

INTERNATIONAL LABOUR OFFICE  
INDIAN BRANCH

Industrial and Labour Developments in April, 1946.

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

<u>Contents.</u>	<u>Pages.</u>
<b>1. <u>INTERNATIONAL LABOUR ORGANIZATION.-</u></b>	
Indian Legislature recommends Ratification of Amendment to ILO Constitution Demand for Increased Representation of Non-White Countries and Greater Attention to Agrarian Problems.	1-3
<b>2. <u>NATIONAL LABOUR LEGISLATION.-</u></b>	
<u>Government of India:</u>	
(a) Factories (Amendment) Act, 1946: 48 Hour Week for Factory Workers.	4
(b) Industrial Employment (Standing Orders) Act, 1946: Act No. XX of 1946.	4-6
(c) mica Mines Labour Welfare Fund Act, 1946.	6-7
(d) Minimum Wages Bill, 1946.	7-8
(e) Indian Trade Unions (Amendment) Bill, 1946: Consideration Postponed.	9
(f) 14 Days Notice of Intended Strike or Lock-Out to be made Obligatory in Public Utility Services: Proposal to amend Trade Disputes Act.	9
<u>Delhi:</u>	
Amendment to Delhi Factories Rules, 1937 - Draft.	9
<u>Bengal:</u>	
(a) Bengal Factories (Exemption) Rules, 1946: Draft.	10
(b) Managers of Non-Seasonal Factories to submit Half-Yearly Returns relating to Workers Employed: Amendment to Bengal Factories Rules.	10
<u>Bihar:</u>	
Fresh Rule under Factories Act: Managers of Perennial Factories to submit Annual and Half-Yearly Returns, and a Monthly Return relating to Closing Days.	10
<u>Bikaner State:</u>	
Bikaner State Workmen's Compensation Act, 1945 (Act No. III of 1945).	11
<b>3. <u>SOCIAL POLICY.-</u></b>	
Association of Personnel and Industrial Officers to be formed at Calcutta.	12

Contents.

Pages.

4. CONDITIONS OF WORK.-

Industrial Disputes

- (a) U.P. Sugar Factories dispute: Adjudicator's Award. 13
- (b) Bombay Textile Workers demand Restoration of Wage Cuts, Living Wage and 8 Hour Day: Industrial Court to Arbitrate. 14
- (c) Bombay Sweepers' Strike, 5 to 13-4-1946: Big Concessions with re. to Scales of Pay and Leave. 15

Welfare:

- (a) Expenditure on Labour Welfare work allowed as deduction in Income-tax Assessment: Central Government's Circular. 16
- (b) Amenities for Coal Mine Workers: Meeting of Coal Mines Welfare Advisory Committee, Dhanbad. 16

General:

- (a) Working of Factories Act in Bengal during 1944. 17-18
- (b) Labour Conditions in 38 Selected Industries: Reports of the Rega Committee. 18-19

5. ECONOMIC CONDITIONS.-

- (a) Decimal Coinage Bill to be circulated for Eliciting Public Opinion. 20
- (b) Indian Oilseeds Committee Act of 1946. 20
- (c) Development of Mica Industry: Report of Mica Enquiry Committee. 21-22
- (d) Indian Trade Delegation to China Returns: Bright Prospects for Indo China Trade. 22
- (e) Tariff Board submits Reports on Four Industries. 23
- (f) Schemes for Development of Indian Tobacco. 23
- (g) Bombay Sales Tax Act, 1946. 24
- (h) Central Control of Sugar Industry: Indian Sugar Producers' Association's Demand. 24

Textile Industry:

- Development of Sericulture Industry in Mysore: Five-Year Scheme of State Sericulture Department. 25

6. MIGRATION.-

- (a) Indians in Ceylon, 1944: Report of the Representative and the Agent of the Government of India. 26-32
- (b) Demand for unrestricted Entry of Indians into Kenya and for securing their just Rights: Council of State adopts Resolution. 32-33
- (c) East African Bill to Restrict Immigration. 33
- (d) South African Assembly passes Asiatic Land Tenure and Indian Representation Bill: India Government's Decision to refer Issue to U.N.O. 34-35
- (e) Ceylon Indian Congress Labour Union: 5th Annual Session, Nuwara Eliya, 28-4-1946. 35-36
- (f) Demand for Enfranchisement of Ceylon Indians: Annual Session of Ceylon Indian Congress, Nuwara Eliya, 26 to 28-4-1946. 36-37

<u>Contents.</u>	<u>Pages.</u>
<b>7. <u>AGRICULTURE.-</u></b>	
(a) New Tenancy Act in Hyderabad State: Fixity of Tenure and Fair Rent for Protected Tenants.	38
(b) Stimulating Rice Production: Government Subsidy in Burma.	39
(c) Cultivation of Improved Varieties of Cotton: Sind Government's Five Year Plan.	39
(d) Construction of Permanent Storage Bins for Food Grains: Punjab Government's Move.	39
(e) Clearing and Development of Land and Farm Settlements: New Engagement for Ceylon's Agricultural Corps.	40
<b>8. <u>NAVIGATION.-</u></b>	
All India Seafarers' Federation Formed.	41
<b>9. <u>PROFESSIONAL WORKERS, SALARIED EMPLOYEES AND PUBLIC SERVANTS.-</u></b>	
(a) Working of Punjab Trade Employees Act, 1940, during 1944.	42
(b) Increased Pay for Policemen in Bombay and Madras.	43
(c) Bombay Teachers' Strike Called off.	43
<b>10. <u>CO-OPERATION AND COTTAGE INDUSTRIES.-</u></b>	
(a) Development of Handloom Industry: Recommendations of Marketing and Research Committee.	44
(b) Scheme to increase Manufacture of Hand-made Paper in Bombay.	45
(c) All-India Co-operative Conference, Lucknow, 19 to 21-4-1946.	45-46
<b>11. <u>LIVING CONDITIONS.-</u></b>	
<u>Nutrition:</u>	
Snack Canteens to be set up in Cawnpore to offset Reduction in Millworkers' Ration.	47
<u>Housing:</u>	
(a) Rs. 25 Million Grant for Subsidizing Housing Schemes: Central Government's letter to Provincial Governments.	48
(b) Madras Government Scheme to consider Housing Schemes for Madras City postponed.	49
(c) Recommendations of Madras City Slum Dwellers' Reform Committee.	49
(d) Bihar Restriction of Uses of Land Act, 1946.	49
<b>12. <u>ORGANISATION, CONGRESSES, ETC.-</u></b>	
<u>Employers' Organisations:</u>	
(a) 19th Annual Session of Federation of Indian Chambers of Commerce and Industry, New Delhi, 31-3-1946 and 1-4-1946.	50-56
(b) 13th Annual Session of All-India Organisation of Industrial Employers*, Calcutta, 18-4-1946.	56-58
<u>Workers' Organisations:</u>	
Meeting of General Council of All-India Trade Union Congress, Nagpur, 20 and 21-4-1946: Delegates Chosen for I.L.O. Conferences.	59-60

<u>Contents.</u>	<u>Pages.</u>
<b>13. <u>PUBLIC HEALTH.-</u></b>	
Indian Nursing Council Bill, 1946.	61
<b>14. <u>EDUCATION.-</u></b>	
National Planning Committee's Scheme for Free Universal Education in India: Novel Proposal for Financing Scheme.	62-63
<b>15. <u>THE TRANSITION FROM WAR TO PEACE.-</u></b>	
<u>Wages:</u>	
(a) Government of Burma Sanctions Dearness Allowance for Government Employees.	64
(b) War and Dearness Allowances of Government Employees given Retrospective Effect in C.P., Sind and U.P.	64
<u>Employment:</u>	
Monthly Returns relating to Unskilled Labour Employed: Bombay Government prescribes Fresh Forms.	65
<u>Relaxation of Controls:</u>	
Further Relaxation of Export Control.	66
<u>Food:</u>	
(a) National Planning Committee's Five-Year Food Plan: Sub-Committee suggests 15-Point Programme.	67-68
(b) Review of Government of India's Food Policy: Meeting of Central Food Advisory Council.	68-69
(c) Development of India's Fisheries: Fish Sub-Committee Report.	69-70
(d) Indian Food Situation: Mr. Hoover's Investigation Tour, 24 to 26-4-1946.	70-71
<u>Demobilisation and Resettlement:</u>	
(a) Mysore Government Plans for Resettlement in Civil Life of Demobilised Service Personnel.	72-73
(b) Madras Act to provide for Acquisition of Lands for Ex-Servicemen.	73
(c) Railwaymen's Dispute: Adjudicator Appointed.	74-75
<u>Post-War Reconstruction:</u>	
Industrialisation Plans for Hyderabad State.	76
<b>16. <u>GENERAL.-</u></b>	
Labour Department, Government of India, Split up into Labour Department and Works, Mines and Power Department.	77
<b>17. <u>LIST OF THE MORE IMPORTANT PUBLICATIONS RECEIVED IN THIS OFFICE DURING APRIL, 1946.</u></b>	78-79

\*\*\*\*\*



INTERNATIONAL LABOUR ORGANISATION.

