheap degrees. Every effort would be made to impart the best technical education, both in Pakistan and abroad. A Pakistan academy would also be established.

After the plenary session the Conference divided itself into committees on: Scientific Research and Technical Education, Adult Education, University Education, Primary and Secondary Education, Women's Education, Scheduled Caste and Backward Classes' Education and a Cultural Relations Committee. The more important decisions of these Committees are summarised below:

Women's education.- The Committee on women's education recommended the immediate establishment of two Women's Medical Colleges—one in Eastern and the other in Western Pakistan. It further recommended that the Education Departments of the various provinces in Pakistan should be requested to survey and collect factual statistical information about the present facilities available for various grades of women's education in their respective provinces, that primary schools could be co-educational or otherwise, according to local needs but that separate schools for girls ~~be~~ should be provided at the secondary stage. Domestic science, first-aid and home-nursing, the ~~Committee~~ <sup>Committee</sup> considered should be compulsory subjects in the higher stages of secondary education. There should be separate colleges of girls. Integration of spiritual, social and vocational elements of education, instruction in

70

the fundamentals of religion and compulsory physical training at all stages were also recommended. Other recommendations of the Committee included the establishment of adult literacy centres for women, both in towns and rural areas with the cooperation of industrialists and landlords, establishment of industrial homes for vocational training and the grant of liberal stipends and scholarships for girls who wish to take up courses in subjects like nursing, commerce and radioengineering, etc.

Adult Education.- The Committee on adult education recommended that the radio, magic lantern slides, gramophone records, documentary films etc. should be utilised for a literacy drive among the masses. It further suggested that provincial Governments should take early steps to introduce mass literacy and that there should be a special section devoted to Adult Education, when the Central Advisory Board of Pakistan came into being. Special classes for the training of adult school teachers in the provincial Training Colleges and Normal Schools, encouragement of college students to assist in the mass literacy campaign and the provision of special literature, text-books, charts and pamphlets for use in adult education centres were among the other steps recommended.

Backward Classes' Education.- The Committee on scheduled castes and backward classes education, while agreeing that it was essential that students of all communities in Pakistan should study in common schools, felt that in view of the backwardness and poverty of the Scheduled castes, special facilities in the nature of liberal ~~from~~ fee exemptions and substantial scholarships should be provided to talented students to enable them to acquire higher technical education. To achieve this aim, it recommended the continuance of the Scheduled Caste Scholarship scheme. A Scheduled Caste Scholarship Board was set up to frame rules and regulations for the award of scholarships to Scheduled Caste students residing and studying in recognised institutions of the Dominion of Pakistan. In regard to the education of backward classes in the different provinces of Pakistan as, for instance the North-West Frontier Province, Baluchistan, Sind and certain areas of the West Punjab and East Bengal, the Committee suggested that the Central Government of Pakistan should undertake a survey of the whole of the existing educational system in those areas, to see how best to improve them. It was also suggested that the Central Government should depute technical and educational experts to survey the possibilities of technical education suitable to the genius of the Tribal Areas, taking into account the natural resources of the country.

University education.- The Committee on university education recommended that the Inter-University Board consisting of ~~the~~ three members from each University, one of whom would be the Vice-Chancellor, should be set up. Among the functions of the Board would be the establishment of relations with foreign universities on a reciprocal basis, determination of the equivalence of degrees and diplomas and the co-ordination of research.



71

Basic Education in Madras: Government's Aims  
and Difficulties.

Mr. T.S. Avinashilingam Chettiar, Minister of Education, Government of Madras, addressing a meeting of the Advisory Board of Basic Education held in Madras on 18 November 1947, referred to the tremendous task of providing for the elementary education of all school-going children in the Province and pointed out that any further increase of expenditure, in any large-scale, by the Government would be well-nigh impossible. It was not only a question of finding money but also a matter of finding about 150,000 extra teachers and the necessary accommodation. But these difficulties did not deter Government from its objective and means had to be found to provide education for the school-going children throughout the Province.

