

INTERNATIONAL LABOUR OFFICE

INDIAN BRANCH

Industrial and Labour Developments in June, 1947.

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

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INTERNATIONAL LABOUR ORGANISATION.

India Ratifies I.L.O. Convention on Protection of
Dock Workers against Accidents.

The Government of India has ratified the Draft Convention adopted by the International Labour Organisation for the protection of workers employed in loading or unloading ships (Convention No. 32). The ratification was registered by the International Labour Office, on 10-2-1947, and the Indian Dock Labourers Act, 1934, which gives effect to the provisions of the Convention is to be brought into force on 10-2-1948. Draft Regulations under the Act termed the Draft Indian Dock Labourers Regulations, 1947, have been circulated to the provincial Governments of Madras, Bombay, Bengal and Sind for their comments.

A note on the subject published in 'the Indian Information' points out that as early as 1934, the Indian Central Legislature enacted the Indian Dock Labourers Act strictly on lines suggested by the Convention. However, actual enforcement of the Act, and, consequently, the ratification of the Convention, was held up due to certain constitutional changes in 1935 and later the intervention of World War II. Meanwhile, the responsibility for the administration of the Act which had been originally placed on the provincial Governments concerned was transferred to the Central Government by amendments made in 1936 under the Adaptation Order.

The measure now to be enforced is to cover only dock labour engaged in loading and unloading ships. This limitation is due to the strict requirements of the I.L.O. Convention, but enlarged powers for the protection of dock labour, such as, powers for preventing accidents, enforcing minimum welfare ~~xxxx~~ measures etc., are proposed to be secured under the new Factories Act, to be introduced in the next session of the Legislative Assembly.

It has been further announced that as the Dock Labourers Act of 1934 comes into force, the necessary inspection staff will be appointed and controlled by the Chief Adviser, Factories Organisation.

(Copy forwarded to this office of Letter No. Pac-58(1) dated 18-6-1947 addressed by the Department of Labour, Government of India, to the Governments of Madras, Bombay, Bengal and Sind.
Indian Information, dated 15-5-1947).

International Labour Conference, 30th Session,
Geneva, 1947: India Likely to Support Proposed
Conventions.

India to support proposed Conventions relating to Non-Metropolitan Territories.- An unofficial note issued on 24-5-1947 by the Press Information Bureau of the Government of India indicated that at the 30th session of the International Labour Conference at Geneva in June 1947, the Indian delegation led by Mr. Jagjivan Ram, Labour Member, Government of India, was expected to support all the five proposed Conventions relating to dependent territories subject to certain amendments in the light of the Government of India's recent experience in implementing a forward labour policy.

Plea for extending scope of Conventions to Immigrant Peoples.- The note pointed out that as regards discussions relating to workers in dependent countries, though the Indian delegations of 1944 and 1945 had abstained from voting on the ground that India was neither a dependent territory nor had countries dependant on her, since 1946, Indian delegates were participating in them fully. This revision in policy was taken with a view to serving the interests of Indian nationals residing and working in countries which were at present non-self-governing. Of the five proposed Conventions concerning workers in dependent countries, the most important, according to the note, was improvement of the living standards as the principal objective in the planning of economic development. While fully endorsing the principle of this Convention, the Government of India delegation, it was understood, would urge an amendment seeking the extension of its benefits to all inhabitants of the territories concerned, instead of restricting them to the respective peoples as indicated in the proposed draft Convention. The Indian delegation was further expected to emphasise the principle embodied in the Convention advocating equal pay for equal work without distinction of race, colour, religion or tribal association and to press for a categorical provision in the Convention for controlling deductions from wages in the same manner as was provided for in India under the Payment of Wages Act, 1936.

The other four Conventions proposed concerning dependent territories dealing respectively with the right of association, labour inspection service, application of international standards, and restriction of contracts of employment to a ~~maximum~~ maximum of two years, were, in general, understood to have the support of the Indian delegation.

Inspection Services for Mines and Plantations.- As regards the proposed Convention defining the functions of Labour Inspectors and their terms and conditions of service, this had the whole-hearted support of the Central Government, but it was understood that the delegation would, in the first place, insist on having similar, but separate regulations dealing with inspection services for plantations, and, secondly, on making the inspection of mines compulsory by bringing it within the purview of the proposed Convention.

Among the other subjects to be discussed at the Conference, the Government of India was likely support the principles underlying the various proposals relating to the employment service, its administrative organisation, its relations with industry and private employment service etc.

(Unofficial Note dated 24-6-1947 issued by the Press Information Bureau, Government of India; 'rawn'. dated 25-6-1947).

NATIONAL LABOUR LEGISLATION.

Government of India:

Draft Indian Boiler Regulations, 1946:
Further Rules relating to Economisers
and Feed Pipes.

The Government of India gazetted on 16-5-1947, the draft of certain further regulations which it proposes to make in exercise of the powers conferred by Section 28 of the Indian Boilers Act, 1923. The regulations seek to lay down standard conditions for the design and construction of economisers and feed pipes, and are in continuation of the draft Boiler Regulations, 1946, gazetted on 3-10-1946 (vide page 5 of the report of this Office for October, 1946). The draft is to be taken into consideration on or after 1-10-1947.

(Gazette of India Extraordinary, dated
16-5-1947, pages 557-585).

Central Provinces and Berar:

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

The Government of the Central Provinces and Berar promulgated on 10-6-1947, the Central Provinces and Berar Validation of Awards and Continuance of Proceedings (Industrial Disputes) Ordinance, 1947.

Under the Ordinance any award made by an adjudicator under Rule 81 A of the Defence of India Rules, as modified by the Emergency Provisions (Continuance) Ordinance 1946, but not enforced by the provincial Government in consequence of the expiration of the Ordinance, can be enforced by an Order of the Government as if the Ordinance had not expired. The Ordinance further provides for the completion of adjudication proceedings commenced under the provisions of Rule 81A of the Defence of India Rules, and for the enforcement of awards made in pursuance of such proceedings.

(C.P. Ordinance No. III of 1947; The Central
Provinces and Berar Gazette Extraordinary,
dated 11-6-1947, page 205).

Madras:

Madras Industrial Employment (Standing Orders)
Rules, 1947: Draft Published.

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

The Rules prescribe a set of Model Standing Orders and the standard forms in which particulars of workmen, etc., required under the Act are to be submitted. The draft is to be taken into consideration on or after 5-7-1947.

(G.O.Ms.No.2341, Development, 27-5-1947, Rules Supplement to Part I of the Fort St. George Gazette, dated 10-6-1947).

Orissa:

Orissa Industrial Employment (Standing Orders)
Rules, 1946, gazetted.

In exercise of the powers conferred by section 15 of the Industrial Employment (Standing Orders) Act, 1946, the Government of Orissa has now finally framed and gazetted the Orissa Industrial Employment (Standing Orders) Rules, 1946.

The Rules prescribe a set of Model Standing Orders and various forms in which particulars of workmen, etc., are required to be submitted under the Act.

(Commerce and Labour Department Notification No. 2214-III-132/46-Com., dated 27-5-1947, published in the Orissa Gazette, dated 6-6-1947, Part III, pages 175-180).

Sind:

Sind Industrial Relations Bill, 1946:
passed by Sind Legislative Assembly,
28-6-1947.

The Sind Legislative Assembly, on 28-6-1947, passed into law the Sind Industrial Relations Bill, 1946 (vide pages 4-6 of the report of this Office for December, 1946).

The Bill had been opposed by various labour organisations, and by the member representing labour in the Sind Assembly. But in view of the future development of trade and industry in Karachi, which has been made the seat of the Pakistan Government, the Bill was proceeded with. The Congress party moved a number of amendments which were rejected by the House. The Minister in charge of Labour assured the Opposition that the Government would see how the Act worked in practice and then bring in amendments in the next session of the Assembly, if necessary.

The Bill which is to come into force at once, ~~has~~ makes obligatory notice of 14 days for any strike or lock-out. A standing industrial court, consisting of three or more persons, with a judge of a Chief Court as its president, will be constituted for adjudication.

('Dawn', dated 29-6-1947).

Sind Industrial Disputes (Provincial) Rules, 1947:
Draft published.

The Government of Sind gazetted on 5-6-1947, the draft of the Sind Industrial Disputes (Provincial) Rules, 1947, which it proposes to make in exercise of the powers conferred by section 58 of the Industrial Disputes Act, 1947.

The Rules prescribe the procedure to be adopted in referring industrial disputes to Boards of Conciliation, Courts of Inquiry or Industrial Tribunals constituted under the Act. They also lay down the manner in which notices of strikes or lock-outs are to be submitted, define various functions and powers of a Court, Board or Tribunal, etc. The draft is to be taken into consideration on or after 5-7-1947.

(The Sind Government Gazette, dated 5-6-1947,
Part IV-A, pages 444-462).

United Provinces :

United Provinces Industrial Disputes
(Amendment) Ordinance, 1947: Steps to
ensure uninterrupted working of public
Utility Services.

Reference was made at pages 6-7 of the report of this Office for May, 1947, to the promulgation of the United Provinces Industrial Disputes Ordinance, 1947. On 10-6-1947, the Government of the United Provinces promulgated the U.P. Industrial Disputes (Amendment) Ordinance, (U.P. Ordinance No. IV of 1947), ~~1947~~ with a view to amend certain provisions of the previous Ordinance.

The amending Ordinance further empowers the provincial Government, ~~to exercise~~ by general or special order, to make provision for (a) requiring any public utility service, any undertaking which is or provides a public utility service or any part of such undertaking not to close or remain closed and to work or continue to work under such conditions as may be specified in the order; and for (b) exercising control over any such ~~any~~ public utility service, by authorizing any person to exercise, with respect to such service, undertaking or part thereof, such functions of control as may be specified in the order.

The amending Ordinance further lays down that for ~~the~~ the purposes of the Ordinance "industry" shall be construed as including the performance of its functions by a local authority and by a public utility service as defined in a schedule appended to the amending ordinance.

(Government Gazette of the United Provinces,
Extraordinary, dated 10-6-1947, pages 1-2).

SOCIAL POLICE.

Working of Office of Chief Adviser, Factories, Government of India.

Reference was made at page 5 of the report of this office for November, 1945, to the special organisation under the Chief Adviser, Factories, set up by the Government of India to advise it as well as the provincial Governments on the improvement of working conditions in factories. The functions and work of this organisation are explained in an unofficial note issued in second week of June by the Government of India.

Functions of the Organisation.- Measures which are being taken by the organisation to bring the working conditions of factory labour in India up to the standards prevailing in the leading industrial countries of the world, are of a three-fold character. They consist, in the first place, in the advice given by the organisation to the Central Government, provincial Governments, States and employers on conditions necessary to ensure the safety and ~~health~~ health of the workers. Secondly, the organisation acts as a vigorous propaganda centre radiating among the employers and workers a sense of compliance with the factory laws. Lastly, it organises training courses for Factory Inspectors, especially the new recruits; and functions, besides, as a centre of technical information and advice and as a venue of discussion among the factory Inspectors of the country.

Advisory Functions: Proposed Revision of Factory Act.- The note emphasises that the organisation is intended to function in an advisory capacity only, and states that it is being equipped to help the provinces and States somewhat on the lines of the Federal Organisation in the United States of America which gives assistance to the Labour Departments of the various States. The advice which the organisation tenders to Governments and employers is reflected in the provisions of the new factory legislation prepared by the organisation for consideration by the Central Legislature during its next session. This new Bill will include, among its provisions, rules to ensure the health of the workers such as those relating to cleanliness, ventilation, temperature, dangerous dusts and fumes, lighting, control of glare, etc. It will lay down standards for welfare measures such as washing facilities, first aid, canteens, shelter rooms and creches. Thirdly, salient improvements are contemplated by the Bill on the existing measures of medical inspection and certification. By way of ensuring the implementation of this comprehensive piece of factory reform, the organisation will offer advice to Governments and employers on the design and layout of factories and on the standards of housing, factory construction, conditions of work, health and safety precautions, control of dust etc.

Work as Information Centre Workers' Housing being studied.- As a propaganda centre, the office of the Chief Adviser, Factories, is actively engaged in the preparation of leaflets, pamphlets, memoranda, posters and other literature for the guidance of occupiers, inspectors and ~~max~~ workers. These publications deal with such subjects as safeguards for transmission machinery, power presses, wood working and textile machinery, prevention of accidents to juveniles, lead poisoning, etc.

In this connection, the note states that the first number of a quarterly Bulletin of collected information has been issued to Inspectors. Data have been gathered for the publication of brochures on creches and canteens. Similar publications are proposed on such subjects as latrines, washplaces, ventilation, lighting, localised exhaust appliances, etc. The question of planning suitable houses for workers is also receiving urgent attention, and information is being collected from the Provinces on the various schemes and proposals. Close touch is being kept with the various contracting firms throughout India and new ideas, plans and schemes are being examined and tabulated for future use.

Scope and Range of Training Course.— The first training course conducted by the office of the Chief Adviser, Factories (vide page 10 of the report of this office for January 1947), was held at New Delhi during February and March 1947. It included visits to factories in Cawnpore, Calcutta and Jamshedpur. More than 20 Inspectors attended the course. In addition to lectures by the Chief Adviser and his Deputies on various aspects, technical and otherwise, of the Factories Act, there were lectures by the Chief Labour Commissioner, on 'General Labour Legislation', 'Conciliation', 'Payment of Wages', etc.; Medical officers from the Staff of the Public Health Commissioner and from the Indian Institute of Hygiene and Public Health, and the Director of the Employment Selection Bureau of the Home Department and his staff on Industrial Psychology addressed the trainees on their respective special subjects, while another expert from the Indian Institute of Science lectured on "The Disposal of Trade Wastes and Effluents".

(The Times of India, dated 17-6-1947;
Unofficial Note issued by the Press Information
Bureau, Government of India).

Whitley Councils in Ceylon: British Expert to
study Conditions.

Mr. A.J.T. Day, a British expert on Whitley Councils, arrived in Colombo on 15-6-1947 to investigate the possibilities of an early establishment of Whitley Councils in the Island. It is understood that the Ceylon Public Services League has decided not to co-operate with Mr. Day in view of the fact that all its constituents have been unanimously demanding full trade union rights for the enforcement of which public servants recently went on an unsuccessful strike (vide page of this report).

("Dawn", dated 4 and 8-6-1947).

Labour Conditions in Burma: Joint Advisory Board to be appointed.

It is understood that at a conference between the Government of Burma, representatives of the Chambers of Commerce, employers and employees, held at Rangoon during the first week of June 1947, it was decided to appoint a Joint Advisory Board to review the conditions of labour in Burma.

The conference was held under the chairmanship of Burma's Labour Minister, Maw Ba Khaing.

('Dawn', dated 5-6-1947).

CONDITIONS OF WORK.

Hours of Work and Weekly Rest, etc.

Proposal to abolish Three Shift Working in Bombay Textile Mills: Labour Advisory Board's support.

Reference was made at page 19 of the report of this Office for April, 1947, to the Bombay Government's proposal to abolish the three shift system in textile mills.

Labour Advisory Board's opposition to three-shift working.- Supporting the stand taken by the Government the Provincial Labour Advisory Board, Bombay, in the course of a two-day session in the third week of May, 1947 (vide pages 11-12 of the report of this Office for May, 1947), adopted a resolution stating that a three shift day should not be worked in textile mills except under special circumstances.

Arguments against three-shift working.- The resolution ~~was~~ subject adopted by the Board pointed out that the Textile Labour Inquiry Committee had found that night work had a deleterious effect on the health and social life of the workers, and had recommended that three-shift working, involving work after midnight, should be avoided. Considering the increase in the number of looms as compared with the pre-war figure its was not clear why there should be so serious a cloth shortage in India today, but the Board was convinced that there was substantial scope for increase in the supply of cloth without recourse to the third shift if the following measures were adopted: improvement of efficiency in the 1st and 2nd shifts; removal of any shortage of labour that might exist in the 1st and 2nd shifts; regulation of production in the matter of texture of cloth and count of yarn so as to yield the maximum yardage of cloth of durable quality; reduction of loss of production due to strikes and hartals to the minimum by concerted action on the part of all concerned; and increasing the supply of hand spun yarn for feeding handlooms. The Board was, therefore, of opinion that the ~~possibilities~~ possibilities of third shift working consistently with the necessary safeguards were very severely limited and it recommended that wherever such a ~~shift~~ third shift was either continued or taken up in future it should be subject to a permit or licence from a special committee appointed by the Government for this purpose, of which the Chief Inspector of Factories ~~will~~ be a member.