Indian Legislature recommends Ratification of Amendment to ILO Constitution: Demand for Increased Representation of Non-White Countries and Greater Attention to Agrarian Problems.

Government Motion.— A resolution recommending to the Governor General-in-Council that the Instrument for the Amendment of the Constitution of the ILO as adopted at the 27th Session of the International Labour Conference held at Paris in October, 1945, be ratified was moved in the Central Legislative Assembly on 18-4-1946 by Mr. S.C. Joshi, Labour Commissioner, Government of India.

Mr. Joshi urged that membership of the I.L.O. had proved very useful to the country and India had, in fact, followed its example in many of her labour enactments. The changes in the constitution made at the Paris Conference were intended to put the ILO on its own feet now that the League of Nations, with which the ILO had so far worked mainly jointly, was to be wound up. He was aware of the feeling in India regarding the "unsatisfactory" representation of India on the governing Body of the ILO and on the staff and he declared that the Government of India would lose no opportunity of expressing the feelings of the members of the House and seeing that proper and adequate representation was secured on the governing Body.

Debate in Assembly - Inadequate Representation of Non-White Countries on the ILO.— While there was general agreement that India should ratify the Paris decisions, most speakers insisted that non-white countries in general, and India in particular, should, in the future, secure a more effective voice in the management of the ILO, and that the ILO should devote greater attention to matters affecting the working classes of Asia and Africa. The main points of criticism related to (a) the representation of non-white countries on the governing Body; (b) the paucity of Asiatics on the staff of the ILO; and (c) the alleged neglect by the ILO of the problems of non-industrial, particularly, agricultural labour.

Speaking on the motion, Mr. N.V. Gadgil declared that the 402 million peoples of Europe had 12 seats on the governing Body; the 203 million of America had 11 representatives; but the 1,151 million of Asia, excluding Russia, had only five representatives. In point of contribution to the ILO India ranked third, but out of 397 officials of the ILO, 85 were French and 89 of British nationality. France received back 253 per cent of her contribution & by way of salaries to officials of her nationality and Britain 153 per cent of her contribution. If India continued to remain on the ILO he urged, she should do so as the champion of all Asiatic nations. Another speaker, Dewan Chamanlal complained that the ILO had mainly confined itself to labour problems of highly industrialised countries of the West. It was time that its attention was drawn also to agricultural labour and matters affecting the life of working classes of Asiatic and African countries. It was further suggested in the course of the debate that the hundreds of thousands of artisans in India, and other

Asiatic countries should also receive <sup>the</sup> attention of the ILO, and that separate seats should be allotted on the Governing Body of the ILO for Asiatic and African countries.

Assembly Recommends Ratification of Amendment - Demand for Increased Representation on Governing Body.- Finally, the Assembly accepted the official resolution, with an amendment stating that "in view of the utterly inadequate representation which the non-White countries had on the Governing Body during the last 25 years", the ILO should agree "to reserve for the non-White countries at least the number of seats now reserved for non-Europeans with any further additions that may be justified on a population basis".

#### Debate in Council of State

A similar resolution recommending to the Government of India that the Instrument for the amendment of the constitution of the International Labour Organisation, as adopted at the 27th Session of the ILO held at Paris in October last, be ratified, was moved in the Council of State on 16-4-1946 by Mr. S. IALL, the Labour Secretary.

Members' Criticism.- Criticism of the ILO, in the Council of State proceeded on the same lines as in the Legislative Assembly.

Moving an amendment that in the future constitutional reforms of the ILO now being considered, the Government of India should urge the ILO to safeguard the representation of Asia on the Governing Body by the reservation of six seats in the Government group, two seats in the employers' group and two seats in the workers' group and to Asiatics, Pandit Kunzru complained that there was a feeling that the ILO had been mainly a European organisation which neglected Asiatic countries. Out of sixty conventions they had passed, only six related to agriculture. In the Secretariat of the ILO, Indians and other Asiatics had very little or no share at all. The claims of Asia and India had been ruthlessly ignored and he was never able to get information of the names, nationality and pay received by the employees of the ILO. His information was that 43 per cent of the posts were held by France and the United Kingdom. He urged that a Regional Office and of the ILO should be established in India.

Government Reply.- Replying to the debate, Mr. IALL said that there were practical difficulties in agreeing to the amendment proposed by Pandit Kunzru. Firstly, it was not relevant to the resolution, and secondly, there were practical difficulties. He did not wish to commit the Government to any particular amendment but he entirely agreed with the principle. Mr. IALL added that the ILO was now recruiting two more officers from India and they were also going to appoint an Indian as Assistant Director. He agreed this was not enough and India must continue to press for better representation of Indians and Asiatics. In regard to the regional conference, the Government of India had written to the ILO to hold a regional conference in India and if all went well they should have one or two Asiatic regional conferences of the ILO in 1947. Mr. IALL acknowledged the help given to India by the ILO. Recently they sent three experts to help to draft health insurance schemes.

Motion accepted by House in Amended Form.- With the Government's approval, the House adopted the official resolution, with an ~~amendment~~

alternative amendment moved by Pandit Kanzra stating that in the further constitutional reforms of the ILO now being considered, the Government of India should urge the ILO to safeguard the interests of Asia by securing a larger proportion of seats for India on the Governing Body than was ~~presently~~ allotted at present.

(The Hindu, dated 17-4-1946).

2

NATIONAL LABOUR LEGISLATION.

Government of India:

Factories (Amendment) Act, 1946: 48 Hours  
Week for Factory Workers.

The Factories (Amendment) Bill, 1946 (vide page 1 of the report of this Office for March 1946) was passed by the Council of State on 11-4-1946, received the assent of the Governor General on 18-4-1946 and has now been gazetted as the Factories (Amendment) Act, 1946 (Act No. X of 1946).

(The Gazette of India, Part IV, dated  
27-4-1946, page 35; and 'Dawn', 12-4-1946)

Industrial Employment (Standing Orders)  
Act, 1946: Act No. XX of 1946.

A Government Bill requiring employers in industrial establishments formally to define conditions of employment under them was introduced in the Central Legislative Assembly on 8-4-1946.

Need for legislation: Labour Member's Explanation.— The Statement of Objects and Reasons appended to the Bill points out that experience has shown that "Standing Orders" defining the conditions of recruitment, discharge, disciplinary action, holidays, leave, etc., go a long way towards minimising friction between the management and workers in industrial undertakings, and that discussion on the subject during the Tripartite Indian Labour Conference (vide page 8 of the report of this Office for November 1945) revealed a consensus of opinion in favour of legislation.

During the course of the debate in the Assembly on 12-4-1946, Dr. B.R. Ambedkar, the Labour Member, explained that a similar Act already existed in Bombay and the Bill only proposed to extend the provisions of that Act to other provinces. The Bill did not touch the question of adjudication on the fairness and reasonableness of the terms of employment. Every employer was free under the Bill to fix whatever terms and conditions of employment he liked. What the Bill required was that ~~the~~ he should, after framing the terms and conditions of employment applicable to workmen employed in his establishment, submit them to an officer employed by the Government and that officer would take note of those terms and conditions and enter them in his register. The Bill was urgent as it was integrally related to another measure—health insurance—which the Government proposed to bring forth at the next session.

Enactment.— The Bill was passed by the Central Legislative Assembly, with a few amendments, on ~~the~~ 12-4-1946, by the Council of State on 18-4-1946 and received the assent of the Governor General on 23-4-1946.

5

Provisions: Employers in Industrial Establishments to frame and submit Standing Orders to Certifying Authority.- The Act provides for the framing of standing orders in all industrial establishments employing 100 or more workers. In the first instance the Act will apply to specified categories of industrial establishments which include, besides factories and railways, mines, quarries and oil-fields, tramway or motor omnibus services, docks, wharves and jetties, inland steam-vessels, plantations and workshops. The Central and the Provincial Governments, however, have been empowered to extend the Act to other classes of industrial establishments or to grant exemptions, where necessary, by notification.

Within 6 months from the date on which the Act becomes applicable to an industrial establishment, the employer is required to frame draft "standing orders" and submit them to the "Certifying Officer" for certification. The draft standing orders should provide among other things for (1) Classification of workmen, e.g., whether permanent, temporary, apprentices, probationers, or badlis (Substitutes); (2) manner of intimating to workmen periods and hours of work, holidays, pay-days and wage rates; (3) Shift working; (4) Attendance and late coming; (5) Conditions of work procedure in applying for and the authority which may grant, leave and holidays; (6) Requirement to enter premises by certain gates, and liability to search; (7) Closing and reopening of sections of the industrial establishment, and temporary stoppages of work and the rights and liabilities of the employer and workmen arising therefrom; (8) Termination of employment, and the notice thereof to be given by employer and workmen; (9) Suspension or dismissal for misconduct, and acts which constitute misconduct; (10) Means of redress for workmen against unfair treatment or wrongful exactions by the employer or his agents or servants; and (11) Any other matter which may be prescribed, by the appropriate Government. The Certifying Officer is empowered to modify or add to the draft Standing Orders so as to render them certifiable under the Act. It will not be his function, however, to adjudicate upon their fairness or reasonableness. There will be a right of appeal against the decisions of the "Certifying Officers".