Mr. Avinashilingam said that the Government had accepted basic Education as its policy with reference to elementary schools. Basic education was not merely teaching spinning or any other craft but it was teaching through craft. Since it was so different from ordinary education, it was difficult to introduce the system in all schools throughout the Province at the same time. The Government was also faced with the problem of retraining teachers already employed in elementary schools. The Government was drawing up a comprehensive plan for the spread of basic education throughout the Province. In the course of the year, three more training schools had been started, one in South Kanara, another in Malabar and the third in Tamil Nad. In addition, Government had also started training the staff of the Training Schools. 24 of them were being ~~expected~~ trained in basic education and it was expected that 8 training schools would be converted into basic training schools in the next school year. Mr. Avinashilingam added that while basic education would certainly improve the content of education it was necessary to reorganise elementary education so as to avoid wastage and ensure efficiency. Even on 31 March 1947, there had been as many as 5,421 single-teacher schools and as many as 14,014 two-teacher schools in the Province. In addition in certain villages where there was strength only for one good elementary school, there were two elementary schools with two or three teachers each. In some cases, the District Board itself maintained two schools, one for boys and one for girls. In some cases, it was one aided school and another District Board school and in other cases, it was two aided schools working in competition with each other. Without proper co-ordination these led to great wastage of manpower and efficiency. Pointing out that the real problem of their elementary schools was want of good personnel, Mr. Avinashilingam said that any organisation which did not effect an improvement in the status of elementary school teachers in their daily life could not succeed in its object and the Government was considering ways by which this could be done consistent with its financial resources.

Appealing in particular for more women teachers Mr. Avinashilingam said that during 1946-47, 23,353 women were employed as teachers in elementary schools as against 19,470 during 1941-42. But more teacher were needed and he was sure if conditions of security and dignity were provided more women would take to ~~sax~~ teaching. This was a responsibility which rested both upon the State and the people and he had no doubt that the people

72  
in the villages would co-operate in helping to create such an atmosphere in all their schools.

In conclusion Mr. Avinashilingam said that during 1946-47 about 56,000,000 rupees were spent on elementary education in the Province as compared with 22,000,000 rupees for secondary education and 13,000,000 rupees for university education. It was necessary that an item which cost such a large part of the total budget of the provincial Government should be administered efficiently and economically.

(The Hindu, dated 17-11-1947).

Control Measures.

A.I.C.C. demands urgent consideration of Decontrol Measures: Press criticism of move towards Decontrol.

The All-India Congress Committee (A.I.C.C.) which met at New Delhi on 17 November 1947 adopted a resolution placed before it by the Working Committee of the Indian National Congress urging the Central and provincial Governments in India to give urgent consideration to the problem of decontrol as early as possible "without detriment to the public good". The various control measures, especially those relating to food and clothing, the resolution alleged, disturbed normal life, arrested the incentive to production and promoted black marketing, hoarding, corruption and other evils. ~~xxx~~ An amendment stating that it was the duty of the Central and provincial governments to devise ways and means to decontrol foodstuffs and clothing immediately was defeated by only ten votes (55 for; 65 against). The following is the text of the resolution adopted by the A.I.C.C.:-

"The All-India Congress Committee has been alarmed at the disturbance of normal life ~~of~~ by the various controls, specially in regard to ~~foodstuffs~~ foodstuffs and clothing. These have promoted black-marketing, hoarding, corruption and other evils. They have interfered with the process of self-reliance and arrested the incentive to production specially in the matter of growing more foodstuffs and the manufacture of hand-spun and hand-woven khadi in the thousands of villages of India. The Committee are, therefore, of opinion that the Central and provincial Governments should give urgent consideration to the problem of decontrol as early as possible without detriment to the public good."

Conflicting opinions on need for controls: Press criticism of proposal to relax controls.- Opinion on the need for retaining control measures in India seems, however, to be sharply divided. In a note on control measures signed by it as early as April 1947, but released to the press only during November, the Commodities Prices Board has suggested that not abolition but improvement of the system of controls would have to be undertaken, especially if ~~long-term~~ long-term plans involved regulation and direction of economic activity by the State (vide page of this report). In an editorial article dated 28 November 1947, the Statesman, Delhi, admitted that the charges brought against control, viz., graft, muddle, delay, inefficiency and red-tape did make a ~~xxx~~ formidable indictment, but added "if the Government cannot purge the system of abuses and follies, that says little for its administrative capacity. Pruned, adjusted, correlated and efficiently operated, controls may still see the country safely through the unexpectedly protracted period of transition from war to peace. To lift the more important of them at this time would not only be a confession of defeat but certain encouragement to all who thrive on public misery. A capital sentence on controls might cause millions to die from hunger." Writing editorially on the same subject on 19 November 1947 the Times of India, Bombay, commented: "Decontrol is obviously the objective to be aimed at. We ourselves have strongly criticised cloth control. We agree