Necessary Safeguards for Threeshift Working.- In the exceptional cases where a third shift was allowed the Board was of opinion that it should be subject to some safeguards, including the following:- (i) effective arrangements to remove any defects and drawbacks which make the third shift working objectionable; (ii) no extension of third shift so as to involve risks of unemployment on a considerable scale at a subsequent period; (iii) no third shift while there is a shortage of labour in a particular centre or area to maintain full and efficient working of the first and the second shifts. The Board also agreed that effects should be made to keep up for the time being the third shift in such mills where it was necessary for the purpose of balancing the weaving and the spinning production on a proper basis with a view

to maximising the ^ausage of cloth. Stoppage of the third shift now in operation should further be avoided if, as a consequence, the workers at present employed in the industry would be thrown out of employment.

Mill-owner's Views: Continuation of Three-shift Working Favoured.-
Millowners both in Bombay and Ahmedabad are, however, stoutly opposed to the proposal to abolish the three-shift system in textile mills. In a letter to the Government of Bombay dated 17-4-1947, the Secretary of the Bombay Millowners' Association questioned the validity of all the arguments of the Government in favour of abolishing the three-shift system and maintaining that where there had been three-shift working in mills over a considerable period, there had been a proportionate increase in production, warned that if mills were forced to discontinue the third shift in those departments where there were three shifts, and particularly in spinning, it would mean that a large number of workers in other departments, where shortage of workers was not felt, would be thrown out of work, resulting in unemployment to an appreciable extent which would create great discontent and affect the smooth working of even two shifts. The view that three shift working by textile mills at least as a short term measure is imperative in national interest has also been expressed by the Committee of the Ahmedabad Millowners' Association in a resolution which urges the Government of Bombay not to reopen the question in view of the Government of India having stressed at the Seventh Labour Conference the desirability of adopting eight hours ~~work~~ a day to enable the industry to work three shifts.

(People's Raj, issued by the Directorate of
Publicity, Government of Bombay, dated
31-5-1947 ;
The Bombay Chronicle, 21 and 24-5-1947).

Protection of Young Workers.

Fundamental Rights in Future Indian Union: Employment of
Children below 14 in factories and mines to be Prohibited.

The Constituent Assembly now engaged in drafting the constitution of the future Indian Union adopted on 1-5-1947, clause 12 of the interim report submitted to it by its Fundamental Rights Sub-Committee. This clause stipulates that in the future Indian Union "no child below the age of 14 shall be engaged to work in any factory, mine or any other hazardous employment". This will be one of the justiciable Fundamental Rights guaranteed to the individual under the new constitution.

(The Bombay Chronicle, 1-5-1947.
The Statesman, dated 2-5-1947).

Wages.

Rs. 50 Minimum Basic Wage for Bombay's Textile Workers: Industrial Court's Award.

Reference was made at page 14 of the report of this Office for April 1947 to certain demands made by the Bombay Girni Kamgar Union on behalf of the ~~textile~~ textile workers of Bombay, and to the decision of the Government of Bombay to refer the questions of the revision and standardisation of the wage rates and of the dearness allowance payable to the textile workers of Bombay, to the arbitration of the Industrial Court. On the request of the employees, the Industrial Court took up for early consideration and disposal the demands relating to bonus and standardisation of wages and made the following award on 31-5-1947.

Minimum Basic Monthly Wage of Rs. 50 for Unskilled Workers.- As regards the minimum basic wage of textile workers in Bombay, the Court has maintained that Rs. 50 per month is a fair wage which the lowest paid worker should get in the Bombay textile industry on the basis of the pre-war price level. This, it is pointed out in the award, does not include comforts of any kind and provides for only the barest needs for existence. As for the millowners' contention that there is more than one wage earner in the family and that this factor should be taken into consideration, the Court has held that it is obviously undesirable that a child should be made to work to supplement the family income at an age when the child should be in a school rather than in a factory. In fixing the above minimum basic wage the Court has, therefore, proceeded on the basis that the textile worker has himself to earn for a family consisting of himself, wife and one or two children. In justification of its decision to fix the minimum basic wage at Rs. 50/- the Court has pointed out that the lowest paid unskilled worker at present gets only about Rs. 22 as wages and Rs. 41 as dearness allowance, i.e. Rs. 63 per month as his total earnings, whereas in view of the fact that cost of living shows a rise of about 160 points over the prewar figure his total earnings should be somewhere between Rs. 70 and Rs. 75.

Support for Standardisation of Wages.- On the question of the standardisation of wages, in view of the highly technical and complex questions about the strain caused and skill expected in the numerous processes and working on the machines in the spinning and weaving departments of the industry, the Court appointed two Assessors to draw up a scheme of standardisation on the principle that wage differentials should be worked out in the light of the skill, strain and other conditions of work involved in different processes. ~~xxxxxxxxxxxx~~ In its final award the Court has upheld the scheme drawn up by the Assessors and has further recommended that the Government should take immediate steps for the formation of a Standardisation Committee or a Wage Board or both which may examine the working of this scheme some time after it comes into force and suggest appropriate changes to remedy any grievances felt by the employers and workers, in the light of experience. The new standardised list of basic wages and rates recommended by the Court is to take effect from 1-1-1947.

Industry's Ability to Pay.- The standardisation scheme recommended by the Court is likely to impose on Bombay's cotton textile industry

an extra burden of about Rs. 20 million a year and the Court has expressed the opinion that the industry is in a position to bear this burden. The Court has pointed out in its award that in 1945-46, the industry had a cash surplus of about Rs. 250 million and from 1939 to 1945, the Managing Agents received Rs. 124.6 million as their commission and office allowance. Therefore, as against Rs. 22.5 million which they lost from 1923 to 1942, they got nearly Rs. 125 million in six years. The shareholders also got more than Rs. 110 million as dividends during the same period and only the workers suffered a reduction in their real wages. The average wage of workers, if the Court's scheme is brought into force, is expected to be about Rs. 41 per mensem and that in its opinion, cannot be said to be excessive for the necessary expenditure of an average worker's family. To meet the increased wage-bill and to build up ~~the~~ adequate reserves immediate steps may be taken to effect economies in various other directions as recommended by the Textile Labour Inquiry Committee as early as in 1940.

Workers to get one-fifth of their 1946 Earnings as Bonus.— As for the dispute relating to the grant of a bonus to the workers, the main point for decision by the Court was whether for the year 1946 the workers should get one-fourth of the total earnings i.e., three months' earnings as contended on behalf of the employees, or one-sixth as offered by the Millowners' Association, and whether any conditions should be attached to the same. On this subject the Court has over-ruled the Millowners' objection that the mills cannot afford to pay more than two months' bonus, and has further maintained that the workers may reasonably ask for a bonus, both when wages fall short of the living wage standard and the industry makes huge profits part of which are due to the contribution which the workers make in increasing production. The Court has held that there is no doubt that both these conditions are satisfied in the case of the textile industry in Bombay and has accordingly ordered that the employees should get as bonus for 1946 one-fifth of their earnings (excluding dearness allowance) and for that year. It has further stipulated that for the grant of this bonus, which is in the nature of profit or prosperity bonus, no condition regarding good attendance should be attached. The Court's award, however, provides that employees who have worked for less than 75 working days but more than 32 working days shall be granted a bonus to the extent of only 50 per cent and employees who have worked for 32 days or less shall not be paid any bonus whatsoever.

The above award of the Industrial Court is expected to affect about 220,000 textile workers in Bombay.

(The Bombay Government Gazette, Extraordinary,
dated 2-6-1947, pages 2256-2275).

(A copy of the Extraordinary issue of the Bombay Government Gazette containing the text of the award of the Industrial Court was forwarded to Geneva with this office minute F.5/671/47 dated 17-6-1947).

Forced Labour.

Fundamental Rights in Future Indian Union: Forced Labour to be Prohibited.

The Constituent Assembly now engaged in drafting the constitution of the future Indian Union discussed on 1-5-1947, clause 11 of the interim report submitted to it by its Fundamental Rights Sub-Committee stipulating that in the future Indian Union traffic in human beings, and forced labour in any form including beggar, and involuntary servitude, except as a punishment for crime whereof the party shall have been duly convicted, shall be prohibited and any contravention of the prohibition shall be an offence. During the course of the debate Mr. K.M. Munshi sought to move an amendment which would have ~~deleted~~ deleted from the original clause an explanation adding that "nothing in the sub-clause shall prevent the State from imposing compulsory service for public purposes without any discrimination on the ground of race, religion, caste or class". Opinion in the ~~the~~ House was, however, divided as to whether the omission of this explanation would not create difficulties for the State if military conscription became necessary. Even in respect of begar, Dr. B.R. Ambedkar, a former Labour Member in the Government of India, pointed out there were certain varieties of it which were demanded, for instance in Bombay, for public purposes. The House, therefore, agreed to hold over the clause for discussion by a Committee of experts.

(The Statesman, dated 2-5-1947).

Social and Economic Conditions of Halis (Agricultural Serfs): Inquiry instituted by Government of Bombay.

The question of improving the economic and social status of the Halis (agricultural serfs), who constitute as much as 14 per cent of the population of the Surat District, has been engaging the attention of the Government of Bombay for some time past. It has now been decided to institute an inquiry into their social and economic conditions, the relationship between them and their employers, the terms of their employment, methods of payment of wages (cash, kind, etc.) and the measures necessary for rehabilitating them and enabling them to live a life consistent with human dignity and self-respect.

The inquiry has been entrusted to the Agricultural Economics Section of the University School of Economics and Sociology, Bombay, which has constituted a Committee for this purpose consisting of Mr. M.L. Dantwala, (Reader in Agricultural Economics) and Mr. M.B. Desai, (Lecturer in Agricultural Economics). The Committee will work in consultation with Mr. C.H. Vakil, the Director of the School, whenever necessary.

(People's Raj, 21-6-1947, issued by the Directorate of Publicity, Government of Bombay).

Industrial Disputes.

Review of Stoppages of Work in British India during 1939-45.

Number of Stoppages and Man-days Lost.- The following table gives the comparative figures of the number of stoppages of work and man-days lost during the six years 1939-1945:-

Year	No. of stoppages.	No. of workers involved.	Man-days lost.	
			Total.	per worker involved.
1939	406	409,189	4,992,795	12.2
1940	322	452,539	7,577,281	16.7
1941	359	291,054	3,350,503	11.4
1942	694	772,553	5,779,965	7.5
1943	716	525,088	2,342,287	4.5
1944	658	550,015	3,447,505	6.3
1945	820	747,530	4,054,499	5.4

During the years under review the general trend of the number of stoppages of work was decidedly upwards. The number of disputes increased from 322 in 1940, the year when the effects of the war were first felt, to 820 in 1945. The number of workers involved, however, did not increase in the same proportion but showed wider fluctuations. Between 1940 and 1941 in spite of an increase in the number of disputes by 11.5 per cent, the number of workers involved declined by about 35.7 per cent. The phenomenal rise in 1942 in both the number of disputes and the number of workers involved was primarily due to political disturbances and the rising living costs.

While the number of disputes showed an upward trend, the number of man-days lost showed a significant downward trend, in spite of a sharp rise in 1940, and a decline in 1945. The number of man-days lost per worker involved, declined from 12.2 in 1939 to 5.4 in 1945. The sharp rise in 1940 was due to the general strike in the Cotton Mills in Bombay, which alone resulted in a loss of 4,510,768 man-days that accounting for 59.5 per cent of the total man-days lost in the year. This downward trend of the average duration of the stoppages was mainly the result of setting up of a proper machinery for speedy adjudication of disputes under the Defence of India Rules. Disputes which could not be settled by other means were quickly referred to adjudication and the workers were induced to resume work pending settlement, thereby curtailing the duration of disputes. The total man-days lost as well as the man-days lost per worker involved were the lowest in the year 1945. The man-days lost per worker involved in 1945 was 4.5, the lowest on record from 1939 onwards.

Causes and Results.— The following tables show the causes and results of disputes:—

Causes of Stoppages of Work

Year	No. of stoppages.	Number of stoppages involving -				
		wages	Bonus	Personnel	Leave and hours.	Others
1939	406	232	2	74	12	86
1940	322	202	9	54	10	47
1941	359	219	9	55	15	62
1942	694	359	79	63	7	186
1943	716	342	55	53	14	252
1944	658 *	372	55	82	35	118
1945	820 **	356	110	145	55	147

* Demand not known in 1 case
 ** " " " " 5 cases.

Results

Year	No. of stoppages	Successful	partially successful	Unsuccessful	Indefinite.	In progress.
1939	406	65	144	185	-	14
1940	322	86	80	150	-	6
1941	359	75	111	168	-	5
1942	694	117	169	378	17	13
1943	716	138	210	312	49	7
1944	658 *	119	175	297	49	13
1945	820 **	134	155	370	135	25

* Results not known in 5 cases.
 ** Result not known in 1 case.

The demand for increased wages and bonus accounted for about 60 per cent of the total number of disputes. The cost of living had been increasing rapidly during these years, particularly in 1943, and wage rates had not kept pace with the same. In the United Provinces and the Punjab the cost of living had more than trebled, and in the other provinces more than doubled during these years. Added to these were the difficulties in the procurement of essential articles of consumption which were acute particularly in the years 1942 and 1943, when rationing was either not introduced or was not yet working smoothly. Disputes due to other causes increased from 62 in 1941 to 186 in 1942.

On an average nearly 50 per cent of the strikes were unsuccessful, and 20 per cent successful.

Effect of Disputes on Industries — The following table gives the effect of disputes on industries:—

Industry	Man-days lost in						
	1939	1940	1941	1942	1943	1944	1945
Cotton, Woollen and silk mills.	1469585	5574147	1808295	2851961	1544150	1988344	1129335
Jute Mills	991676	475372	410047	943336	332301	427308	36213
Engineering.	198437	110968	156233	982652	195914	177599	72228
Railways.	240	17700	242102	160906	33608	188159	86384
Mines	68782	450577	205862	20920	35920	19735	9430
All Industries	4992795	7577281	3330503	5779935	2542287	3447306	4054199

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Textile industries were most affected by work stoppages. During 1939-1945 the loss in man-days in cotton, woollen and silk mills formed 51.3 per cent of the total loss in all industries. The percentage was the highest in the year 1940 being 73.5. The number of days lost per worker involved, however, came down from 20.9 to 4.0 in 1945. In the jute industry, the man-days lost was about 12.5 per cent of the total loss in all industries.

(Indian Labour Gazette, May, 1947).

Industrial Disputes in British India during March, 1947:
1,209,140 Man-Days lost in 151 strikes.

According to statistics published in the May, 1947, issue of the Indian Labour Gazette, the number of stoppages in British India during March, 1947, was 151 (including 27 disputes in progress at the beginning of the month); the number of workers involved and the number of man-days lost were 143,323 and 1,209,140 respectively. Of the total disputes 99 ended during the month and 52 were in progress at the end. The increase in the number of workers and the man-days lost were a little more than proportionate to the increase in the number of disputes, as compared to the previous month.

Classification by Industries and Provinces.- Classified by industries, 51 of the 151 disputes related to the cotton, woollen and silk group, 16 to engineering, 7 to jute, 5 to collieries, 3 to plantation and 1 to Railways; 68 disputes were classified under "Miscellaneous" group. Classified according to provinces, 7 strikes were reported from Ajmer-Merwara, 3 from Assam, 64 from Bengal, 15 from Bihar, 29 from the Central Provinces and Berar, 6 from Delhi, 22 from Madras, 5 from Sind and 2 from the United Provinces.

Causes and Results of Disputes.- Wages, allowances and bonus were the main cause in 51.4 per cent of the disputes, representing 68.1 per cent of the workers involved, while 21.1 per cent of the disputes, representing 11.1 per cent of the workers involved related to grievances about personnel. An analysis of the disputes which ended during the month, and of which results are known shows that 33.7 per cent of the disputes, representing 25.1 per cent of the workers involved, resulted complete or partial success for the workers, while in 45.3 per cent representing 53.9 per cent of the workers involved, the workers were wholly unsuccessful.

Note:- The statistics are incomplete as ^{no} return was received from Bombay Province.

(Indian Labour Gazette, May, 1947).

Adjudication of Industrial Disputes in Madras:
4 Industrial Tribunals appointed.

In exercise of the powers conferred by section 7(1) and (2) of the Industrial Disputes Act, 1947 (vide page 1 of the report of this Office for March 1947), the Government of Madras has set up four Industrial Tribunals at Madras, Coimbatore, Madurai and Bezwada respectively for the adjudication of industrial disputes, each consisting of one person with judicial experience and having jurisdiction over specified areas of the province.

(Madras Government Order No. 2573, Development, dated 14-6-1947, published in the Fort St. George Gazette, dated 24-6-1947, Part I, page 525).

Colombo Government Servants' Strike: Demand for
Full Trade Union Rights.