Workers to be consulted before Certification of Standing Orders.- The Certifying Officer, before certifying the Standing Orders framed for any industrial establishment, is required by the Act to forward a copy thereof to the trade union, if any, of the workmen, or where there is no such union, to the workmen in such manner as may be prescribed, and to hear their objections, if any.

(The Gazette of India, Part IV, dated 4-5-1946, pages 46-50; and The Hindustan Times, dated 13 and 19-4-1946 ).

Mica Mines Labour Welfare Fund Act, 1946.

Dr. B.R. Ambedkar, Member for Labour, Government of India, introduced in the Central Legislative Assembly on 3-4-1946, a Bill to constitute a fund for the financing of activities to promote the welfare of labour employed in the mica mining industry.

Debate in the Assembly.- Speaking in the course of the debate on the Bill in the Assembly on 9-4-1946, the Commerce Member to the Government of India explained that he proposed to constitute two Advisory Committees one for Madras and the other for Bihar—the main mica mining centres. For the moment, he had left out constituting a separate committee for Rajputana as the number of workers there was less. However, some other agency would be found to carry out labour welfare schemes in the Rajputana mines also.

Mr. Geoffrey Tysen (European group) supported the principle of ameliorating conditions of labour in the industry, but said that the Mica Mining Enquiry Committee report, which he understood to be ready, should be looked into in order to ascertain what the industry could bear in the way of additional costs. This was necessary, he said, because he understood Government also proposed to introduce a separate duty on mica for marketing and grading. He suggested that the Government should think of passing on the proposed cess to the consumers, especially when ninety per cent of them were non-Indian.

The spokesman of the Congress party urged the Labour Member to introduce comprehensive legislation to ameliorate working conditions in the industry.

Replying to the debate the Labour Member stated that the proposed 2½ per cent cess on exports of mica would bring in approximately Rs. 500,000 a year. If at any time the House felt this amount was not enough, members could always bring in legislation to enhance the cess.

The Mica Mines Labour Welfare Fund Bill, 1946, as reported by the Select Committee was passed by the Central Legislative Assembly on 15-4-1946 and by the Council of State on 18-4-1946. It received the assent of the Governor General on 23-4-1946 and has now been gazetted as the Mica Mines Labour Welfare Fund Act, 1946 (Act No. XXII of 1946).

Objects.- According to the Statement of Objects and Reasons appended to the Bill it is urgently necessary to improve the living and working conditions of the labour employed in mica mining industry. Though the industry is one of great importance to the country, labour conditions are most deplorable and the Government of India is convinced that it must intervene by initiating a scheme of welfare measures. A member of the Labour Investigating Committee who had been deputed to study labour conditions in the mica mining areas, had recommended in his report, among other things, the working out of a comprehensive welfare scheme designed to improve the standard of living of the workers and to secure for them the requisite medical, educational, housing, water supply and other facilities. The Government of India feels that a start in this direction must be made at once by the creation of a Fund by the imposition of an ad valorem duty on all exports of mica. The Act gives effect to these proposals.

Provisions: Cess to be levied on Exports to finance Welfare Schemes.- The Act provides for the levy of a cess on all exports of mica from British India at a rate not exceeding  $6\frac{1}{4}$  per cent ad valorem (until 1-4-1947, the rate of the cess is not to exceed  $2\frac{1}{2}$  per cent ad valorem) and the net proceeds of the cess are to be credited to a fund called the Mica Mines Labour Welfare Fund.

Mica Mines Labour Welfare Fund.- The Central Government is empowered to utilise this fund for promoting measures, which are in the opinion of the Central Government necessary or expedient to promote the welfare of labour employed in the mica mining industry, and in particular to provide for (i) the improvement of public health and sanitation, the prevention of disease, and the provision and improvement of medical facilities; (ii) the provision and improvement of water supplies and facilities for washing; (iii) the provision and improvement of educational facilities; (iv) the improvement of standards of living, including housing and nutrition, the amelioration of social conditions and the provision of recreational facilities; and (v) the provision of transport to and from work. The Central Government may also utilise the fund to defray the grant to a Provincial Government, a local authority or the owner, agent or manager of a mica mine, of money in aid of any scheme approved by the Central Government for any purpose for which the Fund may be utilised.

Advisory Committees.- The Act also requires the Central Government to constitute two Advisory Committees, one for the Province of Madras and one for the Province of Bihar, to advise the Central Government on any matters arising out of the administration of the Act or the Fund. It further lays down that each Committee shall include an equal number of members representing mica mine owners and workmen employed in the mica mining industry, that at least one member of each Committee shall be a woman, and that at least one member of each Committee shall be a member of the Legislature of the Province concerned.

(The Gazette of India, Part IV, dated 4-5-1946, pages 52-54; and The Hindustan Times, 10, 16 and 19-4-1946).

### Minimum Wages Bill, 1946.

The Minimum Wages Bill, 1946, was introduced in the Central Legislative Assembly by Dr. B.R. Ambedkar, Labour Member to the Government of India, on 11-4-1946.

Provisions - Employments Covered.- The Bill provides for fixation by the Provincial Governments, of minimum wages for employments listed in a Schedule attached to the Bill where, according to the Statement and of Objects and Reasons, sweated labour is most prevalent or where there is a big chance of exploitation of labour. Part I of the Schedule covers employment in any of the following categories of establishments, viz:- (1) woollen; carpet making or shawl weaving establishments; (2) rice mills; (3) tobacco (including bidi making) manufactories; (4) plantations growing cinchona, rubber, tea or ~~gutt~~ coffee; (5) oil mills; (6) local authorities; (7) road construction or building operations; (8) stone breaking or stone crushing; (9) lac manufactories; (10) mica works; and (11) public motor transport.



Part II of the Schedule covers employment in agriculture, including the cultivation and tillage of the soil, dairy farming, the production, cultivation, growing and harvesting of any agricultural or horticultural commodity, the raising of live-stock, bees or poultry, and any practice performed by a farmer or on a farm as incidental to or in conjunction with farm operations, (including any forestry or timbering operations and the preparation for market and delivery to storage or to market or to carriage for transportation to market, of farm produce). The Bill, empowers a Provincial Government to add to the Schedule any employment in respect of which it is of opinion that minimum wages should be fixed.

**Provision for Fixation and Periodical Revision of Minimum Wages.-**  
The Bill requires Provincial Governments to fix the minimum rates of wages payable to workmen, within two years of its enactment in the case of all the employments listed in Part I of the Schedule, and, within three years in the case of agricultural labour, in view of the greater administrative difficulties involved in this case. The Provincial Government is not, however, required to fix minimum wages in respect of any scheduled employment where there are in the whole Province less than 1000 workmen engaged in such employment. The Bill further provides for the periodical revision of the minimum wages so fixed, the interval in no case to exceed five years.

In fixing or revising minimum wages the Provincial Government may fix different minimum wages for: (i) different scheduled employments; (ii) different classes of work in the same scheduled employments; (iii) adults, adolescents and children; (iv) men and women; and (v) different localities.

**Advisory Boards and Committees.-** Provisions has also been made in the Bill for appointment of Advisory Committees and Advisory Boards, the latter for co-ordination of work of the Advisory Committees. The Committees and the Boards will have equal representation of employers and workmen. Except on initial fixation of minimum wages, consultation with the Advisory Committees will be obligatory on all occasions of revision.

**Other Provisions.-** The Bill lays down that the minimum wages shall be paid in cash, but empowers the Provincial Government to authorise the payment of minimum wages either wholly or partly in kind. Taking the 8 hour day as the standard the Bill further provides for extra payment for overtime work in excess of eight hours.

**Enforcement.-** Under the provisions of the Bill every employer is required to maintain such registers and records, giving such particulars of workmen employed by him and the wages paid to them, as may be prescribed; and in cases where an employer pays less than the minimum wages fixed by Provincial Governments, a summary procedure is provided for recovery of the balance with penalty and for subsequent prosecution of the offending party.

Consideration of the Bill could not be completed during the budget session of the Assembly and it is understood that the Government of India is circulating the Bill by executive action for eliciting opinions.

(The Gazette of India, Part V, dated  
20-4-1946, pages 219-224; and  
The National Call, dated 22-4-1946).



7

Indian Trade Unions (Amendment) Bill, 1946:  
Consideration postponed.