74

that food controls, too, should come off when action can be taken "without detriment to the public good". That time is not now. It will come only when Government have built up reserve stocks sufficient to prevent acute scarcity in any part of the country and to keep prices at a reasonable level".

(The Hindu, dated 17 and 18-11-1947;  
The Times of India, 19-11-1947;  
The Statesman, dated 28-11-1947 ).

Commodities Prices Board's Report to Government:  
Need for clear Control Policy emphasised.

A note stressing the need for an early definition of policy in regard to controls submitted to the Government of India by the Commodities Prices Board in April 1947, was ~~xxxxxxx~~ released to the Press in the last week of November.

In the Note the members of the Board had held that there was little prospect of the acreage or the average per acre output in Indian agriculture increasing during the next three years. Industrial production had fallen below the war-time average and there were difficulties in the way of its immediate expansion. Chief among these difficulties was the coal supply position. Expansion in future years depended in the main on the pace of imports of capital goods. Pointing ~~xxx~~ to the decline in internal surpluses of foodgrains, the Note added that large surpluses of cereals in other countries were not expected to develop before 1950. Therefore, all that the Government could expect in the immediate future was to carry on without being forced to reduce the ration to less than 12 ounces and, during the subsequent two years, to build up reserves and to make some progress towards the 16-ounces ration level.

Supply position and prices.- Referring to the production and supply of other important commodities, the Note stated that the per capita supply of cloth during 1947 and 1948 was likely to remain substantially below the pre-war average of 15½ yards. This average was not likely to be attained even in 1949. Supplies of sugar and gur were unlikely to attain their pre-war levels before the end of 1948. The likelihood of a continued scarcity in the supply of vegetable oil, oilcake, firewood, and charcoal, was also mentioned. Coal, iron and steel and cement were also likely to be in short supply during the next few years, and the controlled allocation of most of these materials in the opinion of the Board were necessary. Turning to the question of prices of essential commodities, the Note pointed out that the rising trend in the wholesale prices of agricultural commodities and in the cost of living was not due to monetary factors. It appeared to be due to recent increases in the level of wages and salaries and to Government policy relating to controls. This increase was not likely to be checked in the near future by increased production, would possibly continue as long as consumer and producer goods were in short supply and might be aggravated by breakdowns in administration and transport in particular regions. Price levels in most countries had risen less than in India and were unlikely to be stabilized at more than double their pre-war level. As Indian price levels would have

75

to be brought into relation with external price levels by the end of the period of transition, it would be necessary, the Note added, to bring down Indian prices in a controlled manner during that period.

Effects of decontrol.- As regards the possible effect of decontrol, the Note stated that while supplies of consumer goods were not likely to increase in a system of decontrol, price levels of such would rise and these increases might be specially marked in out of the way regions. Substitute supplies in the shape of imported consumer goods would be available chiefly to the middle and rich classes living in towns and cities. It was also argued that if the general level of prices in India increased upon decontrol, this would make still more difficult the problem of adjusting internal prices to external prices. According to the Note an immediate further increase ~~xxxx~~ in prices in India would involve a sudden fall in Indian prices at the end of the period of transition. This might result in a severe depression especially in Indian agriculture. Refuting the contention that controls should be maintained over foodgrains but abolished in respect of other commodities, the Note said that such a state of affairs would be impossible because an increase in prices of other agricultural products might reduce substantially the existing area under food crops and might lead to a breakdown of food administration, ~~as~~ and because cultivators were not likely to submit peacefully to a control over the prices of foodgrains if the prices of other agricultural products and the goods that they bought were not similarly decontrolled.