The first fortnight of June, 1947, witnessed a widespread strike in Colombo in which, it is estimated, more than 35,000 workers of all classes representing over 20 per cent of the male population of the city participated. The primary cause of the strike was a dispute between the Government and the civil servants on the question of trade union rights of Government servants, and the disciplinary action taken by the Government against the organisers of a mass rally of civil servants which was attended by more than 17,000 Government employees who demanded full trade union rights. The Government took objection to the rally and suspended 17 Government servants, who were alleged to be the organisers of the rally, precipitating a general strike in the clerical services, which soon spread to both Government and private service labourers. The strike was further supported by prominent trade union leaders.

Governor's Broadcast.- In an appeal to the people broadcast on 2-6-1947, the Governor of Ceylon emphasised that the challenge to the Government from the strikers must be met squarely. He explained that the quarrel was between the Government and the recently banned Government Clerical Service Union over the question of immediate grant of trade union rights to Government employees. The union had stubbornly stuck to its demand for the same rights as those enjoyed by the United Kingdom civil servants and had enlisted the aid of political leaders "who had made no secret of the fact that it was their deliberate policy to use the strike weapon to paralyse all essential Government and other activities.

The strike, however, was unsuccessful and the Governor of Ceylon has appointed a three-man Committee to enquire into the strike. The Committee has been directed to advise Government what action should be taken

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against ^{the} Government monthly paid staff who had not since resumed work as well as against Government daily paid workers. The Committee which will also go into the question of interdiction of public servants, some of whom were later reinstated, will consider whether any special recognition should be given to those who loyally stuck to their posts.

(The Hindu, dated 4 and 16-6-1947).

Welfare.

Women Welfare Workers in Coal Mines: Government of India starts New Training Course.

The Government of India has initiated, as an experimental measure, a scheme for training women social workers for welfare work in coal-fields. Under the scheme, 40 demonstration centres are to be established, spread out suitably over the coal-fields of Bihar and Bengal. The centres will help women miners in gaining knowledge of special crafts with which to increase their earnings. They will also arrange recreations and visual educational activities and take suitable measures to popularise among the workers the need for sound medical aid and the importance of using the hospitals.

Inaugurating the training ~~course~~ course, at a ceremony held in New Delhi on 28-5-1947, Mr. Jagjivan Ram, Labour Member, Government of India, referred to the various difficulties the women social workers were likely to encounter in organising welfare work in the coal mines and emphasised that on the results of their work would depend the future of state-sponsored social reform in India.

(The Hindu, dated 30-5-1947).

Coal Mines Welfare Fund Act, 1947, to come into force from 14-6-1947.

Reference was made at page 1 of the report of this Office for April, 1947, to the Coal Mines Welfare Fund Bill, 1947, adopted during the last session of the [Legislative Central] Assembly.

The Government of India has now announced that ^{the} Act will come into force from 14-6-1947, replacing the Coal Mines Labour Welfare Fund Ordinance, 1944 (vide pages 44-45 of the report of this Office for January, 1944). The Ordinance provided for the levy of an excise duty at a rate not exceeding 4 annas per ton of coal and coke despatched from collieries in British India. The Act now provides for the levy of an excise duty at a rate not less than 4 annas and not more than 8 annas per ton. The rate is being notified at 6 annas for the present. A number of welfare measures were initiated with the Fund which was ~~then~~ constituted ~~under~~ under the Ordinance. These measures will be continued by setting apart 4 annas out of every 6 annas per ton collected under the Act.

Of the additional two annas per ton now available, one anna four pies will be set apart to meet amortisation and maintenance charges for the housing of miners, on which a beginning has already been made (vide page 16 of the report of this Office for March, 1947). This leaves a balance of 8 pies per ton. The Act provides that employers who provide dispensary services up to the prescribed standards will be given grants-in-aid not exceeding the amount equivalent to a cost of eight pies per ton in respect of coal or coke despatched from the respective colliery or the amount actually spent by the employer, whichever is less. Where employers have not provided adequate dispensary services, the fund itself will assume this responsibility. The balance of eight pies per ton available will, therefore, be utilised to give grants-in-aid to employers or for providing dispensary services, as the case may be.

(Department of Labour Notification
Nos. LW1(4)/47(1) and LW1(4)/47(2) dated
14-6-1947, published in Gazette of
India, dated 14-6-1947, Part I, Sec.1,
page 838;
The Statesman, dated 7-6-1947).

	Number of Staff * on 31-3-1945.	Number of staff on 31-3-1946.
Europeans	1,633	1,516
Hindus-other than scheduled castes.	536,146	548,814
Scheduled castes	144,664	145,750
Muslims	232,108	234,949
Anglo-Indians and Domiciled Europeans	12,248	12,151
Sikhs	9,985	9,958
Indian Christians	23,513	23,979
Parsis	1,615	1,566
Other communities	2,609	2,186
Total	964, 519	990,659

Note.- These figures exclude staff on loan from the Indian Audit and Accounts Service.
* Revised figure.

A comparison of the figures for 1945-46 with those for the previous year shows that the total number of staff employed on the open line of Indian Government Railways increased by 29,199 during the year, while the number of construction staff decreased by 1,153. The total cost of staff, including that of staff on loan from the Indian Audit and Accounts service, increased by Rs. 71,417,355 during the year. Increases were recorded both in the numbers and cost of staff on Indian Government Railways. The general increase in numbers was due to employment of additional staff to cope with the increased traffic and on certain items of the post-war programmes and the rise in cost was due to the grant of enhanced rates of dearness allowance.

Progress of Indianisation:- 81 appointments were made to the ~~Superior~~ Superior Railway Services by direct recruitment. Of these 52 were Hindus and 17 Muslims. As recruitment in the United Kingdom had been suspended due to the war all the recruits were Indians. 19 Lower-Gazetted Service officers and Subordinates were promoted to the Superior Services during the year; of these 10 were Hindus, 1 Muslim and 8 Anglo-Indians or Domiciled Europeans. 26 promotions were made to the Lower Gazetted Service in the various Departments. Of these ~~26~~ 7 were Europeans and 19 Indians. Of the latter, 7 were Hindus, 2 Muslims, 9 Anglo-Indians or Domiciled Europeans, and 1 Parsi. The percentage of Indians among the gazetted officers on Indian Government Railways rose from 38.84 in 1934 to 67.71 (revised figure) in 1945 and 70.53 on 31-3-1946. Among the Indian officers, the percentages by communities were as shown below :-

Communities.

Indian Government
Railway Percentages.

Hindus other than scheduled castes.....	41.12
Scheduled castes.....	0.05
Muslims.....	11.18
Anglo-Indians and Domiciled Europeans.....	10.91
Sikhs.....	2.14
Indian Christians.....	3.10
Parsis.....	1.92
Others.....	0.11

Among subordinate staff on scales of pay rising to Rs. 250 per mensem and over in the old scales of pay, and Rs. 200 per mensem and over in the new scales, the percentage of Indians on Indian Government Railways was 92.98, as compared to 79.65 in 1934.

Representation of Minority Communities in Subordinate Services.— The percentage of Muslims on Indian Government Railways in the combined percentage figures of permanent and temporary recruitment for subordinate services was 22.9; and their percentage in the permanent cadre and temporary posts were 22.6 and 22.9 respectively. During the year under review, members of the Muslim, Anglo-Indian and Domiciled Europeans and Scheduled caste communities failed to obtain their prescribed percentages of permanent and temporary posts. The shortage in recruitment of these minority communities was due generally to the poor response received to advertised vacancies.

North Western Railway Service Commission.— The Service Commission continued to function satisfactorily during the year under review. The Railway Board have now considered the future of this organisation and in view of its successful working are considering making it permanent. The Railway Board are also considering the desirability of setting up similar ~~commissions~~ commissions on other Indian Government Railways with headquarters at Calcutta, Lucknow, Bombay and Madras.

Anti-Corruption Organisation.— During the year under report the drive against bribery and corruption, which has been carried on on Indian Government Railways since 1942, was continued with considerable success. During the year 91 cases were taken up by the Special Police, 77 of which were sent up for trial in Courts or before Tribunals resulting in the conviction of 41 persons. This brings the total number of cases so far taken up to 393 and the number of persons convicted to 183.

Meetings with A.I.R.F.:— During the year under review two meetings were held between the Railway Board and the All-India Railwaymen's Federation, viz., a special meeting on 15-8-1945 and the 24th half-yearly meeting on 5-12-1945. In between these two meetings there was also an informal discussion between the general Secretary of the All-India Railwaymen's Federation and the Chief Commissioner of Railways. At the special meeting the subjects discussed were (a) re-employment of staff temporarily employed on railways, (b) revision of scales of pay and (c) dearness allowance. At the 24th half-yearly meeting which took place on 5-12-1945, the subjects discussed were (1) the policy in the matter of discharge of staff, (2) dearness allowance and (3) post-war scaled of pay.

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Grain and Grocery Shops.— The Railway Grainshop Organisation continued to function satisfactorily during the year under report. Due to acute shortage of foodgrains in the country, provincial Governments generally had to reduce the scale of the ration of cereals towards the close of the year. In order to make up the deficiency caused by this reduction, immediate steps were taken to introduce in the grainshops alternative foodstuffs which were made available to staff ~~at~~ at concessional ~~or~~ rates. Another step taken was to increase the scale of pulses from 4 seers to 6 seers for adult per month. A list of categories of railway employees falling within the classification of Heavy Manual Workers was drawn up in consultation with the Food Department of the Government of India, and provincial Governments were requested to make arrangements to issue ~~a~~ supplementary rations of cereals to this ~~and~~ class of railway employees. Further, in order to provide staff with cheap and wholesome meals to meet the reduction in the ration, steps were taken to establish, on railways, cooked-food canteens which could obtain their requirements of foodstuffs from the Railway Grainshops at 20 per cent below the controlled rate ~~or~~ or 20 per cent below the cost price.

At the close of the year, the number of railway grainshops was 760 (584 static and 176 mobile); the number of ration ~~and~~ card holders at the end of March, 1946, stood at 934,000. Foodstuffs to the extent of 18,909,000 maunds (1 maund=32 lbs.), were sold by the shops during the year with an average of 1,576,000 maunds per month or 1.73 maunds per month per ration card holder. The value of sales during the year totalled about Rs. 190 million (varying from Rs. 14 million in April 1945 to Rs. 17 million in March 1946) giving an average sale of about Rs. 16 million per month or Rs. 17.3 per ration card holder per month. The cost of all the commodities sold during the year amounted to about Rs. 300 million while the cash realised by sales to employees at concessional prices was Rs. 190 million, so that the loss incurred by affording relief in kind to the staff was approximately Rs. 110 million. The relief afforded to staff measured in terms of the difference between the railway selling prices and the local market prices during the year was Rs. 150 million with an average relief per ration card holder per month of Rs. 15.7. The cost of the Organisation for the year under review was Rs. 290 million. The grainshop facilities helped greatly in stabilising the Railwayman's cost of living and relieved him from the constant anxiety of not being able to cope with the high market prices of foodstuffs. The per capita basis of distribution enabled every railway employee to obtain relief in proportion to his actual needs. The grocery shops on the Railways continued to perform the useful purpose for which they had been introduced and by September 1945 the number of shops rose to 38. Consequent, however, on the cessation of hostilities and a general improvement in the availability of the imported stores in the ~~and~~ market, those shops which ran at a loss were closed down and the number of shops at the end of the year dropped to 20.

Dearness Allowance.— During the year under review the rates of Dearness Allowance remained the same as they stood on 1-1-1945 (vide pages 14-15 of the report of this Office for August, 1946).

Introduction of Weekly rest for Gangmen.— During the year under review some railways found it difficult to give effect to the new hours of employment rule as they were experiencing considerable difficulty in keeping permanent-way gangs up to strength. The new rule provides that permanent way staff should be given on each week, commencing on Sunday, a calendar day's rest, or, at the discretion of the Railway Administration, an equivalent number of consecutive days upto a limit of three. After the cessation of hostilities, however, the position in this respect considerably eased and Railway Administrations are implementing the decision as circumstances permit them to do so. Railways were further advised in October 1945 that the introduction of a weekly rest day for permanent-way staff would also enable them to absorb considerable numbers of temporary hands who would otherwise be rendered surplus to requirements.

Railway Staff and the War.— After the termination of the war the release of railway staff from the Army was considerably speeded up. There were only 24 Railway officers and 2,363 men with the War Department on 31-3-1946. The production of munitions continued to be undertaken in the railway workshops during the period under review but the volume of work was reduced considerably after the cessation of hostilities in the East. The number of Railway staff solely engaged on war work on 31-3-1946 was only 2,000 as compared with 18,000 on the same date last year. The scheme for the training of Railway staff for Railway Military Units was discontinued with effect from 15-11-1945, about 40,000 men having completed their training by that date. The scheme for training technical staff on behalf of the Labour Department continued during the period under review. The total number of men who had completed their training up to 31-3-1946 was 13,220.

Labour Legislation affecting Railway labour.— During the year under review two important Acts affecting railway labour were passed by the Central Legislature, viz., the Factories (Amendment) Act, 1945 and the Workmen's Compensation (Amendment) Act, 1946, (vide pages 1-2 and page 1 of the reports of this Office for April 1945 and March 1946 respectively).

Extending to all perennial factories registered under the Factories Act, 1934, the Factories (Amendment) Act, 1945, ensures compensatory holidays to workers deprived of the weekly holidays as a result of the passing of an order or the making of a rule under the exempting provisions of the Act. The most important feature of this Amendment Act is the statutory enforcement of annual paid holidays for ~~factory~~ factory workers. The Amendment Act, however, provides for the exemption of factories from the provision relating to holidays with pay where a Provincial Government is satisfied that the leave rules applicable to workers in a factory provide for substantially similar benefits. Under the leave rules applicable to railway employees as liberalised subsequent to the enactment of the Factories (Amendment) Act, 1945, the Railway workers governed by the Factories Act are eligible on the whole for leave on a more liberal scale than that provided in the Act. Provincial Governments were, therefore, requested to exempt the railway factories from the provisions of the Factories (Amendment) Act.

Under the Workmen's Compensation Act, 1923, staff earning 'wages' exceeding Rs. 500 a month were not entitled to compensation. With the passing of the Workmen's Compensation (Amendment) Act, 1946, staff drawing 'wages' up to and including Rs. 400 a month have been brought within the purview of the main Act.

Resettlement of Temporary Staff.— In accordance with the Government's policy of employing ex-servicemen in the Central services, only 30 per cent of the permanent vacancies (numbering about 35,000), have been allotted to about 110,000 temporary staff who are working against permanent vacancies in a temporary capacity. A waiting list is maintained of the temporary staff considered suitable but not selected for confirmation against these vacancies. Permanent vacancies occurring from 1-1-1946 are not reserved for war service candidates. Fifty per cent of these vacancies in the subordinate grades are filled by staff on the waiting list and the remaining 50 per cent from the open market. So far as the inferior and labour establishments are concerned, all vacancies are filled from the staff on the waiting list. Up to the end of March 1946, about 24,610 staff were rendered surplus, of whom about 18,140 were re-absorbed in other employment and only 6,470 were discharged. This figure includes a substantial number of men who were recruited on behalf of other Government departments during the war for work not connected with the Railways, and whose services had to be dispensed with on completion of the work for which ~~where~~ they were recruited.

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Family Budgets of Industrial Workers in Cochin State.

The Government of Cochin has published recently a report on an enquiry into the family budgets of industrial workers in Cochin State, conducted during the period July 1944 to May 1945. For the purposes of this investigation, which was conducted under the supervision of two professors of Economics, the State was divided into two zones, Cochin North and Cochin South. In the case of the family budgets of workers in organised industries the method of random sampling was adopted, while, in the case of unorganised industries, the intensive method of enquiry was followed. The enquiry was confined to families of which the main wage earner earned Rs. 30 or less per month.

In Ernakulam (Cochin South) 261 budgets were collected representing about 10 per cent of the total number of families in organised industries, while in Trichur town and in the mofussil centres of Trichur (North Cochin) the number of budgets collected was 184 representing about 20 per cent of the families in Trichur town and 25 per cent in the mofussil. The total number of budgets collected relating to unorganised industries was 552.

Literacy.- 64.67 per cent of the wage earners in Trichur and 79.29 per cent in Ernakulam were literate. It may be pointed out, for purposes of comparison, that the percentages of literacy, according to the 1941 Census, for the towns of Trichur and Ernakulam were 54.1 and 55.8 respectively.

Size of Family.- The average number of persons residing in the family was 6.14 in Trichur and 6.69 in Ernakulam. Of the 6.14 members in an average family in Trichur, 1.53 were men, 2.15 women, 1.28 boys and 1.18 girls; while in Ernakulam of the 6.69 persons, 2.01 were men, 2.09 women, 1.28 boys and 1.51 girls.