In the Central Legislative Assembly, on 15-4-1946, Sir A. Ramaswami Mudaliar, the Leader of the House, announced that the Government of India had decided not to proceed with the Indian Trade Unions (Amendment) Bill, 1946 (vide page 3 of the report of this Office for February 1946), during this session, in order to expedite other business on the agenda.

(The Statesman, 16-4-1946).

14 Days Notice of intended Strike or Lock-out to be  
made Obligatory in Public Utility Services: Proposal  
to Amend Trade Disputes Act.

It is understood that the Government of India proposes to amend the Trade Disputes Act so as to make 14 days notice of an intended strike or lock-out mandatory in the case of the public utility services. In cases where the notice is mandatory, the Provincial Government will be bound to arrange for compulsory conciliation provided a reference of the dispute to an industrial court fails. Strikes or lock-outs within two months from the date of completion of the proceedings before the industrial court will be banned.

(The Times of India, 1-4-1946).

Delhi:

Amendment to Delhi Factories Rules, 1937-Draft.

The Chief Commissioner, Delhi, has published the draft of certain rules he proposes to make in exercise of the powers conferred by section 43 of the Factories Act, 1934, to replace rules 89 to 100 of the Delhi Factories Rules, 1937. The draft is to be taken into consideration on or after 29-7-1946.

The draft rules seek to define the classes of persons and categories of work exempted from the restrictions imposed by the Factories Act, 1934, on the working hours of adults (sections 34 to 40 of the Factories Act), and prescribe the conditions subject to which such exemptions may be permitted.

(The Gazette of India, Part II-A, dated  
27-4-1946, pages 138-139).

Bengal:

Bengal Factories (Exemption) Rules, 1946: Draft.

The Government of Bengal published on 21-3-1946, the draft of 'The Bengal Factories (Exemption) Rules, 1946' which it proposes to make in exercise of the power conferred on it by section 43 of the Factories Act, 1934.

The rules seek to define the classes of workers and the categories of work exempted from the restrictions imposed by the Factory Act on the working hours of adults (sections 34 to 40), and the conditions subject to which such exemptions may be granted.

The draft is to be taken into consideration on or after 15-7-1946.

(The Calcutta Gazette Part I, dated 21-3-1946, pages 545-550 ).

Managers of Non-Seasonal Factories to submit  
Half-yearly Returns relating to Workers Employed:  
Amendment to Bengal Factories Rules.

The Government of Bengal has gazetted an amendment to the Bengal Factories Rules, 1940, requiring the managers of all factories to submit annual returns giving a number of details regarding the workers employed by them during the previous year by 15th January each year, and the managers of nonseasonal factories to submit a similar return for the preceding (or the half) calendar year by 15 June and 15 January each year. Reference was made to the draft of the amendment at page 2 of the report of this Office for November 1945.

(The Calcutta Gazette, Part I, dated 14-3-1946, page 484 ).

Bihar:

Fresh Rule Under Factories Act: Managers of Perennial  
Factories to submit Annual and Half-Yearly Returns,  
and a Monthly Return relating to Closing Days.

Reference was made at page 2 of the report of this Office for January 1946, to the draft of a rule under the Factories Act which the Government of Bihar proposed to make requiring managers of factories in the province to submit annual and half-yearly returns and also a monthly return relating to closing days. The draft has now been approved and the rules have been gazetted.

(The Bihar Gazette, Part II, dated 17-4-1946, pages 305-306 ).

Bikaner State :

Bikaner State Workmen's Compensation Act,  
1945 (Act No. III of 1945).

An Act to provide for the payment by certain classes of employers to their workmen of compensation for injury by accident, received the assent of His Highness the Maharaja of Bikaner on 15-11-1945. The Act extends to the whole of Bikaner State and is to come into force from a date to be notified in the State Gazette.

The Act applies to all workmen who are employed on monthly wages not exceeding Rs. 500/- in any such capacity as is specified in a schedule appended to the Act. It provides that if personal injury is caused to a workman by accident arising out of and in the course of his employment, his employer shall be liable to pay compensation in accordance with the provisions of the Act. It further provides that if a workman employed in any employment specified ~~therein~~ in a ~~specified~~ schedule appended to the Act contracts any disease specified therein as an occupational disease peculiar to that employment, or, if a workman, whilst in the service of an employer in whose service he has been employed for a continuous period of not less than six months in any employment specified in the Schedule, contracts any disease specified therein as an occupational disease peculiar to that employment, the contracting of the disease shall be deemed to be an injury by accident within the meaning of the Act and, unless the employer proves the contrary, the accident ~~shall~~ shall be deemed to have arisen out of and in the course of the employment.

Schedule I appended to the Act lists the injuries deemed to result in permanent partial disablement; Schedule II contains the list of persons who are included in the definition of workmen; Schedule III defines the types of occupational diseases covered; and Schedule IV prescribes the amounts of compensation payable to different classes of adult workmen in respect of (a) ~~death~~ death; (b) permanent total disablement; and (c) temporary disablement (half-monthly payments).

(Bikaner State - Workmen's Compensation  
Act (Act III of 1945): Printed at the  
Government Press, Bikaner, 1945).

12

SOCIAL POLICY.

Association of Personnel and Industrial Officers to be  
formed at Calcutta.

It is understood that at the instance of the Appointments Board, Calcutta University, it has been decided to form an Association of Personnel and Industrial Officers actively engaged in the field of labour welfare or personnel management, with a view to furthering the following objects :-

(1) To promote and encourage the study of personnel and industrial welfare problems; (2) to further the collection, analysis and dissemination of information relating to Personnel and Industrial welfare matters; (3) to extend the use of scientific methods in relation to Personnel Management and Industrial Welfare work; (4) to spread ideas concerning the importance of human values in industry; and (5) to promote and safeguard the status of Personnel and Industrial Welfare work and those engaged therein, or such extension or modification of the above objects as may be approved at any subsequent representative meeting of members.

(Indian Labour Gazette, March, 1946).

Industrial Disputes.U.P. Sugar Factories dispute: Adjudicator's  
AWARD.

Minimum Wage of Rs. 22-8-0 per month Suggested.- Mr. K.R. Malcolm, Labour Commissioner, U.P., who was appointed adjudicator in dispute <sup>12</sup> between the labourers and employers in three sugar mills in the United Provinces has recommended that a minimum wage plus dearness allowance of Rs. 12 a day or Rs. 22-8-0 per month, per employee now paid by one of the mills, should also be paid by the others. The Labour Commissioner felt that it was scarcely possible to lay down fixed grades and increments in the manner asked for on behalf of the employees. Their remunerations must depend to a large extent on the skill and experience and the nature of work done by them. But it was desirable that all employees engaged on clerical work should, as from 1-3-1946, receive a minimum wage inclusive of dearness allowance of net less than Rs. 30 per month.

Leave Privileges.- Mr. Malcolm, held that the demands for bonus, retaining allowances, old age pension and provision for Provident Fund were not justified when there was no provision for such expenses in the ex-factory sugar price. He, however, recommended that seasonal workers should be entitled to 1½ days' leave with pay for each month they worked during the season. For periods other than completed months, 10 days of work will entitle them to half day's leave and periods of less than 10 days will be ignored. The leave will be given at the direction of the management, but if the leave has not been availed of at the end of the crushing season the pay for the amount of leave earned will be paid to seasonal employees.

Quarters.- As regards housing, the adjudicator has recommended that permanent employees of the factories who are not permanent residents in any town or village within a radius of three miles of the factory should be paid allowance at the rate of 10 per cent of their monthly basic wages or, if they are paid daily wages, at 10 per cent of the amount which they would earn for 30 days' work.

(The Hindustan Times, 10-4-1946).

16

Bombay Textile Workers demand Restoration  
of Wage Cuts, Living Wage and 8 Hour Day!  
Industrial Court to Arbitrate.

**Workers' Demands.-** In the third week of April a notice was given by the Bombay Girmi Kamgar Union on behalf of the textile workers of Bombay to the Labour Officer demanding, under the Bombay Industrial Disputes Act, certain changes in respect of wage cuts, an increase in the basic wages and a change in the working hours. The changes desired by the workers are: Restoration of the 13 per cent wage cut which remained unrestored in 1936-37, payment of a bonus equivalent to one month's earnings, increase of 12½ per cent in the basic wages, introduction of a living wage standard as recommended by the Textile Labour Inquiry Committee, standardisation of wages and masters and introduction of an 8 hours duty without any reduction in the present level of wages and earnings. The notice also demanded in view of the urgent need to increase the supply of cloth and of the ~~necessary~~ necessity to provide greater employment, the immediate introduction of three shifts of 7½ hours each with the same remuneration as for 8 hours. An extra allowance of 15 per cent of the wages as night allowance is also demanded.

At a press conference on 25-4-1946, Mr. Gulzarilal Nanda, Minister for Bombay Labour, Bombay, announced that the Government of Bombay had decided to refer the question 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.