Need for integrated system of control.- Commenting on the need for an integrated system of controls, the Note ~~xxx~~ said that such a system must have relation to the cost of living, cost of production and allocation of the resources of industry and of land among different agricultural products. The minimum sphere of such a system of controls should be cereals and pulses, sugar, sugarcane and ~~gum~~, oilseeds, oil and oilcakes, jute, cotton and cloth, kerosene, firewood, and charcoal, coal, iron and steel and cement. It was admitted, however, that if controls did not achieve the ultimate aims of wide distribution of the minimum quantities of essentials at controlled prices, keeping in check the level of prices and maintaining the level of production, and if decontrol was likely to lead to better results in these respects, there would be no justification for the continuance of controls. But if controlled regimes ~~should~~ <sup>showed</sup> results which were to be preferred to the chaotic conditions likely to follow decontrol, controls should not be abolished merely because of certain defects in their working. Not abolition but improvement of the system of control should be undertaken, especially if long-term plans involved regulation and direction of economic activity by the State.

Urging the necessity for the laying down of a definite policy on the subject, the Note stated that if control was to be continued the system should be integrated, provincial Governments convinced of its merits and the public educated in its objectives.

76

The West Bengal Premises Rent Control  
(Temporary Provisions) Bill, 1947.

The Calcutta Rent Ordinance, 1946 (vide page 64 of the report of this Office for October 1946), the provisions of which have been kept in operation by the Bengal Ordinances Temporary Enactment Act, 1947, will cease to operate on 15 March 1948. But the Government of West Bengal is of the opinion that the reasons which necessitated the promulgation of the Ordinance still exist and the situation ~~has~~ has actually been rendered more acute by the large exodus of people from East Bengal. The Government, therefore, proposes to keep in force, for a further period, the provisions of the Ordinance for the control of rents of premises and also for prevention of realisation of salami and other illegal demands by the landlords in Calcutta and other municipal areas. With this object in view the Government of West Bengal published on 26-11-1947 the West Bengal Premises Rent Control (Temporary Provisions) Bill, 1947.

(The Calcutta Gazette, Extraordinary,  
dated 26-11-1947, pages 357-352 ).

West Bengal Black Marketing Bill, 1947.

The Government of West Bengal published on 27 November 1947, the West Bengal Black Marketing Bill, 1947, making special provision for checking the evil of black marketing in the province. The Statement of Objects and Reasons appended to the Bill declares that ~~the~~ black marketing has been rampant for a long time and has become a great evil which should be checked immediately if society is to survive, however, in the absence of a clear definition of black marketing in existing laws it has often been found difficult to prosecute blackmarketers successfully. The Bill ~~knows~~ therefore, provides a comprehensive definition of black marketing. It also provides for deterrent punishment, machinery for the expeditious trial and imprisonment of black marketers. A significant provision in the Bill is that upon the conviction of any person for the offence of black marketing, the provincial Government may require that person to exhibit in his place of business notices of such number, size and lettering, in such positions and containing such particulars relating to the conviction as the Court determines.

(The Calcutta Gazette Extraordinary,  
dated 27-11-1947, pages 363-370 ).

77

Textile Industry.      x 70

New Textile Policy: Announcement by Government  
of India: Attempt to step up Cloth Production  
by 1600 Million Yards.

Measures to increase India's drooping production of cotton textiles have been engaging the attention of the Government during the past few months and the Government of India announced its new textile policy in a Resolution published on 17 November 1947. The new policy is based mainly on the recommendations of the ad hoc Departmental Committee set up in February this year (vide page 75 of the report of this office for February 1947) and suggestions made by the Commodities Prices Board and has been drawn up after consultation with the Industries Committee of the Textile Control Board at a conference held in Bombay in the last week of September. The following is a summary of the Resolution:-