Income and Expenditure: Indebtedness.- The average monthly family income was Rs. 24/5/7 in Trichur and Rs. 32/1/5 in Ernakulam. A little over half the income accrued from the earnings of the head of the family while nearly a quarter of it came from earnings of other members of the family. The table below shows the average monthly expenditure of the family in the two towns, together with the percentage distribution under the different heads of expenditure:-

	Trichur Town				Ernakulam			
	Expenditure			Percentage to total	Expenditure			Percentage to total.
Food (a).....	15	10	3	61.37	21	15	8	64.23
Housing (b).....	2	15	3	11.59	3	6	5	9.91
Clothing.....	1	10	6	6.52	2	1	0	6.03
Fuel & Lighting....	1	9	6	6.50	2	3	10	6.54
Miscellaneous.....	3	10	3	14.29	4	8	9	15.29
Total	25	7	9	100.00	34	3	6	100.00

(a) Includes expenditure on liquor, tobacco, etc.

(b) Includes expenditure on household requisites.

The investigations revealed that in both the towns the average monthly expenditure exceeded the average monthly income by a small margin. It was found that in Trichur out of 184 families studied, as many as 108 or 58.70 per cent of the total were in debt, while in Ernakulam, out of the 264 families studied, 134 or 51.30 per cent were in debt. The average debt per family was reported to be Rs. 68/10/6 in Trichur and Rs. 86/1/5 in Ernakulam.

Labour Administration in Travancore State:
Machinery for Settlement of Industrial
Disputes.

The following information regarding conditions of labour in the Travancore State today is taken from a note on the subject published in the May, 1947, issue of the Indian Labour Gazette.

Joint Negotiating Machinery.- According to the note in cases where the subversive activities of trade unions have resulted in their temporary closure, the Government of Travancore has introduced alternative machinery in the form of factory committees. These committees are set up on the basis of one committee for every factory by means of free election by the workers of the factory. These factory committees are recognised by the managements as accredited representative bodies of the workers, and they deal with questions affecting individual factories and their workers. Industrial Relations Committees, on the model of the British Joint Industrial Council, have also been set up for the various industries to deal with questions affecting each industry as a whole, the labour side of the committee being elected by all members of the various factory committees in the same industry. The Factory Committees and the Industrial Relations Committees thus set up are, according to the note, working satisfactorily in solving the industrial disputes that crop up from time to time. The scheme is being extended to cover all major industries in the State including planting estates.

Proposed Labour Legislation.- As regards labour legislation, the following Bills have been introduced in the State Legislature:- (i) The Travancore Trade Boards Bill.- This bill is framed on the model of the British Trade Boards Acts of 1909 and 1918. (ii) The Travancore Factories (Amendment) Bill.- This provides for a reduction of hours of work and holidays with pay. The Government was also under consideration:- (i) A Bill to amend the Trade Unions Act for compulsory recognition of registered Trade Unions under prescribed conditions. (ii) An Industrial Establishment Bill for the framing of Standing Orders by employers. (iii) An Industrial Relations Bill on the lines of the Bill already introduced in the Indian Central Assembly in the place of the Trade Disputes Act.

Welfare and Factory Inspection.- The Labour Department of the State has a welfare staff consisting of 6 Labour Inspectors, 3 Labour Welfare Officers, 12 Labour Welfare Supervisors and 90 Labour Welfare workers for the promotion of such amenities for the workers as canteens, creches, rest rooms, etc. All employers engaging more than 250 workers are persuaded to establish canteens. The note claims that generally speaking the employers readily respond to the intervention of the welfare staff, a number of industrial canteens have already been set up.

The Factory Inspectorate which consisted formerly of the Chief Inspector of Factories and three Divisional Inspectors has been expanded recently by the addition of one Lady Inspector of Factories and one Medical Inspector of Factories. The Lady Inspector looks after the enforcement of certain sections of the Factories Act, which relate to women workers and their welfare and she also looks after the provisions of the Maternity Benefit Act. She also gives the necessary advice regarding the proper working of creches. The Medical Inspector looks after the health and sanitary conditions in factories. A Committee constituted

by Government has framed a set of 'Hazardous Occupations Rules' for Cashewnut Factories, for safe-guarding the health and for the protection of the workers, and these are ~~immediately~~ expected to be enforced shortly.

Tri-partite Labour Conference.— A Tripartite Labour Conference was held in the State early in October, 1946. All the important outstanding labour questions were discussed at the Conference and general agreements were reached on them.

Unemployment Relief.— Unemployment on an extensive scale, became a serious problem during the year for the coir factory workers of the Alleppey—Shortallai area. To meet the situation the Government took prompt action and sanctioned a large scale scheme of relief works and a considerable proportion of the unemployed labour of the affected areas was utilised for repairing irrigation tanks, deepening canals, etc.

(Indian Labour Gazette, May, 1947).

Conditions of Colliery Labour in Central Provinces:
Government of India set up Fact-finding Committee.

The Government of India has appointed a fact-finding committee to report on the extent to which monetary benefits and concessions can be granted to colliery workers in the Central Provinces on lines similar to those granted to colliery workers in Bengal and Bihar as a result of the recommendations of the Board of Conciliation (vide pages 21-24 of the report of this Office for May, 1947). The Committee, which has been requested to submit its report before 10-7-1947, consists of two members—Mr. D.G. Jha, Regional Labour Commissioner, Bombay, and Mr. A.B. Gaha, Controller of Collieries, Ballarpur.

The report of the committee is expected to deal in the first place, with the present rates of basic wages, lead and lift rates, dearness allowances, and other concessions to those workers, who correspond to the main categories of labour which have been mentioned in the report of the Board of Conciliation in its recommendations regarding increased wage rates. The committee may also report on similar conditions relating to other distinct categories of workers, if necessary. If the committee has sufficient time at its disposal, it may also collect data on the cost of living of urban industrial labour in the Central Provinces and on their wages, dearness allowances and other concessions. These may then be compared with the wages, etc., enjoyed by rural colliery labour, firstly in the C.P. and then in Bengal and Bihar. This comparison, which will be valuable, may be instituted by the committee both on the basis of existing rates and on that of the committee's final recommendations.

(The Statesman, dated 14-6-1947).

Report of Court of Enquiry on Tobacco and Tanning
Industries in Madras: Plan for Extension of Scope
of Protective Labour Legislation.

Dr. B.V. Narayanaswamy Naidu, who was appointed by the Government of Madras, in August 1946, as a Court of Enquiry to submit to the Government a comprehensive picture of the conditions of work in the tobacco curing, beedi, cigar, tannery and snuff industries in the Province with a view to standardising as far as possible and practicable the conditions of service of the workers in all the five industries (vide page 16 of the report of this Office for August, 1946), has now submitted his report. The Court of Enquiry are that they are essentially unorganised in character and that few of them use mechanical power.

Extension of Protective Labour Legislation to Tobacco and Tanning Industries.— Stressing the need for regulation of working conditions the Court has recommended action on the following lines in all the five industries:—

(1) The Employment of Children Act, at least after the Non-Power Factory Bill (vide pages 3-4 of the report of this Office for January 1947) is passed, must be strictly enforced. (2) The Payment of Wages Act must be applied to all the five industries and advances of wages, if permitted at all, should be limited to an amount equivalent to the wages earned by the employed person during the preceding two calendar months, or, if the worker has not been employed for that period, twice the wages he is likely to earn during the subsequent calendar month. (3) The Madras Maternity Benefit Act, 1936, should be applied to all the five industries. (4) The Workmen's Compensation Act must be forthwith applied to all the five industries. (5) In every establishment a ~~register~~ register in the prescribed form should be maintained showing the names of workers, their hours of work, and the nature of their ~~respective~~ respective appointments. The wage roll must be kept separately from the attendance register and for all wages of Rs. 20 or more stamped receipts must be obtained. (6) Every establishment must prominently display a copy of its standing orders, terms of employment, procedure for disciplinary action and the framing of charges, fine lists, if any, and particulars regarding the amount in the fine fund. (7) Every employer should supply all the appliances and instruments, along with the raw materials, to every worker; for e.g., in the beedi industry the trays in which tobacco and beedis are kept, scissors, thread, etc. (8) In order to improve the health and safety of the workers, the workers must be provided with clean mats to squat on in the beedi, cigar, snuff, and tobacco-grading industries, and, with rubber chappals, gloves, and apron-sheets in the tanning industry.

Compulsory Provident Fund Schemes.— The Court is in favour of the introduction of a compulsory scheme of provident fund in all the five industries.

Finally the Court has emphasised that apart from the rise in wages, the workers in these unorganised industries require better conditions of service and welfare activities. All this can be brought about, in its opinion, only by a rapid development of the trade union movement on sound lines and greater recourse to voluntary agreements between employers and employees and collective bargaining. The future of labour in these industries therefore, depends on unionisation, collective bargaining and ~~voluntary~~ agreements. (The Hindu, dated 22-5-1947).

Compensation for Involuntary Unemployment:
Mr. Shankar Rao Deo's Award in Delhi Cloth
Mills Dispute.

Payment to Workers during periods of Involuntary Unemployment.-
Mr. Shankarrao Deo, General Secretary of the Indian National Congress, who was appointed arbitrator in a dispute between the workers and the management of the Delhi Cloth and General Mills, Delhi, during March 1947, has, in his award, recommended that whenever involuntary unemployment or under-employment occurs owing to force majeure, such as, civil commotion etc., if the period does not exceed eight days in a calendar month, 75 per cent of the average basic wage, or average basic earnings in the case of piece workers, together with full dearness allowance due for the period shall be paid. If, however, working hours per worker per day exceed six, he should be eligible for full wage and full dearness allowance.

When, however, in a calendar month involuntary unemployment or underemployment exceeds eight days, the award stipulates that time-rate workers should be paid in proportion to the number of hours worked and piece workers according to the results with 75 per cent of the full dearness allowance due for the period for all the days in excess of eight days.

The award further provides that if the workers get the full advantage of the first concession referred to above in three consecutive calendar months, the management shall have the right of reopening the whole question of compensation. This right of reopening is, however, limited to the period after three months, and shall be submitted for award to an arbitrator or arbitration board.

Setting up of Works Committee recommended.- To ensure future industrial peace, the award suggests that a works committee consisting of an equal number of representatives of workers and the management may be formed which will act both as a preventive and cure of the many day-to-day labour problems. The Delhi Cloth Mills should further agree to create a permanent machinery of arbitration and any dispute which cannot be resolved through the works committee should be referred to this machinery.

(The Hindustan Times, 10-6-1947).

Substantial Concessions to Madras Textile Workers:
Recommendations of Court of Enquiry.

A minimum wage of one rupee per day for each worker, a salary of not less than rupees 30 per mensem for clerks, payment of dearness allowance with reference to the cost of living index, and bonuses at the same percentage as dividends declared, are among the recommendations made by Rao Bahadur M. Venkataramayya, Retired District and Sessions Judge who was appointed by the Government of Madras, early in July 1946 (vide page 20 of the report of this Office for July 1946), as a Court of Enquiry to investigate the conditions of labour in the textile mills of the province. His other recommendations include proposals that no worker should be dismissed without "proper enquiry", that women workers should be paid the same wages as men, that the Government may prohibit employment of boys and girls below 17 years of age by legislation, that boys and adolescents should be paid the minimum wage of ~~Rs. 26~~ ^{rupees 25} per mensem., and that in cases where the Government, on the report of an officer of Board of Conciliation or Industrial Tribunal, finds that a strike is unjustified and the workers do not return to work within a specified period, the employer should be allowed to recruit fresh labour. The main recommendations of the Court of Enquiry are briefly noticed below:-

Minimum Monthly Wage of ~~Rs. 26~~ ^{rupees 25} and Dearness Allowance based on cost of Living Index.- The minimum wages for a worker in any textile mill in the Province should be ~~rupees 26~~ ^{rupees 25} for a month of 26 days, ~~that is~~ i.e. one rupee per day. Dearness allowance should be paid at 3 annas per point on the cost of living index in the case of the mills in Coimbatore district, Madura, Tuticorin, Vikramasinghapuram and Madras centres and 2½ annas per point in the case of mills elsewhere. When payment is made during a month the cost of living index figure for the previous month should be the criterion for determining dearness allowance. The Court has further recommended that the rates of wages for all classes of workers should be settled with ²⁶rupees 25 as the minimum wage, with reference to the nature of the work, the responsibility involved and the strain or work-load and that for this purpose a Wage Board and a Standardisation Committee should be set up. Attendance may be made less irregular by the payment of a sort of attendance bonus or an extra payment for regular attendance. Women workers should be paid the same wages as men in all textile mills, and if for waste picking a woman has to be employed, she must be paid ²⁵rupees 25, the minimum wage. Where boys and adolescents are employed they should also be paid the minimum wage of ²⁵rupees 25 per mensem together with the dearness allowance applicable to the areas.

Regular Bonus to Workers.- The bonus paid to workers should be linked to the dividend declared, that is, the same percentage as dividend declared should be made available to the workers for payment as bonus. In the opinion of the Court all workers who are in service on the date of declaration of dividend shall be entitled to the bonus but not one, who has been absent for more than 60 days in the year (excluding leave and holidays) shall be entitled to bonus. Distribution of bonus shall be pro rata, that is ratable to the length of service in the year. Payment of bonus ought not to depend upon matters such as good conduct, production, etc.

Compulsory Provident Funds.- Provident Funds must be introduced by all mills of more than 5 years standing. The rate of contribution should not be less than one rupee per mensem by the worker and one rupee ~~per mensem~~ by the management. The Commissioner of Labour should frame rules for the maintenance of provident fund. The opening of a gratuity fund is also recommended.

Service Conditions.- Under this head the Court has recommended that the Government may prohibit the employment of boys and girls below 17 years of age by legislation. The annual paid holidays of 10 days for adult workers and 14 days for child workers provided by the Factories Act should be continuous, and in addition to this the workers should be allowed festival holidays for 7 days in the year and another seven days' leave on loss of pay.

As regards the number of shifts per day, the Court has recommended that ordinarily there should not be more than two straight shifts of 8 hours each. The night shift workers should be paid $1\frac{1}{4}$ of the wages paid to day workers.

Finally, the Court has suggested that no worker should be dismissed or discharged without proper enquiry, without giving notice to the worker concerned of the charge framed against him, and without getting the explanation of the worker in writing.

Concessions for Clerical Staff.- As regards the clerical staff employed in textile mills, the Court has recommended that no clerk should be started on a pay of less than ²⁰ rupees ~~2~~ per mensem and in the manager's office the pay of clerks should not be less than rupees 35 per mensem. The grades and scales of pay should be so arranged that after a service of 20 years every one should reach at least rupees 85. After crossing an efficiency bar, the members of the staff should be allowed to reach rupees 120 per mensem. The Court has further stipulated that standing orders should be framed for the members of the staff, providing for leave of 28 days after one year's service, for contributing to the provident fund at $6\frac{1}{4}$ per cent, and for payment of gratuity to those who have served for 5 years at half of a month's salary for each year of service.

Need for Qualified Inspectors and Woman Welfare Officers.- None of the Inspectors of factories in the Province, the Court has pointed out in its report, possesses textile engineering qualifications. It has, therefore, recommended that at least two of the Inspectors must possess these qualifications, ^{and} two or three Inspectors should be deputed in turns to study the Bedeaux system of testing fatigue for a period of about six months. All mills where there are more than 300 women workers should again be required to appoint Women Welfare Officers and workers committees should be formed without any delay.

As for welfare work, the Court is in favour of mills in all centres appointing Labour Officers, to save time, however, it has recommended that the Government may appoint such officers in the first instance and gradually make it compulsory for each mill or group of mills to employ a Labour Welfare Officer. One of the duties of such a Labour Officer would be to find employment in other mills for workers who are rightly dismissed.

Workers' Housing, Health, etc.- The Court has also urged that when anybody is permitted to start a mill, the licence may be subject to the condition that provision is made for houses to workers. If ~~there~~ there are about 10,000 workers in any place, the mill or mills should maintain a decent hospital. The Government may also compel mills which

have built large reserves to provide schools and hospitals attached to them. The textile mills should also provide for the technical education of the workers and their children.

Unreasonable Strikes.- Finally the Court has recommended that in the case of unreasonable strikes, if the Government, on the report of ~~the~~ an officer ~~may~~ or a Board of Conciliation or of an Industrial ~~Board~~ Tribunal, arrives at the conclusion that there was no justification for the strike, and ~~the~~ if the workers do not go to work within 15 days or a month, then the employer should be allowed to recruit fresh labour. The law relating to strikes and lock-outs may also be amended so that the management may not refuse to take back any worker when he returns to work.

(The Hindu, dated 21-5-1947).