Government reply to Demands of Girmi Kamgar Union: Refusal to Repeal Bombay Industrial Disputes Act, 1938.- With reference to the various demands put forward by the Girmi Kamgar Union, Mr. Nanda stated that the question of wages, including special payment for night shift, was going to the Industrial Court. Certain other issues like three shifts, eight hour day, sickness insurance and other matters were being dealt with at the moment by the Government of India, which was introducing comprehensive legislation. A third demand was that the Bombay Industrial Disputes Act of 1938 should be repealed. He stated categorically that it would not be repealed. Certain amendments to the Act were under contemplation. These, he was confident would be welcomed by the workers. But apart from the amendments and change of certain rules there was no question of repeal.

Outlining the Bombay Government's policy Mr. Nanda declared that the Government was determined, as a matter of policy, to see, firstly, that industrial peace was maintained. Secondly, the Government wanted production of goods to be maintained on a high level. At the same time, the Government did not want everything to be left to the will of the employer in his relations with labour. To that extent the Government would interfere in any issue affecting the employer and the worker, with the object of promoting the welfare of labour.

(The Bombay Chronicle, 25 and 27-4-1946;  
The Statesman, dated 27-4-1946 ).

15

Bombay Sweepers' Strike, 5 to 13-4-1946:  
Big Concessions with re. to scales of pay  
and leave.

Employees of the Bombay Municipality, numbering about 11,000, including 6,000 sweepers, struck work on 5-4-1946 and the strike steadily developed into a threat to the public health of the city, the Municipal authorities fearing not only a deterioration in the city's public health but an actual outbreak of epidemics. An agreement was, however, reached between the Municipality and the strikers on 12-4-1946. The terms of the settlement are: (1) basic pay for men, women and boys of Rs. 30-1-35; (2) house rent of Rs. 6 per individual and Rs. 9 per family; (3) 30 days' privilege leave in a year, 20 days' casual leave, extra allowance of Rs. 5 for unclean work; (4) dearness allowance on the existing basis of Rs. 22 per month; (5) a maximum of eight hours' work per day; and (6) a weekly holiday in addition to all public holidays (as at present).

As a result of the agreement more than 80 per cent of the staff will receive at once a salary of Rs. 35 a month.

It is believed that these concessions will cost the Corporation more than Rs. 3 million a year.

(The Times of India, 13-4-1946;  
The Statesman, dated 8-4-1946).

16

Labour Welfare.

Expenditure on Labour Welfare Work allowed as  
deduction in Income-Tax Assessment: Central  
Government's Circular.

In order to offer some inducement to employers of labour to continue expenditure on labour welfare work without interruption during years of low profits or even losses, the Central Board of Revenue, Government of India, has issued an income-tax circular directing that any expenditure on labour welfare work, not ~~that~~ of a capital nature, actually incurred during the previous year should be allowed, in entirety, as deduction in income-tax assessments, irrespective of the actual amount of profits for that year available for meeting the expenditure. In those years in which there are small profits or losses and the expenditure is wholly or in part met from reserves previously set apart and not allowed as a deduction, it should be allowed in full against the income of the year in which it is actually incurred and the resultant loss, if any, should be carried forward.

(Income-Tax Circular No. 3 of 1946 dated 26-3-1946, issued by the Secretary, Central Board of Revenue: Journal of the Indian Merchants' Chamber, Bombay, for April, 1946 ).



General.

Working of Factories Act in Bengal during 1944.

**Number of Factories.**- During 1944 there was an increase of 57 in the total number of factories in the province, subject to the Factories Act 1934. Out of a total of 2,107 factories on the register at the end of 1944, 1,724 were perennial and 383 seasonal.

**Number of operatives.**- The following table gives the numbers of adults, adolescents and children employed in the perennial and seasonal factories during the year under review:-

	Perennial	Seasonal	Total
Adults-			
Male .....	616,355	23,267	639,622
Female .....	52,720	7,297	60,017
Total	669,075	30,564	699,639
Adolescents-			
Male .....	5,829	785	6,614
Female .....	262	191	453
Total	6,091	976	7,067
Children-			
Male .....	1,492	371	1,863
Female .....	32	40	72
Total	1,524	411	1,935
Grand Total	676,690	31,951	708,641

During the year the total number of workers increased by 13,598, the most predominant contributions being from general engineering works and cotton mills. There were however exceptional reductions in the jute mills and jute presses. The number of women workers increased by 3,430-1,259 in jute mills 292 in cotton mills and 1,879 in the others.

**Inspections.**- During the year a total of 2,499 visits were made by the inspectors to registered factories and 184 to unregistered concerns. Of these, 1,026 were visited once, 279 twice, 134 thrice and 86 more than thrice. These figures include 240 special visits for investigation into complaints, enquiry into accidents, collection of statistics, etc. 87 factories remained uninspected.

**Prosecution and Convictions.**- Three prosecutions cases were instituted during the year concerning the illegal employment of adolescents and children, convictions being obtained in all cases. The total number of factories prosecuted during the year was 36, while out of 51 cases instituted, 24 were pending at the end of the year.

**Improvements in Working Conditions.**- A few exemptions were granted either under section 8 or under sub-section (2) of section 44 of the Act in regard to working hours. Conditions were however imposed on these factories by executive order whereby a working week of sixty hours was secured generally. Wage rates remained the same as in the

previous year although concessions and allowances were increased in some cases to meet the rising cost of living. With conditions arising out of the war, little had been done by way of improvements. Lack of requisite materials had discouraged mechanical lighting and ventilation schemes while the housing programmes also suffered a set back. The majority of the employers however had given proper measure of attention to matters of sanitation. The enforcement of A.R.P. measures in regard to reserved water tanks and alternative sources of water supply for fire-fighting purposes had resulted in the provisions of the Factories Act being more than adhered to.

As regards other forms of welfare activities, establishment of maternity clinics remained dormant, while provision of creches, labour bureaux and inauguration of workers history record systems were on the increase. New canteens were established and fresh provident funds were started for the workers. Four new welfare centres had been opened during the year ~~at the cost of the Indian Jute Mills Association.~~

**Accidents.**- During the year the total number of accidents increased by 1,556 over the figures for the previous year, but there was a decrease of 5 in the number of fatal and 29 in the number of serious accidents. Most of the accidents took place in the general engineering, ship building, metal works, iron and steel smelting works and jute mills.

(Indian Labour Gazette, March, 1946).

Labour Conditions in 38 Selected Industries:  
Report of the Rege Committee.

A collection of data relating to certain aspects of labour conditions and embodied in 35 reports has been compiled by the Labour Investigation Committee appointed by the Government of India in 1944 (vide page 46 of our report for February 1944) with Mr. D.V. Rege, as Chairman and Mr. S.R. Meshpande, Dr. Ahmad Mukhtar and Mr. B.P. Adarkar as members. 20 of these reports were placed on the table of the House in the Central Assembly on 9-4-1946 by Dr. B.R. Ambedkar, Labour Member.

The Committee selected the following industries for investigation:-

- A. Mining. (1) Coal. (2) Manganese. (3) Gold. (4) Mica. (5) Iron Ore. (6) Salt.
- B. Plantations. (7) Tea. (8) Coffee. (9) Rubber.
- C. Factory Industry. (10) Cotton. (11) Jute. (12) Silk. (13) Wool-len. (14) Mineral Oil. (15) Dockyard. (16) Engineering. (17) Cement. (18) Matches. (19) Paper. (20) Carpet Weaving. (21) Coir matting. (22) Tanneries and Leather Goods Manufacture. (23) Potteries. (24) Printing Presses. (25) Glass. (26) Chemical and Pharmaceutical works. (27) Shellac. (28) Bidi-making. (29) Mica Splitting. (30) Sugar. (31) Cotton Ginning and Baling. (32) Rice Mills.
- D. Transport. (33) Transport Services (Tramways and Buses). (34) Non-gazetted Railway Staff.

E. Other types of labour. (35) Port Labour. (36) Municipal Labour. (37) Central P.W.D. (38) Rickshaw/Pullers.

During their two years of work, the chairman and members toured the country, visiting 65 industrial centres. On-the-spot investigations were carried out in 528 centres including plantations estates and mines. No fewer than 1,631 establishments relating to various industries were surveyed. Questionnaires were issued to various industrial concerns, provincial and State Governments and officials and employers' and employees' organizations. The Committee employed a fieldstaff which was sent out on ad hoc surveys. This staff not only collected information on the spot in the various centres but also drew upon ~~xxx~~ every other possible source of information.

The Committee's survey covered all Provinces with the exception of the North-West Frontier Province where none of the industries selected for survey was sufficiently important. It extended to many of the Indian States also, such as Kashmir, Patiala, Gwalior, Baroda, Mysore, Sandur, Travancore, Cochin, Bundi, Indore and some of the States of the Eastern States Agency. No survey was however undertaken in the Hyderabad State as that State preferred to appoint a Labour Investigation Committee, with terms of reference identical to those of this Committee, for enquiry into local labour conditions.