Views of Ad Hoc Committee and Commodities Prices Board.- In February 1947 the Government of India had appointed an ad hoc departmental Committee to investigate facts bearing on the prices of cotton textiles, and to recommend measures necessary for increasing the production of yarn and cloth. This Committee had prepared a scheme for the standardisation of production, devised to increase output, by reducing the types and varieties of cloth and yarn produced. This scheme had found general support and had been endorsed by the Commodities Prices Board. The Committee had also recommended a revision of the existing price structure which was stated to have rendered the production of coarse yarn and cloth unremunerative on account of increases in prices of Indian raw cotton and in wages. The Commodities Prices Board, however, had held that an adequate case had not been made out for an increase in prices of coarse cloth and yarn, and also that if any adjustment was necessary it should be brought about through a scheme like the constitution of an Equalisation Fund whereby a levy on fine varieties might be utilised to subsidise coarse and medium varieties. The Government had given careful consideration to the recommendations of the ad hoc Committee, ~~should~~ and the views of the Commodities Prices Board, and had also taken note of the weight of public opinion against any increase in prices of coarse and medium cloth until it was established that such an increase was absolutely necessary and would not result in excessive profits to sections of the industry.

Government decisions: Standardisation scheme to be introduced.- The Government of India had, therefore, decided that (i) the standardisation scheme as finally devised on the recommendations of the ad hoc Committee should be put into force on the 1-12-1947, and its introduction completed before the 31-12-1947; (ii) the question of prices should be referred to the Tariff Board; and (iii) an Equalisation Fund should be started with effect from 1-12-1947, to which would be credited: (a) the difference between existing ex-mill prices of fine and superfine cloth and the lower prices which the ad hoc Committee believed to be fair, (b) half of the amount now being paid as quota-holders' commission, which Government had decided to reduce from 5 to 1½ per cent from 1-1-1948, and (c) a



78

surcharge on a sliding scale on "free" yarn sold by mills. It was estimated that the standardisation scheme would increase production by about 800 million yards of mill-made and handloom cloth.

Appeal to labour for temporary 9-hour day.- A further increase in output of about 800 million yards, the Resolution pointed out, could be secured if labour would agree to work one hour longer each shift where only two shifts were worked. For this purpose Government would endeavour to secure the co-operation of leaders of labour. The Government was conscious that the recent reduction of working hours from 9 to 8 was a progressive measure, but trusted that in view of the present national emergency and the great shortage of cloth in the country, labour would take a patriotic and national view of the proposal that the working day should be slightly lengthened as a temporary measure. Such overtime would of course, be remunerated on the accepted scale. The Government also proposed to promote labour welfare measures through Provincial or State Governments or other suitable authorities, with contributions from the Equalisation Fund referred to earlier, at all mills which worked two shifts of 9 hours each, or three shifts.

Regional and Unit Production Committees to be set up.- To ensure that there was no wastage or leakage of cloth and yarn at the mill-end and that labour fully co-operated in the production programme of the mills, the Government of India had also decided to set up Regional and Unit Production Committees consisting of representatives of labour and industry.

Revision of textile prices: Question to be referred to Tariff Board.- As regards the prices of textiles, as already stated above, the Government had decided to refer the question to the Tariff Board. The Resolution, however, gave the assurance that if, on a consideration of the Report of the Tariff Board, Government decided that the prices of any types or varieties of cloth and yarn required to be increased, the mills would be paid such prices with retrospective effect for all cloth and yarn delivered under the Standardisation Scheme after 1-12-1947. Such payments would, however, be on condition that certain targets set for production were achieved.

The terms of reference to the Tariff Board, the Resolution stated, would be the following:- (i) to enquire into the cost of production of the various types of cloth and yarn produced, and to recommend fair ex-mill prices to be paid for cloth and yarn, with special reference to the changes created by the introduction of the Standardisation Scheme; (ii) to advise on the adjustments to be made from time to time to the ex-mill prices recommended for cloth and yarn, so as to allow for fluctuations in the prices of raw cotton and in other elements of the cost of production; (iii) in the event of subsidy or other relief being recommended for certain sections or units of the Industry under (i) above, to suggest ways and means of finding the necessary funds; (iv) to recommend in what forms the co-operation of labour should be secured in order to increase production and eliminate waste or leakage; and (v) to advise Government generally on the existing system of control or production and distribution of cloth and yarn, and on its continuance.

(No. 88(2)-Tax.I/47, The Gazette of India,  
Extraordinary, dated 17-11-1947 ).



Food.

Food Minister's Conference, New Delhi, 5 and 6 November 1947: Working of Food Controls reviewed.