Conditions of Work in Bidi Industry:
Labour Readjustment Committee appointed
by C.P. Government.

The Government of the Central Provinces and Berar has appointed a Bidi Labour Readjustment committee to look into the labour problems of the bidi (indigenous cigarettes) industry in the Province. The Committee will also consider whether the industry can be permitted to employ children or not.

(The Statesman, 4-6-1947).

ECONOMIC CONDITIONS.

Sand Stowing for Conservation of Coal: Central Government appoints Special Committee to draw up Programme.

With a view to give effect to the recommendations of the Indian Coal-fields Committee (vide pages 37-38 of the report of this Office for October, 1946), regarding sand-stowing for the purpose of conserving coal, the Government of India has decided to set up a Committee to draw up such a programme and submit it before 15-9-1947.

The Coal Commissioner with the Government of India will be the Chairman and convener of the Committee, on which the Chief Inspector of Mines, the Chairman of the Coal Mines Stowing Board and a representative of the Railway Board will serve as members. The Committee will be instructed to draw up the programme on the lines suggested by the ~~recommendations~~ Indian Coalfields Committee, 1946, paying due regard to the transport position.

It may be mentioned that already, in pursuance of the Coalfields Committee's recommendation to assist stowing, the Government of India has recently raised the cess on coal, soft coke and hard coke. The question of levying a higher cess may be considered after the Committee, now set up, has drawn up the programme and made an estimate of its cost.

(Amrita Bazar Patrika, dated 16-6-1947;
Unofficial Note dated 12-6-1947, issued
by the Press Information Bureau, Govern-
ment of India).

Aluminium Factory to be set up in Central Provinces: Annual output of 5,000 tons metallic aluminium.

It is understood that the Government of the Central Provinces and Berar has decided to establish an aluminium metal manufacturing factory equipped to produce not less than 5,000 tons of metallic aluminium per year in addition to the various aluminium compounds. The Province is particularly suited for such an industry, as bauxite of suitable quality is available in abundant quantities in various districts. Coal is available very near the bauxite deposits and the electric power necessary for working the factory is to be provided by the Government.

(Indian News Chronicle, 3-6-1947).

Working Class Cost of Living Index for various Centres in India during ~~February~~ March, 1946.

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

<u>Name of Centre</u>	<u>Base= 100</u>	<u>February 1946.</u>	<u>March 1946.</u>
Bombay	Year ending June 1934	243	247
Ahmedabad	Year ending July 1927	190	197
Sholapur	Year ending January 1928	197	199
Nagpur	August 1939	279	279
Ludhiana	1951-55	291	292
Cawnpore	August 1939	311	309
Patna	Average cost of living for five years preceeding 1914	332	331
Jamshedpur	Ditto	325	329
Jharia	Ditto	349	354
Madras	Year ending June 1936	227	228
Madura	Ditto	239	236
Coimbatore	Ditto	237	239

(Monthly Survey of Business Conditions in India for March, 1946).

Bihar Sales Tax Act, 1947, gazetted.

The Bihar Sales Tax Bill, 1947 (vide page 31 of the report of this Office for January, 1947), received the assent of the Governor-General on 1-6-1947, and has now been gazetted as Act No. XIX of 1947.

(The Bihar Gazette Extraordinary,
dated 21-6-1947, pages 1-25).

The C.P. and Berar Sales Tax Act, 1947, gazetted.

The Central Provinces and Berar Sales Tax Bill, 1947 (vide page 38 of the report of this Office for February, 1947), received the assent of the Governor-General on 25-5-1947, and has now been gazetted as an Act (Act No. XXI of 1947).

(The Central Provinces and Berar Gazette
Extraordinary, dated 27-5-1947, pages 151-163).

SOCIAL INSURANCE.

Working of Workmen's Compensation Act in Madras during 1946.

Accidents and Amounts of Compensation paid.— During 1946 the number of accidents in Madras Province amounted to 3,703 and the number of workers employed was 384,535. 51 of these accidents resulted in death, 156 in permanent disablement and the rest in temporary disablement. 31 of the deaths were reported from factories, 1 from mines, 2 from port trusts, 9 from plantations and 9 more from the electric generating and transforming stations. No accident was reported in case of minors.

The total amount of compensation paid amounted to Rs. 185,408/12/=. Of the 509 cases in which compensation was either awarded or disbursed by the Commissioner for Workmen's Compensation, 263 related to workers in the group of wage earners earning up to Rs. 50 a month, and 220 to workers in the wage group "above Rs. 50—up to Rs. 60". 54 of these cases related to women.

Proceedings before Commissioner.— The Commissioner for Workmen's Compensation disposed of altogether 528 cases during the year, of which 281 related to the registration of agreements.

Extension of the Scope of the Act.— During the year the Government of Madras extended the scope of the Madras Workmen's Compensation Act to workers employed otherwise than in a clerical capacity in any premises wherein any manufacturing process, as defined in the Factories Act, 1934, is carried on irrespective of the number of persons employed therein, as also to workers employed for the purpose of making, altering, repairing, ornamenting, finishing or otherwise adapting for use, transport or sale any article or part of an article in any place wherein steam, water or other mechanical power or electrical power is not used, but which has been notified as a factory under Section 5 (1) of the Factories Act, 1934. The Government had further notified its intention of extending the scope of the Act to workers employed for the purpose of loading or unloading any mechanically propelled vehicle, or in the handling or transport of goods which have been loaded into any such vehicle.

Social Insurance For Indian Seamen:
Bodmer-Adarkar Report Published.

Attention is directed to the article entitled 'Social Insurance for Indian Seamen', appearing at pages 506-509 of the May, 1947, issue of the Indian Labour Gazette. The article is a summary of the joint report submitted to the Government of India by Dr. Laura Bodmer and Prof. B.P. Adarkar on a scheme of social insurance for Indian seamen.

(Indian Labour Gazette, May, 1947).

EMPLOYMENT, UNEMPLOYMENT AND VOCATIONAL
TRAINING.

Meeting of All-India Council for Technical Education,
Bangalore, 29 and 30-5-1947.

The All-India Council for Technical Education, at its meeting held at Bangalore on 29 and 30-5-1947, accepted its Co-ordinating Committee's resolution urging the Central Government to take immediate steps to (1) establish higher technical institutions in eastern and western zones, (2) take such preliminary steps as will facilitate the early establishment of the remaining two higher technical institutions in the North and South zones, and (3) set up four regional committees. The Council agreed with the Co-ordinating Committee that in view of the urgent need for producing technical personnel of high standard for the economic development of the country, suitable financial grant may be given directly from the Central Government to existing institutions on the recommendations of the All-India Council for Technical Education. The Council stressed the need for establishing minimum efficient standards for higher technical education and for ensuring adequate supply of trained personnel for the economic and industrial development of the country and for developing the highest form of technical education all over the country. To attain this objective, the Council thought that higher technical education should be under the directive of the Council both for the promotion of efficiency of standard and for the efficient maintenance of higher technical institutions. With this end in view, the Council recommended that necessary funds be provided by the Central Government for the next five years at least.

As regards the need for correlation between University degrees in Engineering and Technology and corresponding National Diplomas, the Council agreed that the Inter-University Board should be acquainted with the proposals of the Council in this connection, and that it should be requested to consider the desirability of reviewing the position of technical education in universities in co-operation with the Council. The Council also suggested the setting up by the Central Government of a high level Co-ordinating Committee consisting of representatives of departments concerned to take action on the Council's recommendations and report to the Council.

(The first meeting of the Council was reported at page 22 of the report of this office for May, 1946).

(The Hindu, 31-5-1947).

Co-ordination of Technical Education:
Six All-India Boards set up.

In order to co-ordinate technical education in India and attain a uniformly high standard of studies and examination, the All-India Council for Technical Education (vide page 25 of the report of this Office for December, 1946), has established six All-India Boards of Technical Studies in the following main branches of engineering and technology: (1) Engineering and metallurgy; (2) architecture and regional planning; (3) chemical engineering and chemical technology; (4) textile technology; (5) applied art; and (6) commerce and business administration.

The All-India Board of Technical Studies in Commerce and Business Administration will conduct examinations for the award of an all-India diploma and certificate in commerce. The all-India diploma course is a full time three years' course with five compulsory and two elective subjects, together with one academic year's practical training in some recognised industrial or commercial concern. The certificate course is a part-time day or evening course of three years' duration open to candidates who have read at least up to matriculation standard. This course has been instituted with the object of affording opportunities to ~~see~~ persons engaged in full-time industrial, commercial or banking concerns for acquiring further knowledge in the subjects relating to their profession and thereby improving their prospects.

For the purposes of certain appointments under the Central Government, the Government of India has agreed to recognize the diploma granted by the Board of Technical Studies in Commerce and Business, as being equivalent to a university degree.

(The Hindustan Times, 20-6-1947).

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MIGRATION.

First session of Malayan Indian Congress, 9-6-1947:

Full citizenship rights for naturalised Indians
demanded.

At the first session of the Malayan Indian Congress ~~was~~ held at Kuala Lumpur on 9-6-1947 under the presidency of Mr. J.A. Thivy, several resolutions ~~xxxxxx~~ dealing with the status and rights of Indians in Malaya were passed.

On the question of the future status of Indians in Malaya, the Congress resolved, in pursuance of the principles enunciated at the Inter-Asian Conference (vide pages 75-82 of the report of this Office for March, 1947), as follows: (1) ~~xxxxxx~~ such Indian settlers in Malaya, as are prepared to comply with the naturalisation laws and consider the country of their adoption as their motherland and the sole object of their loyalty, would be granted full citizenship; (2) settlers desiring to retain their own nationality should have equality before law without having civic rights and should enjoy safety of person and property and be treated in a humane and generous spirit. By another resolution, the Congress condemned "the atrocities of the police who exceeded their jurisdiction in their efforts to crush the genuine aspirations of the Kedah Indian Estate labourers", and demanded an enquiry into the episode. The Congress, further, urged the Government to formulate a charter of human rights.

(The Hindu, dated 12-6-1947).

Burma Immigration (Emergency Provisions) Act, 1947:
Sharp criticism in India.

Ban on free entry into Burma of non-British aliens. Reference was made at pages 28-29 of the report of this Office for April 1947 to the Burma Government's proposals to restrict immigration into Burma. The Burma Immigration (Emergency Provisions) Act, 1947, giving effect to these proposals received the assent of the Governor of Burma on 9-6-1947 and was promulgated on 14-6-1947. Under the provisions of the Act no person will be allowed to enter Burma without either a passport fully visaed by or on behalf of the Burma Government, or an immigration permit issued by the Controller of Immigration. British subjects domiciled in the United Kingdom are, however, exempted from the operation of the Act. A press note issued immediately after the promulgation of the Act emphasised that such legislation had been necessitated by the large scale unauthorized entry of non-Burmans into Burma along the land frontiers adjacent to India, China and Siam.

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Indian Criticism: Government of India's Protest.- The provisions of the Act have been sharply criticised in India and it is understood that the Government of India has lodged a strong protest with the Government of Burma complaining both against the manner in which the Act has been promulgated and some of its provisions which are held to discriminate against Indians. It is alleged that though the Government of India was sent a draft of the proposed legislation some time ago and it sent its comments ~~anyhow~~ to the Government of Burma, the Government of Burma gave no ~~xx~~ further indication to the Government of India of its intentions in the matter and this is considered by the Government of India to be a breach of diplomatic procedure which almost amounts to an unfriendly act. Also, the Act as presently promulgated is stated to be very different ~~xxxxxx~~ from the draft ~~of the proposed legislation~~ that was sent to the Government of India. The Act, is further held to be definitely discriminatory inasmuch as it does not ~~apply~~ apply to the people domiciled in the United Kingdom, while Indians will have to obtain entry permits or have passports and visas in order to enter Burma no such obstacles will be placed under the provisions of the Act in the way of people with British domicile.

Nor is Indian opinion prepared to accept as valid the Burma Government's claim that there has been a large scale unauthorised entry of Indians into Burma along the Arakan border. In this connection it is pointed out in India that from the time of re-occupation of Burma up to 1-4-1947, about 112,000 Indians had come away from Burma as against 108,000 persons who had gone to Burma from India. ~~xx~~ Of the latter number again 85,000 were evacuees and over 20,000 were persons who were in Burma during the Japanese occupation and who had come to India on temporary visits after the reoccupation of Burma. Less than 5,000 non-evacuees had been sponsored by the Government of India, and even today there were still about 500,000 Burman evacuees in India.

Burman Support for Immigration Restrictions.- The Burmese press, on the other hand, has unanimously endorsed the Burma Government's action in "controlling the influx of aliens into the country". Thus the influential daily, Bamakhit, complained that since the return of the British, Burma had been made a free rest house for ~~foreigners~~ foreigners, with the result that Burmans become poorer day by day, and expressed the hope that the new law would "prevent new settlers from foreign lands amassing wealth and holding key positions in every field of activity".

(Burma Act No. XXXI of 1947, the Burma Gazette dated 21-5-1947, pages 364-365; The Hindu, dated 18, 20 and 22-6-1947).

AGRICULTURE.

Tanjore Farm Workers to get prescribed Minimum Wages: Madras Government's Proposals.

Draft proposals for evolving a permanent solution of the mirasdar (landlord)—labour problem, which has caused considerable agrarian unrest in the Tanjore district of Madras during recent months (vide pages 43-44 of the report of this office for July 1946), were announced at a Press Conference in Madras, on 23-6-1947, by Mr. Kala Venkata Rao, the Revenue Minister of the Province.

Guaranteed Minimum Price for Paddy: Agricultural Worker's Debts to be cancelled.— The proposals are:— (1) The Government shall guarantee the minimum price of paddy. This year, it may be fixed at Rs. 2-8-0 per kalam (2 kalam = ^{70 lbs.} 100) (2) All debts of the agricultural labourers, be they lessees, pannayaals (permanent labourers working on the farm), (3) Only two systems of tenure shall be admitted i.e., pannayaal and lease systems.

Wages of Permanent Farm Workers.— Landholders owning more than 10 acres of land who wish to adopt the pannayaal system (i.e. owner-farming) will engage a pannayaal family (working family) i.e., a man and his wife, for every five acres of land owned. The family is to be found employment all the year round and should be paid at the rate of 4 kalams per month for the 12 months of the year, with a bonus of 3 months wages for satisfactory work and conduct. The bonus shall be the rule and not the exception.

Wages of Casual Labourers.— Where it is essential to engage daily labour to assist a pannayaal or hassalessee, wages for these daily labourers shall not be deducted from that of the pannayaal or lessee. The daily labourers shall be paid as follows:— men: 2 Madras measures of paddy per day; and women: 1½ Madras measures per day (1 Madras measure = about 3 lbs.).

Share-cropping to be Prohibited.— Renting out of land on varam or tenancy basis (i.e. share cropping) should be prohibited. Landholders wishing to cultivate their land under the lease system shall fix a definite number of kalams of paddy to be paid as lease amount. This amount shall not be determined on a proportion of the yield. In case of non-favourable season or total loss of crops, the landholder shall grant proportionate remission or full remission as the case may be to the lessee.

(The Hindu, dated 24-6-1947).

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Madras Estates Communal, Forest
and Private Lands (Prohibition of
Alienation) Ordinance, 1947,
promulgated.

The Governor of Madras promulgated on 27-6-1947 the Madras Estates Communal, Forest and Private Lands (Prohibition of Alienation) Ordinance, 1947, with a view to protect communal and customary rights of tenants in estates and prohibit alienation of communal, forest and private lands pending enactment of legislation regulating the holding of land in such estates. The Ordinance provides that no landholder shall sell, mortgage, rent, lease or otherwise assign or alienate any communal or forest land in his estate. Where the estate is an impartible one, the Ordinance provides that the landholder shall not alienate any private land.

Explaining the reasons for promulgating the Ordinance, Mr. Kala Venkata Rao, Minister for Revenue, said that fear of legislation which would seek to abolish zamindaris as such had spurred some of the landholders to resort to indiscriminate alienation of communal, forest, and private lands in the estates. The Government had received numerous complaints from a number of places in zamindaris where eviction, denudation of forests, assignment of communal lands, etc., and in certain cases, private land running with the permanently settled impartible estates, were taking place. The warnings suggestively given to stop this were not heeded. The Government was determined to check this tendency, and as the Legislature was not in session, the Government was obliged to invoke the Ordinance, making powers of the Governor.

(The Fort St. George Gazette, Part IVB-
Extraordinary, dated 27-6-1947, pages 1-2;
The Hindu, dated 28-6-1947).

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Price Index for Manufactured Articles: New Series
Issued by Economic Adviser.