Sampling Method Adopted.- As it was felt that the peculiar problems of labour had more an industry-wide than a region-wide dispersion, ~~the~~ the Committee adopted the sampling method and conducted an industry-wise survey throughout India. Representative centres were selected region-wise for the survey so as to discover differences in the conditions of labour in the same industry in different parts of the country.

(Report on Labour Conditions in the  
Iron Ore Industry, 1945; and  
The Statesman, 11-4-1946 ).

(Nine reports have already been sent to Montreal along with this Office's Minutes D.1/368/46 dated 1-5-1946 and D.1/374/46 dated 3-5-1946; copies of the other reports will be forwarded as and when they are received in this Office ).

## ECONOMIC CONDITIONS.

### Decimal Coinage Bill to be circulated for eliciting public opinion.

Reference was made at page 23 of the report of this Office for February 1946 to the introduction in the Central Legislative Assembly, on 18-2-1946, of a Bill proposing a decimal system of coinage for India. On 18-4-1946, the Assembly agreed to the circulation of the Bill for eliciting public opinion.

The Finance Member, in the course of his speech, said that it was proposed to leave the rupee, the half rupee and the quarter rupee untouched, but to replace the two-anna and smaller coins by cents. The rupee would be divided into 100 cents and 200 half cents. For business and other purposes the decimal system was more advantageous. Further, the existing system, of small coins below four annas were made of an alloy which had been found unsatisfactory, and the Government had decided to replace these coins—totalling some Rs. 5,320 million—by another alloy which was practically the same as that existing before the war. The change, he thought would benefit trade and commerce and simplify the methods of computation. Dealing with objections to the Bill, the Finance Member said that both the old and new sets of small coins would be in circulation during the period of change-over. This should in fact help the poorer classes who, it had been suggested, would be affected adversely.

The provincial Governments, chambers of commerce and trade associations in the country whom ~~the~~ he had consulted had voted in favour of the proposal, the Finance Member added. 3

(The Statesman, dated 17-4-1946).

### Indian Oilseeds Committee Act of 1946.

The Indian Oilseeds Bill, referred to at page 23 of the report of this Office for January, 1946, after having been passed by the Indian Legislature received the assent of the Governor-General on 18-4-1946 and had now been gazetted as Act No. IX of 1946.

(The Gazette of India, 27-4-1946,  
Part IV, pages 28-35).

27

Development of Mica Industry: Report of Mica Enquiry Committee.

Reference was made at page 9 of our report for November 1944 to the appointment of a Mica Enquiry Committee, under the chairmanship of Mr. Justice D.E. Reuben, for an investigation of the mica industry's immediate and long-term problems. The Report of the Committee has recently been published, and its recommendations are briefly noticed below:-

Mica Production and Trade.- The report points out that before the war, over 70 per cent of the world's supply of sheet muscovite came from India. The output of dressed mica averaged roughly between 140,000 to 185,000 cwts. during 1940-1943. Mica worth Rs. 27,361,458 was exported in 1944. During the war, India supplied between 80 to 90 per cent by value of the total splittings imports of the U.S.A. which was her biggest customer for that commodity. The secret of India's pre-eminence in the mica splitting industry, the Report remarks, is its cheap labour, which, by years of experience, has acquired superior efficiency. The Report opines that the industry has a long future ahead, provided mining is done on sound lines. It stresses that systematic mining should be made compulsory in deeper mines, and recommends also the compulsory maintenance of records of abandoned mines and prospecting pits by the Indian Mines Department. It suggests that technical assistance may be given to the miners by the Inspectorate of Mica Mines and that the employment of qualified mine managers should be made compulsory in the mines.

Principal Recommendations.- The Committee recommends the setting up of a Mica Marketing Control Board, consisting mainly of trade members, to control the marketing of Indian mica; the establishment of Mica Wardens' Boards and an Inspectorate of Mica Mines; wider application of the Mines Act to mica mines and revision of the rules and regulations under the Act; special Central Legislation based on the Mica Control Order; the levy of a cess on mica exports for the creation of welfare funds; and research and propaganda for increased use of mica in indigenous industries.

Inspectorate of Mica Mines.- The Committee proposes the establishment of a separate Inspectorate of Mica Mines and the application of the Mines Act to all mica mines except shallow mines or those employing 20 or less number of labourers. It suggests an examination and revision of the complicated regulations and rules under the Mines Act and their relaxation in case of small mines.

Mica Marketing Control Board.- In the sphere of marketing the Committee suggests the setting up of a Mica Marketing Control Board consisting of ~~three~~ three Government and 19 other members to prescribe standards and minimum prices and to control the export of mica. It also suggests that negotiations should be taken up with the Government of the U.S.A. to bring the tariff on imports of manufactured mica into line with other mica. With the numerous uses to which ground mica can be put, it is a matter of great regret to the Committee that India's resources of waste mica should be allowed to go out of the country. As far as possible new legislation for mica should, according to the Committee, be enacted at the Centre.

Mica Labour.- Referring to the condition of mica labour the Report remarks that an attempt should be made to increase the wages

both on the mining and on the factory side of the industry. The Committee recommends that in fixing minimum prices for mica under the Marketing Control scheme, due weight should be given to the need for paying adequate wages to labour. They suggest the establishment of a Welfare Fund for providing housing and other amenities to labour. (A Bill giving effect to this suggestion was recently passed, both the Houses of the Indian Legislature, vide page 6 of this report).

Cess on Exports.- The Report proposes a levy of a 6 per cent ad valorem duty on all mica exports so as to finance the establishments suggested and for research in the interests of the industry. The Committee recommends the allotment of 5/12ths of the revenue to welfare work, 1/4th to the Inspectorate of Mica Mines and the mining classes, and the 1/3rd to the Mica Marketing Control Board. The revenue from the cess can be supplemented by contributions from the Central and Provincial Government's funds.

The Mica Enquiry Committee was assisted by eight assessors chosen from the industry and labour and from the Governments of Bihar and Madras. Technical advice was rendered to them by the Director, Geological Survey of India, the Chief Inspector of Mines and a representative of the Directorate of Scientific and Industrial Research. The Committee called and received 40 memoranda, examined 69 witnesses and inspected 25 mines and 27 factories in its tour of the Bihar, Rajputana and Madras areas.

(The Hindu, dated 7-4-1946).

Indian Trade Delegation to China Returns:  
Bright Prospects for Indo China Trade.

The Indian trade delegation to China to which reference was made at page 17 of the report of this Office for February 1946, returned to New Delhi on 30-3-1946. In China, the delegation visited Hong Kong, Shanghai, Peiping, Tientsin and Chungking, met leading representatives of business organisations and commercial bodies in these places and discussed trade matters with Ministers and other high ranking officers of the Government of China. According to Mr. K.K. Chettur, the Leader of the Delegation, the prospects for India selling her surplus short-staple cotton and tobacco in the China market were bright and the prospects for the development of Sino-India trade were also equally favourable.

(Vanguard, 2-4-1946.)

Tariff Board submits Reports on Four  
Industries.

The Indian Tariff Board (vide pages 51-52 of the report of this Office for November 1945) has submitted reports to the Government of India on four industries, viz., calcium chloride, antimony, grinding wheels and sodium thiosulphate, sodium sulphite and sodium bisulphite. It has besides, concluded oral examination of witnesses in connection with three other industries, viz., phosphoric acid and phosphates, steel baling hops and bichromates. Besides completing the reports of these three industries, the Board will conduct inquiries into three other ~~industries~~ industries, namely, aluminium, coated abrasives, and caustic soda and bleaching powder, during the next two months.

(The Statesman, 27-4-1946).

Schemes for Development of Indian  
Tobacco.

A scheme for the development of Virginia cigarette tobacco in the area around Muzaffarpur (Bihar) was considered and accepted at a meeting in Delhi of the Indian Central Tobacco Committee. It was decided to open a number of research stations for work on cigarette tobacco, ~~in~~ including one at Rajahmundry, for biri tobacco. Arrangements are nearly complete for setting up a station at Anand. A station for hukka and chewing tobacco will be located in Bihar. A central research station for fundamental work on all types of tobacco is to be established at Cuttur.

(The Statesman, dated 3-4-1946).



27

Bombay Sales Tax Act, 1946.

The Bombay Sales Tax Bill, 1946, to which reference ~~was~~ was made at pages 16-17 of the report of this Office for December 1945, received the assent of the Governor General on 28-2-1946 and is now gazetted as the Bombay Sales Tax Act, 1946 (Bombay Act No. V of 1946).

(The Bombay Government Gazette, Part IV  
dated 8-3-1946, pages 83-89 ).

Central Control of Sugar Industry: Indian Sugar  
Producers' Association's Demand.