A conference of Food Ministers of Provinces and States convened by the Government of India to take a decision on whether food controls should be continued in their present form or whether there should be a relaxation or modification in the light of the recommendations of the Foodgrains Policy Committee appointed recently (vide page 51 of the report of this Office for October, 1947) met at New Delhi on 5 and 6 November 1947. In addition to Food Ministers from the provinces and representatives from the major Indian States, the conference was attended by Pandit Nehru, Prime Minister, Mr. R.K. Shanmukham Chetty, Finance Minister, Dr. John Matthai, Transport Minister, and Dr. Shyama Prasad Mookherjee Minister for Industry and Supply in the Government of India.

Need to reduce reliance on foreign imports: Food Minister's address.— Addressing the Conference, Dr. Rajendra Prasad, Food Minister in the Government of India, said that the time had come to take a comprehensive view of the food policy of the country as a whole and arrive at decisions which would enable India to manage her food affairs within her own resources and yet make sure that the people did not starve. The prices of foreign imports of grain the Food Minister stated, were rising and although expected imports during the current year would be about the same as last year, India would have to pay more than she did in 1946 and according to present indications, the food bill for imports in 1948 would be still higher. It was obvious, therefore, that the present system of reliance on foreign imports could not last long. The Conference had been called to advise the Government on the formulation of a food policy necessary to meet present conditions, Dr. Rajendra Prasad ~~examined~~ reviewed the events leading to the appointment of the Foodgrains Policy Committee. The main recommendations of the majority were to restrict Government's responsibility, reduce imports and increase procurement by increased production. The minority report stressed the need for extreme caution before taking any precipitate or premature action.

Recommendations of Foodgrains Policy Committee.— The view point of the members who had signed the majority report of the Foodgrains Policy Committee were explained to the Conference by two members of the Committee—Mr. G.D. Birla and Dr.V.K.R.V. Rao. Mr. Birla, clearing a misapprehension stated that the Committee had not suggested decontrol overnight. All that had been stated was that the time had come to retreat in the same order that the country had advanced. The choice was not between control or decontrol, ~~and~~ but between planned decontrol and a collapse of ~~the~~ the whole system of food control. Imports were becoming more and more expensive and internal surpluses were shrinking. There was no other choice before the country, but for provinces to procure their own requirements. They must learn to be self-reliant and cease to be dependent on the Central Government. This implied either a restriction of Government commitments or an enforcement of very rigid control. The latter seemed impracticable because the Government was at present procuring only about eight per cent of

82

the total production of the country. And as this was being procured at war remunerative prices, it was having a very serious effect on increasing food production in the country. Taking all these factors into consideration the recommendation of the Committee seemed the only logical solution to the crisis facing the country.

Provincial Ministers Attitude.- Provincial Ministers, however, are stated to have expressed considerable misgivings over the recommendation of the Foodgrains Policy Committee. While there was no difference of opinion on the ultimate object of withdrawal of rationing, an overwhelming majority of the Ministers favoured the continuation of the existing controls until the food position improved materially.

~~Difficulties~~  
Difficulties of Food control: Government of India to announce Policy.- *Bringing* the proceedings to a close, Dr. Rajendra Prasad, India's Food Minister, emphasised that the complex nature of the problem offered no easy solution; this was clear from the contrary advices which he was receiving. While some suggested immediate decontrol, others were equally emphatic that a more rigid control and stricter regimentation of the food front was the correct ~~answer~~ answer. He, however, felt that certain basic facts should not be ignored. Among these were the growing unpopularity of controls in spite of their administration by popular Ministries, the increasing ~~difficulties~~ difficulties of internal procurement, and the rapidly mounting costs of imported grains. He finally appealed for the co-operation of the provincial Governments in enforcing the decisions which the Government of India would soon take on various aspects of food control.

(The Statesman, 6 and 7-11-1947).

57

Demobilisation and Resettlement.

Ex-Servicemen to be trained as Teachers in United Provinces.