It has been announced that a new series of index numbers of the wholesale prices of manufactured articles is to be issued by the Office of the Economic Adviser to the Government of India. This represents the fourth stage in the compilation of a comprehensive general purposes index number. The first three stages are represented by indices for food articles, industrial raw materials and semi-manufactured articles which are already being published weekly. The fifth and last stage will be reached with the working out of an index for residual articles.

The base period for this new series will be the year ended August 1939, and the gross value of output during this "base" year has been taken as the "weight" given to each group in the index. The series consist of 19 items of finished goods, imported as well as indigenous. Handloom products are omitted because of practical difficulties in the way of obtaining regular and comparable quotations. The manufactured articles price indices were 270.4, 271.2, 288.8 and 270.1 for the first four weeks of April, 1947.

(The Statesman, dated 17-6-1947).

51

Bombay Money Lenders Act, 1947, gazetted.

The Bombay Money Lenders Bill, 1947, which regulates money lending transactions in the province of Bombay (vide page 34 of the report of this Office for August 1946), received the assent of the Governor-General on 27-5-1947 and has now been gazetted as Act No. XXXI of 1947.

(The Bombay Government Gazette,
dated 31-5-1947, Part IV, pages 296-310).

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NAVIGATION.

Expansion of Indian Shipping: Mr. Walchand
Hirachand to lead Indian Delegation to Shipping
Conference in London.

Reference was made at pages 35-36 of the report of this office for April, 1947, to the Indian Shipping Delegation that was proceeding to the United Kingdom to negotiate with British Shipping interests the question of the expansion of Indian shipping.

The Conference which is scheduled to open in London on 15-7-1947, entirely is to be entirely between shipowners of the respective countries; the Indian Delegation will consist of the following persons: Mr. Walchand Hirachand, leader; Sir A. MAHARAJA Ramaswami Mudaliar, Messrs M.A. Master, Shoorji Vallabhdass and Hoshang Dinshaw, members. Mr. R. Doraswamy of the Commerce Department will act as Secretary to the delegation.

2,000,000 Gross tons target for Indian Companies.— Speaking at a reception given in his honour by the Indian Merchants' Chamber in Bombay on 25-6-1947, Mr. Walchand Hirachand said that Indian shipping companies proposed building and acquiring half a million tons of shipping as an initial step towards their target of owning 2 million gross tons in the next five to seven years. But in view of the embargo put on the sales of ships by the British Ministry of Transport and of the "stiffening attitude" of the American Government in the disposal of their surplus tonnage, the question of obtaining suitable ships bristled with difficulties. A redeeming feature, however, was that a number of Indian shipping companies had come into existence. Referring to some of the difficulties which the Delegation might encounter, Mr. Walchand Hirachand said that unless British Shipping interests agreed to withdraw their tonnage from the Indian trade, which they had dominated till this date. Indian shipping could make very little permanent progress in carrying the country's overseas trade.

(The Times of India, 26-6-1947).

23

PROFESSIONAL WORKERS, SALARIED EMPLOYEES
AND PUBLIC SERVANTS.

Working conditions of Newspaper Employees in United Provinces:
Enquiry Committee appointed.

The Government of the United Provinces has appointed a Committee of Enquiry, under the Chairmanship of Mr. K.D. Malaviya, Parliamentary Secretary to the Minister of Justice, to examine and report on certain questions relating to the general working of the newspaper industry in the province.

The terms of reference of the committee are: (i) To examine in the light of all information available, the general working of the newspaper industry in the province, with special reference to the general conditions of the editorial employees of newspapers, their emoluments, leave, provident fund, etc.; (ii) To advise on the feasibility of bringing about the necessary improvements in these conditions and the methods which should be adopted for this purpose.

The committee has been requested to submit its recommendations by 31-10-1947.

(Information Department No. 6421/XIX -184-46, dated 18-6-1947, published in Government Gazette of the United Provinces, dated 28-6-1947, Part VIII, page 403).

Salaries of Madras Teachers Further Increased.

Reference was made at page 51 of the report of this office for February 1947, to the increases in the salaries of the school teachers in Madras granted by the Government. As the revised scales of pay were considered inadequate by the teaching profession, the Government has now granted a further increase in the pay of teachers and in schools under local bodies and private managements.

Revised Scales of Pay.— The new scales of pay are as follows:—

Elementary Schools.— (a) Lower Elementary Grade Teachers: Rs. 25-1-55; (b) Higher Elementary Grade Teachers: Rs. 50-1-45; (c) Secondary grade Teachers: Rs. 40-1-72 -55-2-75. No ~~separate~~ separate craft allowance ~~will~~ will be paid to teachers in groups (b) and (c) but those teachers who are not qualified in any of the prescribed crafts, will be required to acquire that qualification within a period of two years.

Secondary Schools.— (a) Secondary grade Teachers: Rs. 45-2-85; (b) Trained Assistants: Rs. 75-5-125.

The scales of teaching grants for teachers in educational institutions made by Government to the managements of schools have also been proportionately increased; and the Government will take steps to ensure

that the minimum scales of pay now sanctioned are allowed to their employees by the managements of all such institutions.

(Madras Government Order No.1154- Education, dated 5-6-1947; The Hindu, dated 6-6-1947).

Madras Government Not to accept Central Pay Commission's Recommendations.

The Government of Madras has decided not to implement the revised pay scales recommended by the Central Pay Commission (vide pages 45-50 of the report of this office for May 1947). Announcing this decision on 7-6-1947, Mr. B. Gopal Reddi, Finance Minister, said that ~~which~~ since the ^{Madras} Cabinet Sub-Committee, which recently recommended increased scales of pay for Government servants which had recently been given effect to (vide pages 40-41 of the report of this office for January 1947), had stated that their recommendations would meet local requirements, the Government of Madras did not consider it necessary to accept the Central Pay Commission's report. ~~xxxxxx~~ He added that if the Government accepted the scales of dearness allowance alone, recommended by the Pay Commission, it would incur an additional expenditure of about Rs. 50 million which was beyond the financial resources of the province.

(The Hindu, dated 8-6-1947).

LIVING CONDITIONS.

Spare Time.

Utilisation of Leisure-time by Factory Workers in Cawnpore.

Reference was made at page 45 of the report of this Office for October 1945 to a departmental enquiry instituted by the Government of the United Provinces into the utilisation of leisure by mill workers at Cawnpore in October, 1945; the enquiry aimed at finding out the amount of leisure available to the workers, the way in which it was actually utilised by them and the extent to which the facilities offered by the various welfare organisations, including the Government Labour Welfare Centres, were availed of. The views of the workmen about the facilities that they would like to be provided for the proper utilisation of their leisure were also elicited. Such ~~an~~ information was expected to be of use in the future planning of welfare work.

The enquiry ~~was~~ covered one full year to ensure that the seasonal variations in the tastes of the workers and the ways of utilising leisure might be duly reflected in the results. During the course of the enquiry, 960 cards in all were collected on the basis of the random sampling method, and of these 939 were accepted for compilation. Besides gathering information on such subjects as the hobbies, literary aptitudes and athletic and social leanings of the workers, the enquiry sought to give an account of the way in which the worker spent his 24 hours every day by ascertaining the time spent in employment, ~~working~~ overtime work, rest interval, subsidiary occupations, domestic duties, sleep and free time. The enquiry was completed in October and the compilation of the cards collected in the course of the enquiry is not yet complete. The following is a summary of some of the important conclusions that have emerged from the data analysed so far.

Scope of enquiry.-- Out of the 939 cards that were accepted for compilation, 864 belonged to the permanent, 63 to temporary, 11 to substitute and 1 to probationer workers. Classified according to industries, 637 workers or 67.8 per cent belonged to the 'textile industry', 135 to 'ordnance factories', 75 to 'skins and hides', 55 to 'minerals and metals', 25 to 'chemicals, dyes, etc.', 21 to 'engineering', 9 to 'food, drink and tobacco' and 3 each to the 'paper and printing' and 'miscellaneous' industries.

Hobbies of workers.-- Only 38 workers out of 939 were found to have a hobby and to take part in it. There were 32 workers who had a hobby, but could not take part in it for lack of time or money, or for some other reason. A majority of the workers, however, had practically little time or inclination for pursuing any hobby. Of the 38 workers who had hobbies 26 workers or 68.4 per cent pursued athletic hobbies, such as wrestling, physical exercise and outdoor games. The largest number of workers having hobbies belonged to the age group over 25 up to 30 years. With the advance in age, there was a corresponding fall in the number of workers with hobbies, and no workers over 50 years of age were found to have a hobby. In the case of income groups, the largest number of workers having hobbies belonged to the group

earning over Rs. 30 and under Rs. 40.

Popularity of Government Labour Welfare Centres.— As for the popularity of the Government Labour Welfare Centres among the working class people and the way in which the facilities provided by the centres were availed of, the investigation revealed that the recreational activities of the centres, e.g., the radio programmes, picnics, cinema shows, music parties, etc., were the most popular items and the percentage of workers availing themselves of such amenities to the number of workers visiting the centres had been 49.1 per cent. Other programmes of the welfare centres, viz. medical aid, outdoor games, indoor games, and library accounted for 18.3 per cent, 2.6 per cent, 5.0 per cent and 25.0 per cent respectively. The largest number of workers visiting the centres belonged to the age group over 25 to 30 years.

Literacy.— Of the total of 939 workers, 439 or 47 per cent were literates. The investigation revealed the interesting fact that the percentage of literacy varied directly as income. From 29 per cent of literates in the income group, over Rs. 20 to Rs. 30, the percentage of literacy increased to 89 per cent in the case of income group, over Rs. 70 to Rs. 80.

(Labour Exam Bulletin, October-December, 1946,
published by the Labour Department of the
Government of the United Provinces).

Nutrition.

Nutrition Drive in Bombay: Measures taken by Government.

The following information on some of the steps taken by the Government of Bombay to improve the diet of the people in the province is taken from the June, 1947, issue of 'Nutrition' (monthly journal published by the Food Department, Government of India).

Nutrition Committee set up: Functions of Nutrition Officer.- A Nutrition Committee was appointed by the Government of Bombay in August 1945. Its function is to see the nutritional side of rationing and to advise the Government on matters of nutrition. A Nutrition Officer appointed in the Civil Supplies Department, works under the supervision and guidance of the Nutrition Committee. He carries out clinical nutrition surveys of various institutions and industrial centres and suggests the methods to combat malnutrition and to improve the diet of the people by experiments, demonstrations and talks. On his recommendation, the Government has opened a "Square Meal Canteen" in Bombay for the benefit of the Secretariat and allied offices' staff and at present about 400 persons are taking ~~its~~ advantage of it every day. Two lady dieticians appointed under the Nutrition Officer visit various institutions and suggest necessary improvements in the diet for better nutrition. An experiment in the use of yeast and groundnut flour in the diet of certain inmates of a residential school in Bombay is being conducted.

For adequate supplies of protective foods a number of measures have been taken:-

Milk Supply and Distribution.- In 1944 a subsidised milk distribution scheme was introduced in the Bombay City and the Bombay Suburban District for the benefit of the ~~xx~~ vulnerable groups of the population. As an additional measure, a supply of separated milk ~~powder~~ powder in 1 and 2 lbs. tins is now made available for domestic consumption in the Bombay City and its suburbs. The milk supply is further supplemented by the sale of blended and toned milk at the rate of Rs. 8 per seer i.e. about 2 lbs. through Government Grain Shops. The subsidised scheme has been replaced from the 1-5-1947 by a new scheme which will cost about Rs. 50 million during a period of 5 to 7 years. The main features of the new scheme are: (1) Removal of all the existing cattle stables from the City of Bombay to its outskirts; (2) Establishment of dairy colonies for the above purpose; (3) Establishment of a model dairy farm at Government expense in due course; (4) Import of milk from long distance by rail; (5) Organised distribution of milk to milk ration card holders at Rs. -/13/- a seer and (6) Statutory control of the milk trade in the City of Bombay.

Calcium Fortification.- To make up the calcium deficiency in the diet of the people a scheme for the fortification of wheat flour with calcium carbonate powder was introduced in the Bombay City and its suburbs in April, 1946. Accordingly, only fortified wheat flour is now issued by the flour mills to the bakers in the City and its suburbs, so that every loaf of bread sold in these areas would have calcium in it. For people who get their wheat ground themselves, the powder is distributed free of charge with their wheat ration. The proportion in which the powder is mixed with wheat flour is 1 oz. to every 40 lbs.

School Feeding.- To protect children from the effects of malnutrition, Stark Liver Oil concentrate was administered to the school going children in one district of the province. As many showed unwillingness to take this oil due to its obnoxious smell and taste, it has been decided to give it in vitamin tablet form. On the recommendation of the Backward Class Improvement Committee free midday meals of varied types are being provided to the children of the Aboriginal and Hill Tribes in selected schools in five districts since 1943-44.

Industrial Canteens.- In pursuance of the Government of India's policy, steps have also been taken to encourage the establishment of industrial canteens for giving midday meals to the workers. Supplies are made to them for serving cooked food. There are at present 530 canteens serving 597,164 persons; 56 of these serve cooked food and the rest tea and snacks.

Relief Measures.- Due to the failure of the monsoon during 1946 in certain parts of the province, the Government adopted a number of measures in the scarcity districts to make up the nutritional deficiencies in the people's food. An appeal to the public in the non-affected areas to voluntarily surrender a part of their ration, distribution of separated milk and vitamin tablets to the most vulnerable sections of the population and the use of substitute foods like ground-nut flour etc. were some of the measures adopted.

('Nutrition', June, 1947).

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Housing.

Bombay Government's Five Year Industrial Housing
Scheme: Proposed Levy on Employers.

Reference was made at pages 45-46 of the report of this Office for April 1947 to the establishment by the Government of Bombay of the Bombay Provincial Housing Board with a view to formulating a long range housing policy and undertaking an immediate programme for the purpose of encouraging and facilitating private enterprise to build houses and for building houses through the agency of Government or local bodies or both; and, to the formation of a ~~consultative~~ consultative body to advise the Housing Board known as the Bombay Provincial Housing Advisory Committee.

Five-Year House-building Programme.- 15,000 Tenements to be to be constructed by Government: Proposed Levy on Employers to Finance house-building. Early in May 1947, the Government of Bombay published the details of a five-year housing programme drawn up by it and adopted by the Provincial Housing Board. Under the programme, the Government would itself build 15,000 tenements in industrial centres in a period of five years commencing from 1-4-1947. This programme was estimated to cost 75 million rupees including expenditure on research, experimental work, information, advice and the administration of the scheme. The Bombay Government would provide one-third of this cost, the Central Government would be requested to contribute a similar amount and the balance of 25 million would be contributed by employers in industrial areas like Bombay, Ahmedabad and Sholapur in the shape of a levy at the rate of 2 rupees per month per employee in the case of an industrial or commercial establishment employing more than 100 workers, and at lower rates for establishments employing between 10 and 100 workers. In the first instance, the levy would be confined to the first category of employers and extended subsequently to other categories as the need for more funds arose. It was further proposed that the call on the employers would increase in proportion to their failure to carry out the obligation to construct houses for their employees on their own responsibility with such assistance as Government might be in a position to offer. Further, in respect of the tenements built by Government and actually occupied by the employees, the employers concerned would be asked to pay in each case an additional sum of 1 rupee per tenement. The standards of accommodation, the type of construction and the standard rents were also prescribed. The collection of rent would be the responsibility of employers.

80,000 Tenements to be constructed under "Assisted Schemes". According to the programme, the major part of the workers' housing needs, however, would have to be met by employers, co-operative societies and private builders. The Bombay Government would offer assistance to employers in the shape of loans to the extent of half the capital (exclusive of land) invested in housing subject to a maximum of 2,000 rupees per tenement. The loan would be recovered in course of a maximum period of 15 years. The Government might also grant a lump sum subsidy of equivalent value in place of the loan. In respect of the remaining half, the provincial Government would request the Central Government to forgo its taxes if the investment was made from current revenues. If the current revenues were in any case insufficient for such investment, the Central Government would be asked to give an equivalent assistance

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in other forms. The amount of assistance available for the purpose from the Provincial Fund was estimated to be on an average at the rate of Rs. 2 million a year. The annual assistance thus rendered was calculated to result in the construction of 80,000 tenements by the employers. The Government ~~contended~~ this with the warning that ~~the~~ if the employers failed to take advantage of the offer of help made by Government, the amount of levy would be increased in order to enable Government to increase the number of houses to be built directly.