In its report for the year 1946 the Committee of the Indian Sugar Producers' Association pleads for a central control policy for the Indian sugar industry based on: (i) the allocation of production quotas to the various provinces and states on the basis of the demand and of their existing production capacities; and (ii) the creation of a statutory All-India Marketing Organisation with necessary State control over such organisation.

The report of the Committee traces the development of <sup>the</sup> sugar industry from the year 1932 when the imposition of protective tariff against Java sugar gave a great impetus to cane cultivation. At present the area under cane cultivation in U.P. has increased by 41 per cent to 2,240,000 acres and the number of factories has risen from 14 to 70. Bihar shows a similar increase in cane cultivation.

Need for Central Control.- The Control Act of 1938 had provided for the establishment of a Sugar Control Board, licensing and extension of sugar factories, reservation of cane areas for factories, imposition of cess and fixation of cane prices, and the policy of both the provinces of U.P. and Bihar had been ~~designed~~ designed to forestall danger of over-production in India.

Central Policy the Committee, therefore, urges should aim at utilizing to the best advantage of the existing resources of the country as a whole including existing factories and existing cane reserves. Further expansion should be allowed only when the existing production capacity falls short of the demand. The encouragement of the industry in other provinces at the expense of the established industry in the U.P. and Bihar would be uneconomic from an all-India standpoint. The Centre should allocate quotas of sugar production, based on estimated demands, to the various ~~sugar-producing~~ sugar-producing provinces and States. These quotas should be distributed according to the production capacities of the various areas. If the demand in any area is in excess of the existing production capacities, the surplus must be distributed ~~pre rata~~ pre rata to all provinces and States for a reasonable number of years.

This, the Committee urges, would ensure balanced development of the industry and control production, while the provinces in turn would have absolute internal control which would enable them and the cane-grower to stabilize their cane production, especially in factory zones, thus avoiding large fluctuations in cane acreage which now ~~exists~~ occur.

(The Hindustan Times, 6-4-1946).



## Textile Industry.

### Development of Sericulture Industry in Mysore: Five-year Scheme of State Sericulture Department.

A comprehensive five-year scheme for the development of sericulture industry in Mysore State has been submitted by the Sericulture Department to the Government. Under this scheme, it is proposed to establish: a central sericulture school and a research institute at Chennapatna centre of the silk industry in Mysore, 50 farms at the rate of ten farms a year for producing seed cocoons, two new hill stations for rearing univoltine and bivoltine races of silkworms, 12 mulberry nurseries, arrangements for supplying about 60,000 disease-free layings and 35 co-operative societies to supply necessary raw materials to sericulturists in the State. The scheme is estimated to involve Rs. 3,100,000 non-recurring and Rs. 7,900,000 recurring expenditure.

Nearly 200,000 people, representing some 3,000 villages, are engaged in this industry in Mysore State.

(The Times of India, 3-4-1946).

MIGRATION.Indians in Ceylon, 1944: Report of the Representative and the Agent of the Government of India\*.

Mr. M.S. Aney and Mr. R.T. Chari, I.C.S., were the Representative and the Agent respectively of the Government of India in Ceylon, during 1944. The following is a brief review of their reports for 1944.

A. Report of the Representative:

Constitutional Reform: The Soulbury Commission.- In July 1944 it was announced by His Majesty's Government, that it had decided to appoint a Commission to examine the Ceylon Ministers' proposals for constitutional reforms and that the Commission would visit Ceylon for this purpose towards the end of 1944. The Commission was presided over by Lord Soulbury and the terms of reference clearly enjoined upon the Commission to draw up their proposals after consultation with various interests in the Island including minority communities. The Commission arrived in Ceylon towards the end of 1944. (The report of the Commission was published in October 1945, and was summarized at pages 34-35 of our report for October 1945).

During the year there was thus little progress towards achieving understanding between India and Ceylon especially, on the question of franchise and representation of Indians in Ceylon. However, the social contacts established by the Representative and the visits of some distinguished Indians to Ceylon on cultural missions were of considerable help in establishing a friendly atmosphere.

Exclusion of Non-Ceylonese from Employment in Government Departments.- A circular issued from the offices of the Chief Secretary to the Government of Ceylon in January 1940, announced that non-"Ceylonese" should not be engaged in any capacity whatever by Ceylon Government departments without the prior sanction of the Chief Secretary. This circular has caused particular hardship to the children of several Indian employees of the Ceylon Government Railway who have already spent many years of service on the railway and is having its repercussions on the ~~local~~ local bodies and other public institutions as well.

Economic Conditions in Ceylon.- During the year, India continued to export to Ceylon pulses, condiments, etc., and she remained practically the sole exporter of sheep and goats for mutton, of curry-stuffs, eggs, dried fish, onions, potatoes and, to a very large extent, of textiles. The dependence of the island on a wide range of imports which the war

---

Annual Report of the Representative and the Agent of the Government of India in Ceylon for the year 1944: Published by the Manager of Publications, Delhi; Printed by the Manager, Government of India Press, New Delhi, 1946: Price Rs. 2-4 or 3s. 9d.; pp.v + 48.

as thrown into prominent relief has led to intense activity on the part of the Department of Industries, Ceylon. A Government glass factory and Government ceramic factory were opened during the year; proposals to augment textile looms and to establish a silk industry were also under consideration. The economic situation was generally marked by full employment and a large increase in money incomes combined with a severe shortage of consumer goods.

Effect of War time Controls on Indian Traders.- The various war time controls affected Indian traders adversely. The distribution of rice and foodstuffs such as pulses, condiments, etc; and also of a large percentage of certain types of textiles, was passed on to cooperative stores, and the incidence of these control measures was heaviest on Indian traders who found themselves deprived entirely of their share of the internal ~~wholesale and retail~~ wholesale and retail trade in important categories of foodstuffs and of their share in a large portion of the retail trade in textiles. The Government of India, through its Representative, conveyed to the Government of Ceylon its desire that the wartime controls should cause the least possible interference to the existing trade channels. No specific action was taken, however, to meet these representations.

Indian Seamen's Institute at Colombo.- During the year <sup>the</sup> Representative initiated a ~~project~~ project for establishing an Indian Seamen's Institute at Colombo, where Indian seamen coming ashore or shipwrecked can be housed and fed in wholesome surroundings and provided with the facilities of a canteen and a club. A donation of Rs. 5,000 towards the proposed Institute was made by His Excellency the Viceroy out of his ~~Private~~ Purposes Fund; and a non-recurring grant of Rs. 5,000, in addition is sanctioned from the Central Revenues of the Government of India for its purpose for the year 1944-45. The total sum of Rs. 10,000 is kept as a separate fund to be administered by the Representative at his discretion to further the project. A Committee has been set up to investigate the project which has, however, been held up by the non-availability of suitable accommodation owing to excessive crowding of Colombo under war conditions. It is hoped to inaugurate the Institute as soon as a suitable building becomes available.

#### B. Report of the Agent:

The report of the Agent of the Government of India, points out that the total area of 18,212,400 acres of Ceylon, approximately 549,571 acres are under tea, and 637,739 acres under rubber. The estimated total population of Ceylon at the end of 1944 was 6,384,000 as against 197,000 in 1943. The number of Indians was estimated at 800,000.

Indian Estate Population.- The total number of Indian labourers and their dependants on estates on 31-12-1944 was 613,472 as against 2,196 at the end of 1943 and 680,785 at the end of 1942; of these 3,260 were men, 177,608 women and 247,604 children. The total number of estates employing 5 or more Indian labourers and paying acreage fees to the Indian Immigration Fund on 31-12-1944 was 1,516 as against 1,458 in 1943 and 1,396 in 1942.

~~Under the provisions of the~~  
Controller General of Emigration.- Till recently the provisions of the Indian Emigration Act, 1922 and the rules framed under it, in so far as they related to Ceylon were administered on behalf of the Government of India by the Madras Government acting through the Commissioner of Labour, Madras, and the Protectors of Emigrants at Madras, Mandapam and Tuticorin which are the ports mainly concerned with emigration to Ceylon. From 1-10-1944, the Government of India took over the direct

control of emigration; Mr. A.V. Pai, O.B.E., I.C.S., who was Agent of the Government of India in Ceylon ~~from~~ 1936-40 was appointed to the newly created post of Controller General of Emigration, New Delhi.

General exemptions from the Ban.- The rules now in force prohibit the emigration of Indians to Ceylon for unskilled work except in the case of those who have been in Ceylon on or after 1-9-1942. Individual exemptions from this ban were granted in certain cases of hardship; for instance, estate labourers who had left their families in Ceylon and were on a visit to India when the ban was imposed. Persons of the following categories are also eligible for exemption subject to sufficient evidence in support of their claim being produced:- (1) Wives and minor children of persons already in Ceylon; (2) old and incapacitated dependants of labourers in Ceylon; (3) widowed or unmarried daughters of Ceylon labourers who are without support in India and wish to return to their parents in Ceylon; (4) newly married wives of labourers; and (5) labourers who came to India between the date of imposition of the ban and the date of its relaxation, for a valid domestic purpose.