The Government of India has sanctioned the training of ex-servicemen as primary school teachers at Government Schools for boys, at Meerut, Sultanpur, Bulandshahr, Partabgarh, Ballia, Etawah, Farrukhabad, Gazipur, Rae Bareilly and Bareilly in the United Provinces. The period of training will be two years. Each trainee will get from the provincial Government a stipend of 12 rupees for ten months in each session and an additional stipend of 18 rupees per month for the same period, from the Government of India. The number of trainees to whom the additional allowance will be admissible will be limited to 130 for the present.

(The Hindustan Times, 17-11-1947).

Meeting of Regional Employment Advisory Committee in Calcutta: Need for cooperation between Trade Unions and Employment Exchanges.

Ways and means of effecting close co-operation between trade unions and employment exchanges were discussed at a meeting of the Employment Advisory Committee of the Regional Directorate of Resettlement and Employment, Government of India, held in Calcutta on 19 November 1947.

Mr. S. Mullick, Regional Director, who presided, said that as trade unions were naturally anxious to secure re-employment for members discharged owing to retrenchment of staff, employers sometimes found it difficult to recruit labour through employment exchanges. The committee felt that this ~~difficulty~~ difficulty could be overcome by bringing about close co-ordination between the exchanges, trade unions and employers, and that the Regional Directorate should enlist the support of trade unions in its effort to encourage retrenched employees to register their names with exchanges. Registration with employment exchanges would not only give retrenched personnel a chance of re-employment in their former posts, but would give them opportunities of being nominated by exchanges for vacancies elsewhere. Other subjects discussed included the formation of a women's sub-committee to look after resettlement and re-employment of demobbed ex-Servicewomen.

(Amrita Bazar Patrika, 21-11-1947).

82

Post-War Reconstruction.

Committee set up to survey Industrial Potentialities  
of East Bengal.

A Press Note issued by the Government of East Bengal on 21 November 1947 announced that with a view to extending the industrial development of the province on scientific lines the Government was setting up immediately an industrial survey committee to carry out a rapid survey of industrial potentialities of the province.

The committee, which has been asked to submit its report within a month, will carry out the survey with special reference to the availability of raw materials, labour, power, ~~raw~~ markets and transport facilities and the importance of the industry in the economy of the province, and will further make concrete proposals as regards places and areas suitable for the location of a particular industry or a group of industries. It will propose a plan for regional distribution of industries throughout the province and will also suggest selection of areas for concentrated development embracing many items of industrial development and also areas where pilot factories can be immediately set up. Proposals for a short-term plan for setting up industries and factories immediately having regard to the availability of resources, and a long-term plan in regard to different industries that can be established in East Bengal are also included in the committee's terms of reference. Other points to be covered in the survey will be the availability of machinery for different factories, the means of procuring raw materials and power in respect of each factory and whether any legislation need be passed for ordered location and distribution of industries.

The Committee will also examine the question of developing of each area selected and will recommend the steps that should be taken by the Government in that respect specially to attract and assist the starting of different industries in the areas selected for their location.

(Amrita Bazar Patrika, 23-11-1947).

GENERAL.

4,000,000 Non-Muslim refugees move into India from West Pakistan: Mr. Neogy's review of Government relief and Rehabilitation Measures.

The steps hitherto taken by the Government of India for the evacuation of non-Muslims from West-Pakistan and for the relief and resettlement of such refugees were outlined by Mr. K.C. Neogy, Minister for Relief and Rehabilitation in the Constituent Assembly (Legislative) of India on 29 November 1947, during the course of a debate on the relief and rehabilitation of refugees from Pakistan and the adequacy of the measures hitherto taken by the Government of India to assist in their resettlement.

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Over 4,000,000 Non-Muslims evacuated from West Pakistan.- Explaining the steps taken by the Government of India, Mr. K.C. Neogy, Minister for Relief and Rehabilitation, stated that over 4,000,000 non-Muslims had moved during recent months. 500,000 had come out before the partition of India on 15 August 1947 and another 800,000 had come between 15 August and 4 September 1947 when the Military Evacuation Organisation was set up to help in the evacuation of non-Muslims from West Pakistan. The Military Evacuation Organisation had alone evacuated so far by rail-road transport and foot convoy 2,583,000 persons. About 500,000 still remained to be evacuated but no accurate figures were yet available. The non-Muslims in Pakistan still to be evacuated fell under three heads: abducted women, forcibly converted people and the Harijans. In respect of the former two the Government had already set in motion machinery for their recovery but the Minister urged that such activity must be organised on both sides of the border and must be complementary. The Harijans left in Pakistan were in a peculiar position inasmuch as their economic position was such that they could not themselves move in the matter of leaving Pakistan. In view of the nature of the services they were rendering to the people in Pakistan, it was unlikely that the Pakistan Government would assist in their evacuation. The Indian Government would, however, do everything it could possibly do.