Millowners' Protest: Housing of Workers a responsibility of State.
The Millowners Associations of Bombay and Ahmedabad have both strongly objected to the Government's housing programme outlined above. In a communication to the Government of Bombay the Committee of the Bombay ~~Mill~~ Millowners' Association has expressed its inability to accept Government's view that "it is the duty of the employers to provide housing for labour". In its opinion, housing, whether for labour or for the public, is the responsibility of the State and the civic authorities and the situation should be met by Government by raising loans if necessary, and the rent should be so fixed as would make it possible to pay a small interest on the loans and to build a sinking fund for repayment of loans after a specified period. Also, if the figure of Rs. 25 million mentioned by Government as the ~~employers~~ employers share in the cost of the direct housing scheme was correct, it would mean that the Government was endeavouring to collect the entire amount of even more than that from the cotton textile industry ~~alone~~ ~~alone~~ alone, in that the total number of persons employed in the cotton textile industry of the Province was 459,000 and levy at 2 rupees per head per month would mean an employers' contribution of 57.6 million rupees for five years. ~~As~~ As for the "assisted scheme" for the construction of 80,000 tenements ~~mainly~~ mainly by the employers themselves, the Committee has pointed out that these were expected to cost about 490 million rupees on the basis of the Government's own estimates. As against the ~~amount~~ estimated expenditure, Government proposed to give "assistance" to the extent of 10 million rupees in annual instalments of 2 million rupees each in the shape of a repayable loan. The Committee has, therefore, calculated the employers' total disclosed liability under the scheme at not less than 532.5 ~~million~~ million rupees and emphasised that for the cotton textile industry of Bombay an expenditure of such a magnitude was out of the question. Pointing out that the Government had made no survey of the actual housing requirements, the Committee has complained that this is a very strange and risky procedure as the Government is endeavouring to take important decisions without first knowing what is really wanted.

The Ahmedabad Millowners Association also has criticised the Government's housing scheme on identical lines. Emphasising that the primary responsibility for providing housing rests on local authorities, the Association has maintained that this principle, has been accepted in every Western country and also endorsed by the ~~Whitley~~ Whitley ~~Committee~~ Commission as well as by the Health Survey and Development Committee of the Government of India. The Association has further expressed the fear that if the major recommendations of the Bombay Government, particularly in regard to space and cost of construction, were adopted, it would inevitably lead to the frustration of the scheme involving the parties concerned, including the Government in enormous losses.

Both the Millowners Associations have, however, expressed their willingness to agree to a contribution from the employers at the rate of 2 rupees per month per house allotted to them as recommended by the Industrial Housing Sub-Committee appointed by the Indian Labour Conference (vide pages 42-44 of the report of this Office for March 1946).
(Excerpts from the Proceedings of the Committee of the Millowners)

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(Excerpts from the Proceedings of the Committee
of the Millowners' Association, Bombay, April, 1947;
The Times of India, 14 and 17-5-1947).

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ORGANISATION, CONGRESSES, ETC.
Workers' Organisations.

Working of Trade Unions Act, 1926, in Bengal for
the year 1945-1946.

Number of Unions and Membership.- During the year under report, 86 new unions were registered and the certificates of 51 were cancelled. Thus, at the end of the year, there were 417 unions on the registers as against 382 at the beginning of the year. Of these only 188 submitted annual returns, of which only 99 were acceptable. The total membership of these 99 unions was 259,768. This gives a figure of 2,623 as the average membership per union, compared with 2,136 for the previous year. The woman membership increased during the year from 2,304 to 3,516.

Funds.- Among the workers' unions, those of seamen, 4 in number, had the highest income, viz., Rs. 217,662 out of which Rs. 190,216 related to the Indian Seamen's Union. The Indian Jute Mills Association, one of the biggest employer's associations, had an income of Rs. 531,161.

The two registered federations in the province did not furnish information in time.

(Indian Labour Gazette, May, 1947).

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

Number of Unions and Membership.- During the year under review 16 unions were registered, and 2 dissolved in the province of Bihar. In the case of 9 unions their certificates of registration were cancelled. Out of the 54 unions on the registers at the end of the year, only 31 submitted the annual returns and these showed a total membership of 47,882 men and 2,321 women. The total income of these unions was Rs. 81,975. Only one union maintained a political fund amounting to Rs. 130.

General Features.- According to the report on the working of the Act, the main activity of trade unions in the province "consisted of ventilation of grievances of the workers". In most cases employers did not take a sympathetic attitude towards unions and refused to recognise them. Unions frequently complained that attempts were being made by the managements to break them up by victimising their ~~auxiliary~~ active workers. In a few cases attempts were made by the management to set up rival unions, more or less sponsored by the employer. Another ~~mark~~ marked tendency during the period was the setting up of rival unions within a factory by organisations with different political affiliations such as the Congress, Socialist, Communist and Radical parties.

(Indian Labour Gazette, May, 1947).

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Working of Trade Unions Act, 1926, in the
Central Provinces and Berar during 1945-46.

The number of unions ~~was~~ on the register at the end of the year in the Central Provinces and Berar was 46, including the All-India Railway-men's Union, Nagpur, whose activities extended beyond the province. The membership of the latter on 31-3-1946 was 15,999 including 6 women. Of the remaining 45 unions, 13 did not submit the returns and the rest showed a membership of 17,779 including 1,257 women. The total income of these 32 unions was Rs. 30,347 and of the Railway Union Rs. 4,747. During the year, 7 unions availed themselves of the facility of free audit provided by Government.

(Indian Labour Gazette, May, 1947).

Working of Trade Unions Act, 1926, in Delhi Province
during the year 1945-1946.

The total number of registered trade unions in Delhi at the close of the year 1945-46 stood at 47 as compared to 40 at the end of the previous year. Of the 47, 15 were registered during the year and 8 out of the earlier 40, ceased to function and were cancelled from the ~~registratt~~ registers. Of the 15 new unions, 6 were labour unions and the rest were unions of tradesmen formed to safeguard their interests. The 25 unions which functioned during the year submitted returns. These showed a total membership of 33,173 including 166 women and a total income of Rs. 48,416. The All-India Railway Muslim Employees' Association the only federation in Delhi, failed again to furnish the return and its certificate has since been cancelled.

(Indian Labour Gazette, May, 1947).

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Convention of All-India Railwaymen's Federation,
Gorakhpur, 6 and 7-6-1947: Protest Against Pay
Commission's Recommendations.

A Convention of the All-India Railwaymen's Federation held at Gorakhpur, on 6 and 7-6-1947, adopted a resolution ~~regarding the~~ characterising the recommendations of the Pay Commission regarding the wages of railwaymen (vide pages 45-50 of the report of this Office for May, 1947) as "inadequate and unsatisfactory".

The resolution deplored that in spite of the acceptance by the Commission of the principle of a living wage and the moral obligation of the State to be a model employer, inadequate minimum wages were sanctioned for railway workers. The rates of increment were low, and inordinately long time scales were proposed in all grades. The resolution protested against the reduction in relief by withdrawal of grain shops concessions, fixation of dearness allowance on the substantive basis instead of the pay actually drawn by the employees, and the failure of the authorities to provide quarters or house allowance to railway workers. Finally, the resolution criticised the Commission for its "failure" to ensure security of service and ~~the~~ its "failure" to provide machinery for a satisfactory settlement of disputes.

The convention appointed a committee, consisting of the President and the General Secretary and one representative each from affiliated unions, to represent these grievances to the railway authorities, and it was decided that the general Council of the Federation should meet in July 1947, to consider the report of the above committee and take suitable action.

New Office-Bearers.— The following were elected office-bearers: President—Mr. Jai Prakash Narain; Vice-Presidents: Mr. Khedgiker, Mr. Raghavendra Rao, Mr. M.A. Khan, Mr. Abdullah and Mr. Jyoti Basu; General Secretary: Mr. S. Guruswamy.

(Amrita Bazar Patrika, 11-6-1947).

Bengal Jute Mill Workers' Federation Formed:
Enquiry into Service Conditions demanded.

An All-Bengal Jute Workers' Delegates' Conference held at Calcutta on 22-6-1947, under the chairmanship of Dr. S.C. Banerjee, President of the Indian National Trade Union Congress, decided to set up a federation of jute mills workers of Bengal to co-ordinate and guide the activities of the various unions of jute mill workers in Bengal which are affiliated to the Indian National Trade Union Congress.

The Conference was inaugurated by Mr. S.M. Ghosh, President of the Bengal Provincial Congress Committee, who, in his inaugural address warned the workers against interested people who were accentuating discontent among them. Mr. Ghosh advised that the workers should resort to a strike only when all other means for settling grievances had failed; strikes should be conducted in the most non-violent manner.

Presidential Address.- Dr. Banerjee, in his address pointed out that there were 97 jute mills in Bengal Province; with the exception of a few, all of them were affiliated to the Indian Jute Mills Association, an organised body of the employers. The workers should also have a powerful organisation to fight for their legitimate rights and dues. Referring to the present scales of pay of the jute mills workers, Dr. Banerjee said the minimum monthly income of a worker was Rs. 45-5-4 whereas the Pay Commission had fixed the minimum living wage of a labourer at Rs. 55 per mensem and the Industrial Court, Bombay, had put the minimum total wage of cotton textile workers of that province at Rs. 71 per month. As regards housing, Dr. Banerjee alleged that the quarters provided by the employer were insufficient and the majority of the workers had to live in squalid bustees (slums). Until the workers' wages reached the minimum living standard they should have quarter free of rent. He suggested that some such step as that be taken by the Central Government to build 50,000 rent free quarters for coal miners should be taken to ameliorate the housing condition of jute mill workers.

Resolutions.- In view of the present poor scales of pay and unsatisfactory service conditions of the jute mill workers of Bengal, the Conference in a resolution demanded the appointment of a Commission by the Government on the lines of the Pay Commission and the Conciliation Board for Mines Workers to go into the questions of pay and service conditions of jute mill workers. Besides adopting a number of other resolutions, the conference also accepted a charter of demands ~~presented~~ on behalf of the jute mill workers. The demands included (i) nationalisation of the jute industry, (ii) minimum basic pay of Rs. 40 plus dearness allowance of Rs. 30 per month, (iii) right to pension after 25 years' service, (iv) one month's privilege leave with full pay in a year, (v) adequate housing accommodation or house allowance in lieu thereof, and (vi) maternity benefit.

Office Bearers.- A working committee of the Federation was formed with Dr. Suresh Chandra Banerjee as President; and Mr. P. Ghosh as Secretary.

(Amrita Bazar Patrika, 24-6-1947).

~~(Amrita Bazar Pa~~

Bihar Mine Workers' Federation: New Central
Organisation of Mines.

A federation of mine workers to be known as the "Bihar Mine Mazdoor Federation" was formed at a Conference of representatives of unions of workers of lime stone quarries, mica and coal mines held at Jharia on 24-6-1947 under the presidency of Mr. Jai Prakash Narain.

A draft constitution of the Federation was also adopted at the Conference. One of the main objects of the Federation is to press for the nationalisation of mines.

(The Hindu, dated 30-6-1947).

Meeting of Executive Committee of I.N.T.U.C., Delhi,
15-6-1947.

The Provisional Executive Committee of the Indian National Trade Union Congress (I.N.T.U.C.) met in New Delhi on 15-6-1947, and, after considering a report submitted by its Secretary on the work done by the Congress since its inauguration on 3-5-1947 (vide pages 60-62 of the report of this Office for May 1947), adopted resolutions welcoming the award of the Industrial Court in Bombay recommending minimum basic wage of ~~Rs.~~ 30 per month in the cotton textile industry of Bombay (vide pages 13-14 of this report) and the attempt of the Central Pay Commission to lay down a national minimum wage at 30 rupees plus a dearness allowance of 25 rupees per month for unskilled labour, and at 55 rupees plus ~~Rs.~~ a dearness allowance of 55 rupees per month for the literate and educated employees (vide pages 45-50 of the report of this Office for May, 1947).

Slow Progress of Affiliation: Secretary's Report.— In his report on the work done by the new organisation since its inauguration on 3-5-1947, Mr. K.K. Desai, the General Secretary, pointed out that the progress of affiliation to the I.N.T.U.C. had not been as speedy and satisfactory as was expected. Only 35 unions with a membership of 157,000 had till now joined the new organisation. Of these, 9 unions with an aggregate membership of 58,700 were from Gujarat, 8 unions with a membership of 42,000 from Bombay City, 7 unions with a membership of 20,000 from ~~Bengal~~ Central India, 5 unions with a membership of 22,000 from Bengal and 6 unions with 15,000 membership from Baroda. Again only three Provinces had set up Branches so far, namely, ^{Karnatak,} Gujarat and Bengal. A number of unions in Gujarat, ^{Eathiawad,} Bengal, Kerala and Mysore were, however, likely to affiliate themselves to the I.N.T.U.C. in the near future, and there were enough grounds for believing that ^{the} organisation would have gained a total of 300,000 members in the near future. Information had also been received that steps were

being taken to have branches of the new organisation set up in Assam, Maharashtra and Central India.

The Committee then adopted resolutions relating to wages in the cotton textile industry, the recommendations of the Central Pay Commission and the proposed division of British India into two sovereign States. These are briefly summarised below:-

Wages in Cotton Textile Industry.- The Committee welcomed the award of the Industrial Court, Bombay, seeking to establish a minimum basic wage in the cotton textile industry at 30 rupees per month on the basis of pre-war cost of living and evolving a standardization of wages in the main occupations of the industry. The award had for the first time, established a minimum wage for the industrial worker, and, as such, was a progressive measure, though, in the opinion of the Committee, the minimum should have been higher than 30 rupees per month since this would merely furnish the bare necessities of human existence and would not be enough to induce efficient labour to continue in the industry. The Committee was definitely of opinion that with the minimum basic wage of 30 rupees as the starting point, the whole scheme of standardization that had been evolved by the Industrial Court should form the basis for fixation of standardized wages in the textile industry in the whole country. The Committee, therefore, urged upon the appropriate provincial Governments and State authorities to appoint such tribunals as were permissible under the law to bring up the wages to the level prescribed by the award of the Industrial Court, Bombay.

General Support for Pay Commission's Recommendations.- As regards the recommendations of the Central Pay Commission, the Committee welcomed them as a first step in the progressive socio-economic policy of the State. The attempt to lay down the National minimum wage at 30 rupees plus 25 rupees for unskilled labour, and at 55 rupees plus 35 rupees for the literate and educated employees, would render very useful service to the working class of the country and would substantially raise the standard of those who were at present paid starvation wages. The Commission had also properly recognised and given effect to the State's obligation towards its employees with regard to their medical and educational needs. The Committee was, however, of opinion that the recommendations of the Commission did not satisfy the needs of the third and the fourth classes of Government employees, and felt that the cases of some of them, particularly class four employees, required reconsideration as early as possible. Nor was the Committee prepared to accept the Commission's conclusion that wages should be stabilized when the cost of living index in India fell to 160 and the payment of dearness allowance discontinued. In the opinion of the Committee the cost of living would continue to remain high and a minimum scale of 30 rupees would hardly be adequate to compensate the ~~worriers~~ workers even when the index reached 160. Other recommendations of the Commission to which the Committee took exception were the ceiling for higher salaries at ~~rs.~~ 2000 and the raising of the age limit for retirement to 58. In the opinion of the Committee the ceiling with regard to higher salaries should have been fixed at 1250 rupees and the age of retirement at 55 as at present.

Division of India Deplored.- Deploring the division of India into two states, the Committee emphasised that no trade union movement can grow strong in communal or sectional environments. The toiling masses of the country, in whichever part of the country they might be living, had a common purpose to achieve, namely, the end of all exploitation including the exploitation based on sectional, communal or religious grounds. Their common aim was to tackle the problems of unemployment, poverty and other social ~~problems of unemployment~~

handicaps. The division of the country, the Committee felt, would retard the progress of the masses at least for some time to come. The Committee appealed to the trade union workers not to be misled by communal shibboleths and partisan slogans but to work for the unity of the trade union movement in India under the banner of the Indian National Trade Union Congress.

(Summarised from a "Report of Proceedings" published in a paper entitled "Indian National Trade Union Congress" issued by the I.N.T.U.C. on 1-7-1947).

(* A copy of this paper was forwarded to Geneva with this Office minute F.5/781/47 dated the 8th July, 1947).

Justification for setting up I.N.T.U.C.:

Mr. Nanda's Answer to Critics.

In a pamphlet entitled "Criticisms Answered", issued on behalf of the Indian National Trade Union Congress (I.N.T.U.C.) (a copy of this pamphlet was forwarded to Geneva with this Office minute F.5/781/47 dated the 8th July, 1947), the new workers Central organisation set up early in May 1947 (vide pages 60-62 of the report of this Office for May 1947), Mr. Gulzarilal Nanda has sought to meet some of the charges levelled at the new organisation by its critics (vide pages 65-67 of the report of this Office for May 1947).

I.N.T.U.C. an independent Body.- Seeking to allay the misgivings of the socialists that the I.N.T.U.C. is too closely identified with the Indian National Congress to be able to pursue an independent policy and they fear that the active interest of the members of the Central and provincial Governments might in practice entail subordination of the working class claims to the exigencies of the State administration, Mr. Nanda maintains that the political independence of the new body is ensured by its constitution with its self-sufficient goal and a democratic structure. The interest evinced by prominent Congressmen in the I.N.T.U.C. should not be interpreted as a disadvantage as the aims and policies of the Congress are, today, in line with the needs and the aspirations of the working class. Nor is the I.N.T.U.C. tied to any Government. He, however, points out that as the political forces and the atmosphere in the country inevitably set Governments on the path leading to a Socialist society, occasions for serious conflicts between authority and the ~~xxx~~ trade union movement would be reduced to the minimum. The trade union movement has, on its side, very good use for the instrument of legislation and the State administrative machinery for the attainment of its various objectives. The Government, on its side, will need the active assistance of the labour movement in the ~~construction~~ constructive work of reordering the social and economic life of the country to create greater security and satisfaction and to secure a rising standard of life for the masses. There may arise occasions when the labour movement and a Government may not see eye to eye with each other. On such occasions only peaceful and democratic

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procedures should be employed in seeking to influence, modify or reverse any measure or policy which the Government might have adopted.

Attitude to Strikes.- As regards the use of the strike weapon, Mr. Nanda points out that the constitution of the I.N.T.U.C. has made full provision for strikes. He, however, emphasises that the choice of the appropriate method for the realization of the aims of the Labour Movement and for the redress of the wrongs of the workers must rest on the balance of real allround advantage; and he is of opinion that, under the present conditions in India, it lies on the side of arbitration and not on the side of strikes. It would be insensate cruelty to add to the agony and sufferings of the people of India by stopping production and dislocating the system of transport and distribution while it is possible to procure a reasonable settlement of disputes by arbitration or other peaceful means.

Finally, Mr. Nanda, categorically denies the charge that by setting up a new central organisation as a rival to the A.I.T.U.C., the sponsors of the I.N.T.U.C. have split the trade union movement in India. Pointing out that on 17-11-1946, the Hindustan Mazdoor Sevak Sangh had actually passed a resolution recommending the affiliation of all its member unions with the A.I.T.U.C. (vide pages 34-35 of the report of this Office for November 1946), Mr. Nanda explains that as soon as this decision was announced a number of Congressmen prominently connected with the A.I.T.U.C. advised the leaders of the Sangh, in clear and categorical terms, on the strength of their intimate knowledge of the doings within the A.I.T.U.C., that it was futile for the members of the Sangh to hope to win their rightful place in that body by democratic methods since they could not imitate the others in the art of fabrication of membership figures and of unions. Nor does the A.I.T.U.C. in any real sense reflect the solidarity of the working class in the country. It has till now failed to develop a strong and sound trade union base for the Labour Movement in India, and, is today no more than a loose federation of labour in which rival unions in the same ~~jurisdiction~~ jurisdiction are allowed to affiliate themselves. As for the claim that no decision of a far reaching character can be taken in the A.I.T.U.C. unless there is a three-fourths majority in support of it and that the election of office bearers has always been unanimous, Mr. Nanda maintains that, in practice, this means merely that the distribution of posts in the A.I.T.U.C. is settled by bargaining and expression of opinion is confined to non-controversial issues. The groups within the A.I.T.U.C. differ so radically in outlook and policy that in the most vital matters the working class remains without a practical lead in any particular direction.

(Summarised from a pamphlet entitled "Indian National Trade Union Congress: Independent Body sworn to serve Labour—Criticisms Answered" by Gulzarilal Nanda, Secretary, Hindustan Mazdoor Sevak Sangh).

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SOCIAL CONDITIONS.

Welfare of Harijans in Madras: Committee appointed
to draw up Five-Year Plan.

The Government of Madras has set up a Committee for formulating a comprehensive five year plan for Harijan (Scheduled castes) welfare. Mr. V. Karmayya, Minister for Harijan Uplift, will be the President of the Committee.

Terms of reference.- The Committee will go into problems connected with the provision of house sites, fresh water wells, sanitation and free education. It will also suggest a scheme for the utilisation of a 10,000,000 rupees Harijan Uplift fund. Other terms of reference are: (1) to put forward suggestions regarding improvements to Harijan welfare work undertaken by the Labour Department; (2) to enquire into and report on the progress of the enforcement of the legislative measures in this field; and (3) to examine the possibility of extending the work of the Labour Department in regard to Harijans and other backward communities.

The Committee has been requested to submit its report by 15-8-1947, after which ^{date} it will function as a Standing Committee, for a period of three years, to advise the Government on all matters connected with Harijans and backward communities.

(The Hindu, dated 20-6-1947).

Gradual Prohibition in Mysore from 1-7-1947: State to
go Dry in Five Years.

The Government of Mysore has decided to introduce gradual prohibition in the State from 1-7-1947, achieving total prohibition throughout the State in five years' time. During the financial year 1947-48, a 20 per cent reduction in the excise shops and supply of intoxicants will be effected throughout the State and a further 20 per cent year after year.

(The Hindustan Times, 21-6-1947).

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Bombay Women's Organisation to open Women's
Social Training Centre at Bombay.

The Bhagini Samaj, one of the pioneer women's organisation in Bombay has planned to start a Women's Social Training Class from 1-7-1947. The course of studies will extend to one year, divided into two terms. The fees ~~Rs. 50~~ for each term will be Rs. 50 exclusive of transport charges for practical work. The Course of studies will include: (a) First Aid and Home Nursing; Nutrition, Health, Hygiene and Mothercraft; (b) Social Problems: Elementary knowledge of Psychology, Civics, Economics, Administration; (c) Business methods including Typing, Book-keeping and Office correspondence; (d) Handicrafts, such as, spinning, sewing, embroidery, etc. Students will also be trained in practical work of various types.

The Centre will be open to women of all communities above 18 years of age ~~and~~ who have studied upto the Matriculation standard.

(The Bombay Chronicle, 2-6-1947).

The Central Provinces and Berar Scheduled Castes
(Removal of Civil Disabilities) Act gazetted.

The Central Provinces and Berar Scheduled Castes (Removal of Civil Disabilities) ~~Act~~ Bill, 1947 (vide page 57 of the report of this office for March, 1947), received the assent of the Governor-General on 30-5-1947₂ and has now been gazetted as Act No. XXIV of 1947.

(C.P. and Berar Gazette Extraordinary,
dated 9-6-1947, pages 202-205).

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PUBLIC HEALTH.

Separate Health Service for School Children:
Bombay Government's Scheme.

The Government of Bombay has decided to constitute a separate School Health Service for the medical inspection and treatment of school children, and a Chief Medical Officer has been appointed for this purpose.

During the current year the Chief Medical Officer will make a general survey of the situation throughout the Province and submit detailed proposals for the organisation of the scheme of School Health Service from April 1948. The new School Health Service will be under the administrative control of the Education and Industries Department. The headquarters of the Chief Medical Officer, who will work in close collaboration with the Director of Public Instruction, will be at Poona.

(The Times of India, 17-6-1947).

Rehabilitation Measures.

Britain to advance Rs. 400 Million for
Rehabilitation of Burma.

Under the provisions of an Anglo-Burmese Financial Agreement announced in Rangoon on 21-5-1947, the British Government will contribute £ 12,000,000 towards the deficit in Burma's 1946-47 budget and advance £ 18,575,000 towards the current fiscal year's expenditure in Burma on rehabilitation projects. Besides the contribution in respect of the Budget deficit and the advance to cover rehabilitation expenditure, any unspent balance on the British grant of £ 2,500,000 will be in aid of the frontier areas. Budget will also be at the disposal of the Burma Government.

At a press conference in Rangoon on 21-5-1947, Mr. Thakin Mya, Finance Member in Burma's Interim Government, emphasised that though the British loan would enable Burma to tide over the current fiscal year, a crisis was bound to arise next year, when Burma had to present its first budget. Among the measures contemplated by Government to increase Burma's revenues were an increased export duty on rice, tax on articles of luxury, entertainment tax, an export duty on silver and business profits and business premises tax. Economy measures included general retrenchment of Government services, reduction of salary for senior services including Executive Councillors, withdrawal of the extra flat rate increase of cost of living allowance, and liquidation of Government-sponsored projects such as the Civil Supplies and Road Transport Boards which had been ~~the~~ losing concerns.

(The Hindu, dated 23-5-1947).

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Demobilisation and Resettlement.

Attitude of Employment Exchanges in cases of Strikes
and Lock-outs: Government's Policy defined.

The question of the attitude to be adopted by employment exchanges during strikes and lock-outs was discussed at the 7th Labour Conference in November 1945 (vide page 11 of the report of this Office for November 1945), and again at the 8th Labour Conference held in April 1947 (vide page 12 of the report of this Office for April, 1947), but no agreement could be reached between the representatives of employers and workers.

In a Press Note, issued during the latter half of June, 1947, the Government of India has emphasised that it was prepared to accept and operate any workable policy agreed upon between the employers and workers. As, however, no agreement could be reached between the parties, the Government of India has now decided that the future policy should be as follows:-

In the event of a strike or lockout, the employment exchange will refuse to accept vacancies or register work-people, except in the case of a strike or lockout which the appropriate Government, through an officer duly authorised on this behalf, notifies to the Employment exchange to be an illegal strike, the continuance of which is contrary to the public interest, and directs the employment exchange to submit suitable applicants. In all cases where workers are submitted to strike vacancies or where workers who are on strike are submitted to employers for employment, the employment exchange before making such submission will inform the worker or employer, as the case may be, that the vacancy is due to an illegal strike or that the person who has been submitted for employment is at present unemployed because of an illegal strike or lock-out.

(The Bombay Chronicle, 21-6-1947).

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53,030 Registrations in Employment Exchanges and
12,093 Placings: Review of work done during March
1947.

The following information on the working of employment exchanges in British India during March, 1947, is taken from a note published in the May, 1947, issue of the Indian Labour Gazette.

Number of Registrations and Placings.— The following table gives the details of the number of registrations and placings during the month under review:—

No. of applicants for employment assistance on the register at end of the previous month.....	341,816
Fresh Registrations during the month.....	53,030
Registrations during the month.....	4,670
No. placed in employment.....	12,093
No. found work or registrations lapsed.....	34,959
No. of applicants requiring assistance at end of the month.....	352,464
No. of vacancies outstanding at end of the month.—	
Reserved Railway vacancies*	54,001
Central or Provincial Government vacancies.....	25,129
All other vacancies.....	12,994
Total.....	92,124

* The filling of these vacancies will be spread over the entire phase of demobilisation and a period thereafter.

(Indian Labour Gazette, May, 1947).

GENERAL.

Meeting of Rice Study Group of F.A.O., Trivandrum,
16-5-1947 to 7-6-1947.

The Rice Study Group of the Food and Agricultural Organisation of the United Nations was inaugurated at Trivandrum on 16-5-1947 by Dr. Rajendra Prasad, Food Member in the Interim Government of India. As explained by its chairman, Mr. S.Y. Krishnaswami, alternate leader of the Indian delegation, the main purpose of this meeting of the Study Group was to study the rice situation, especially the problems confronting the rice producing and consuming countries of Asia, and ~~the~~ to prepare a report embodying specific suggestions for such action as may be needed to be taken nationally and internationally in applying to rice the objectives outlined in the relevant resolution of the Copenhagen Conference, namely "to develop and organise production, distribution and utilisation of basic food, to provide diets and health standards for the people of all countries and to stabilise agricultural prices at levels fair to the producers and consumers alike".

Before adj^{ing} ~~ing~~ side die on 7-6-1947, the study group adopted a working draft report prepared by its Committees on Expansion of Production, on Marketing, and on International Trade, with some slight modifications. The report is a compendious document dealing with all problems connected with rice, particularly the subjects of international cooperation, production trends and potentialities, conservation of available supplies, consumption and nutrition, improvements and expansion of production, improvements in domestic marketing, price policies, international trade in rice, research, and extension and exchange of information. In a letter to the Director-General of the F.A.O. the chairman of the study group has suggested that the main agenda for the proposed international conference on rice should be as follows:
(1) Whether an international organisation should be formed; (2) If so, its composition; (3) Its functions; (4) Its location; (5) Its staff; (6) Action to be taken on the recommendations of the Rice Study Group in regard to the rice problem in all its aspects.

(The Hindu, dated, 17-5-1947;
21-5-1947;
6-6-1947;
9-6-1947).

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British India to be partitioned into Pakistan
and India - Independent Dominion Status on
15-8-1947.

On June 3, 1947, the British Government announced its plan for the complete transfer of power to India. The plan envisaged the partition of the country into two independent dominions, comprising respectively of the Muslim majority and non-Muslim majority areas, and the creation of a new and separate Constituent Assembly to frame the constitution of the succeeding areas. The plan has been accepted by both the Muslim League and the Indian National Congress.

Two Dominions - India and Pakistan. - In accordance with the plan and the decisions subsequently taken by the Legislative Assemblies of the provinces of Bengal, the Punjab and Sind and representatives of Baluchistan, British India is to be divided into two independent States - Pakistan and India. Pakistan will include East Bengal, West Punjab, Sind and Baluchistan. The district of Sylhet in Assam, where Muslims are in a majority, has also voted in favour of joining Pakistan in a referendum held early in July, and a referendum is now being held in the North-West Frontier Province on the question whether that province should join Pakistan or India. A new and separate Constituent Assembly is to be set up to frame the Constitution of Pakistan. Parts of Bengal and the Punjab where the non-Muslims are in a majority are to be created into the two new provinces of West Bengal and East Punjab and these will take part in the proceedings of the existing Constituent Assembly and continue to remain constituent units of India. For the present both Pakistan and India are to remain within the British Commonwealth as independent dominions.

Indian Independence Bill, 1947. - In pursuance of the plan, the British Government introduced in the House of Commons, on 4-7-1947, the Indian Independence Bill. Under the provisions of the Bill, two independent Dominions, known as India and Pakistan, will come into existence on 15-8-1947. Full power to make laws both for internal and extra-territorial operation will be vested in each of the legislatures of the new Dominions and the British Government will give up, on 15-8-1947, all responsibility for the Government of any of the territories at present included in British India. The Bill was given its third reading in the House of Commons on 15-7-1947 and after being passed by the House of Lords is expected to receive the Royal assent by 18-7-1947.

(The Statesman, 4-6-1947; 5-7-1947; and
16-7-1947).

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Board of Research in Atomic Energy set up
in India.

A Board of Research in Atomic Energy has been set up under the auspices of the Council of Scientific and Industrial Research with Prof. H.J. Bhabha as Chairman. A Joint Committee of six members of the Board appointed by the Council and three representatives of the Travancore State Government has been constituted to advise both the Government of India and the Government of Travancore on all matters connected with research and development and disposal and utilization of the raw material.

Announcing the formation of the Board and the setting up of the Committee, Mr. C. Rajagopalachari, Member for Industries and Supplies in the Indian Interim Government, pointed out that there were large deposits of monazite sand in the Travancore beaches which was a valuable mineral required for the production of atomic energy. Perhaps the richest thorium ore in the world was to be found in the monazite sands of the Travancore coast. The atomic energy ~~resources~~ resources of India would not be frittered away or allowed to go to waste but would be handled by scientific research for constructive utilization.

(The Statesman, 6-6-1947).

Commonwealth Relations Department amalgamated with
External Affairs Department.

With effect from 1-6-1947, the Commonwealth Relations Department of the Government of India and the External Affairs Department have been amalgamated into one department, designated the Department of External Affairs and Commonwealth Relations.

(The Statesman, 31-5-1947).

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List of the more important publications received in this Office
during June, 1947.

Conditions of Work

Report by the Railway Board on Indian Railways for 1945-46.
Vol. I. Published by the Manager of Publications, Delhi.
1947. Price Rs.4 or 6s.6d.

Living Conditions

- (1) Annual Report on the Administration of the Housing Scheme, 1944-45.
Bombay: Printed at the Government Central Press. Price 1 anna or 1d.
1947.
- (2) The Working of ^{an} Industrial Trust (Delhi Cloth and General Mills Co.,
Ltd.) for the year 1944-45. Price Re.1/=-.

Organisation, Congresses, etc.

Proceedings of the Inaugural Conference, Indian National Trade
Union Congress, New Delhi, May 3 and 4, 1947. Mazdoor Manzil,
Parel, Bombay 12. 1947.

Education

Annual Report on Public Instruction in the North-West Frontier
Province, for the year 1944-45. Printed and Published by the
Manager, Government Printing and Stationery, N.W.F.P., Peshawar.
1947. Price Rs.6-11-0.

Post-War Reconstruction

Progress Report of the Directorate-General of Resettlement and
Employment for the period 1st July to 31st December, 1946.
Printed by the Manager, Indian Press Ltd., Allahabad.