Relief arrangements.- On the question of affording relief to refugees, Mr. Neogy stated the Indian Government and the East Punjab Government had put out their maximum effort. Faced with the most baffling of problems—the provision of shelter for incoming refugees—the Government had pressed into service all available educational, religious and charitable institutions. Surplus military barracks were utilised and tents put up wherever available for their use. Despite all this, there were still concentrations of refugees in East Punjab towns. Attempts were being made to persuade refugees to go to tehsil towns in the interior where accommodation was still available. A standard scale of rations had been prescribed and apart from 10,000 tons of foodgrains in October and 16,000 tons in November sent to East Punjab owing to deterioration in the food position there, the Government was also supplying atta to refugees camps every day. Food was also rushed by air on several occasions to some non-Muslims starving in some areas in West Punjab. Medical stores to the extent of over 76,000 lb had been sent not only to

East Punjab, Kurukshetra and Delhi but also to non-Muslims in West Punjab and Kashmir. Immediate dispersal of refugees, if not on the basis of resettlement, at least on the basis of temporary shelter and care in the provinces and States was the Government's first object. The Government had accordingly decided on implementing almost immediately a programme of dispersal to various places such as Gwalior, Bharatpur, Kota, Ratlam, Alwar, Indore, Bombay, the Central Provinces, Bihar, Orissa, and Madras.

Resettlement.— Out of the total of 4,200,000 refugees arriving in India, between 5,000,000 and 5,200,000 were from rural areas, and had to be settled in villages so that they could pursue their former occupation. Lands vacated by Muslims in East Punjab would be allotted on a group basis to non-Muslim refugees. So far 2,000,000 acres had been allotted to over 200,000 families. ~~Maximum~~ Between 1,200,000 and 1,500,000 people from the urban areas had to be resettled. The existing towns in East Punjab were obviously incapable of absorbing this large number. It was estimated that there would be about 550,000 non-Muslims urban refugees for whom no accommodation was immediately available. These would remain under canvas and in refugee ~~exp~~ camps for a longer period than others. Schemes were being examined for the development of large cities in East Punjab. The provincial Governments and States had been asked to report immediately on the possibilities of suburban development in the ~~city~~ vicinity of large cities and towns all over India. Registration of refugees in Delhi had revealed the existence of a large number of highly educated, qualified and experienced refugees suitable for being placed in employment all over the country. The Government had sanctioned advances of sums up to 300 rupees to an individual to facilitate resettlement. These loans were meant for traders, business men, artisans and persons ~~wishing~~ wishing to set up their own workshops or cottage industry. The scheme would be enforced in centrally-administered areas almost immediately. The Central Government would render financial assistance to any provincial Government which decided to adopt similar schemes.

(The Statesman, 30-11-1947).

Mr. Bhabha to lead Indian Delegation to International Trade Conference at Havana.

The Government of India's Delegation to the International Trade Conference on Trade and Employment at Havana was announced in the third week of November. The following is the composition of the delegation:—

Leader: Mr. C.H. Bhabha, Minister for Commerce, Government of India.

Deputy Leader: <sup>Sir</sup> Mr. N. Raghavan Pillai, Secretary to Commerce Ministry.

Members: Mr. D.P. Karmarkar (till lately a member of the Central Legislative Assembly), Mr. B.N. Adarkar, Deputy Economic Adviser to the Government, Mr. B.N. Panerjee, Deputy Secretary, Commerce Ministry, and Dr. B.N. Ganguly, Economics Department,

85  
Delhi University.

Mr. M.A. Mulky, Under Secretary, Commerce Ministry, will be Secretary to the delegation.

(The Hindustan Times, 8-11-1947).