Emigration and Immigration.- The number of credentials issued from the offices of the Representative and Agent of the Government of India in order to assist Indians in Ceylon visiting India was 44,037 as against 47,272 in 1943, ~~xxx~~ in the case of skilled workers and 11,002, as against 3,055 in 1943, in the case of unskilled workers. The number of Indian estate labourers who travelled to Ceylon from India during the year 1944 was 51,977 as against 44,753 in 1943 and 6,814 in 1942; while 1,693 estate labourers (excluding repatriates) returned from ~~xxxx~~ Ceylon to India as against 59,577 in 1943 and 33,183 in 1942. There were 8,492 emigrants from Ceylon in excess of immigrants from India in 1944.

Repatriation.- 736 Indian estate labourers were repatriated from Ceylon to India during 1944; of these 58 were repatriated under the usual scheme of 1937; the corresponding figures for the years 1943 and 1942 were 158 and 2,256 respectively.

Labour Position in Estates.- The Tea and Rubber industries continued to be prosperous during the year which was one of all-out production in both industries with conditions of full employment of the available labour. The Rubber Commissioner was the sole buyer for export and there were no exportable quotas in operation. The Tea Commissioner continued to ~~xxx~~ purchase the bulk of Ceylon Tea on behalf of the Ministry of Food, United Kingdom, on contract prices fixed for each estate.

There was acute labour shortage, both of Indian immigrants and of indigenous labour, practically in all districts and on all estates. It is alleged that the former was due to the ban on emigration imposed by the Government of India and the latter ~~was~~ to the keen competition from other forms of employment—the Services, food production schemes, cultivation of small holdings, paddy and chena cultivation etc. In July 1944 the Commander-in-Chief issued a press note explaining that a Services and Wages Board had been set up in March 1942, including representatives of the Planters' Association and the Employers' Federation and charged with the specific duty of fixing fair wages for labour employed in the Services, and preventing the Services from competing for labour with civilian undertakings. Orders were issued to prevent the payment of higher wages than those prescribed by the Board to labourers engaged in Service works. Instructions were also issued prohibiting the employment on Service works of labourers from estates. The policy of both the major industries, viz., Tea and Rubber continued to be one of maximum production and the false impression that increased production

of synthetic rubber in the United States of America meant less urgent demand for natural rubber from Ceylon was dispelled by a communiqué issued by the authorities. There was therefore plenty of work for the labourers and surplus or unabsorbed labour was unknown.

The following table summarises the available information concerning the proportion of non-Indian workers on rubber and tea estates:-

Year	Indian workers on tea and rubber estates			Non-Indians		
	Resident	Non-resident	Total	Resident	Non-resident	Total
1940 ..	458,237	702	458,939	41,090	55,891	96,981
1941 ..	456,550	993	457,543	42,541	57,468	100,009
1942 ..	448,344	567	448,911	51,544	68,212	119,756
1943 ..	447,706	1,116	448,822	47,169	78,697	125,866
1944 ..	448,106	947	449,053	48,586	81,932	130,518

**Trade Disputes.**- The Essential Services (Avoidance of Strikes and Lockouts) Order 1942 prohibiting strikes and lockouts in essential services including Tea and Rubber Industries continued to be in force. No progress was made in the drafting of the new Trade Disputes (Conciliation) Ordinance and all disputes that arose in the year were dealt with under the Essential Services (Avoidance of Strikes and Lockouts) Order 1942 and were referred for award to a tribunal by the Controller. During the period under review 32 awards were made in such cases. There were on the whole 21 strikes during the year, involving 1,719 labourers and entailing a loss of 2,006½ working days.

**Trade Unions.**- The Seven Point Agreement regulated the procedure for settlement of disputes by conciliation. There were 3 registered trade unions among Indian estate labourers at the end of the year and they were (1) The All Ceylon Head Ranganies' Association; (2) The Ceylon Indian Workers' Federation and (3) The Ceylon Indian Congress Labour Union. The memberships of these unions were 790, 2,231 and 61,563, respectively as against 756, 6,470 and 51,718, respectively during 1943. The regulations restricting the holding of public meetings in planting areas continued to be in force throughout the year. This together with the general attitude of the planters with regard to the right of entry into estates of Union leaders left little scope for trade union activities during the period.

**Ceylon Estate Employers' Federation.**- In order to deal with trade unions on an equal footing, an Employers' Federation was started in July 1944. A large acreage owned by the members of the Planters' Association will be bound by the rules of the Federation and, in future, the Federation will be the body responsible for negotiations between the planting employer and interests and labour unions.

**Minimum wages.**- The minimum rates of wages payable to Indian estate labourers consist of two parts, viz., (1) a basic minimum daily wage as below:

	Men Cts.	Women Cts.	Children Cts.
Up-country .....	57	46	35
Mid-country .....	55	44	34
Low-country .....	53	43	33

and (2) a dearness allowance according to a scale notified each month by the Controller of Labour. The Controller of Labour compiles and indexes the cost of living up-country and derives the rates of dearness allowance from the index according to a prescribed formula.

Wages Boards Ordinance. - Wages Boards were established for the Tea and Rubber growing and manufacturing trades by notifications dated 17-5-1944. The Wages Board in each case was to consist of a nominated member, and 3 representatives of each employers and workers. Wages Boards were also established for other industries, viz., coconut trade, engineering, plumbago and printing. The newly constituted Wages Board for the Tea and Rubber industries met for the first time in the second week of July. The representatives of labour on these Wages Boards presented the case for an adequate basic wage and dearness allowance and contended that the existing basis for fixing the minimum wage was inadequate. The boards met subsequently a number of times and the employers' and workers' representatives produced different family budgets for consideration, but it was decided that for the time being the old basic minimum wage should continue but the dearness allowance should be enhanced to maintain the labourers' increased standard of living. As a result of the meetings of the Wages Boards it was decided to recommend that the minimum rate of wages inclusive of dearness allowance is to be fixed at Rs. 1.25 to correspond to the cost of living index of 215 and the rates for women and children to be scaled down to 8/10 and 7/10ths of the rates paid to men. By a notification published in a Gazette Extraordinary, dated 16-12-1944, the Controller of Labour, who is the Chairman of the Tea and Rubber growing and manufacturing trade wages boards published notifications setting forth the proposed minimum rates and inviting objections to the proposed decisions until 12 noon on 18-1-1945. According to this notification the minimum time rate for a working day of 9 hours including one hour for meals shall be: (i) a basic rate; and (ii) a special allowance to be computed and published monthly by the Controller of Labour.

(1) The basic rate for normal working day of 8 hours for a male worker above the age of 16 is to be 58 cents, for a female worker above the age of 15 to be 46 cents, and to a child worker 41 cents.

(2) When the cost of living index number is 215, the special allowance for a normal working day is to be 67 cents, for a man, 54 cents for a woman and 47 cents for a child respectively. For variation in the cost of living index number about 215 the special allowance is to be varied at the rate of 3 cents for a male worker and 2 cents for a female or child worker for each complete unit of 5 points in the variation of the index number. The Notification also provided for the payment of overtime wages in respect of each hour of work in excess of 8 hours. The minimum overtime rates are to be:

	Between 6 a.m. and 6 p.m.	Between 6 p.m. and 6 a.m.
	Cents.	Cents.
For a male worker not under 16 years of age.	20	24
For a female worker not under 15 years of age.	16	19
For a child worker.....	14	17

(A "child worker" is defined as a male worker under the age of 16 or a female worker under 15).

There is no distinction between the rates for the up, mid and low country estates. The cost of living index prepared by the Controller of Labour is based on prices prevailing in up-country districts. The decision of the Wages Boards has evoked considerable opposition from the planting interests. On the other hand it has been contended on



57  
half of labour that in preparing the index on which the dearness allowance was based the controlled prices of the articles on the workers' family budget were utilised instead of the very much higher prices which the labourer had in fact to pay.

**Social Insurance - Enquiry Commission.**- The adequacy of the social assistance and allied services which are provided for by law at present in Ceylon is the subject of an enquiry by a Commission appointed in July 1944, consisting of Dr. W. Ivor Jennings (Chairman), Mr. H.E. Weerasuriya, the very Rev. Father Peter Pillai and Dr. B. Das Gupta. This Commission is further to report on the question of introducing a comprehensive social insurance scheme, covering old age pensions, sickness and unemployment benefits, retirement pensions and pensions to widows and orphans.

**Workmen's Compensation.**- During the year there were 15 cases of fatal accidents among Indian workmen and a sum of Rs. 12,080 was awarded and paid as compensation. The number of cases of permanent partial disablement among Indian workmen was 121 and the amount awarded was Rs. 48,256.33. Compensation in respect of temporary disablement in non-fatal accidents is payable by the employer direct and information regarding such cases is not available.

**Maternity Benefits.**- Under the Maternity Benefits Ordinance an employer has to pay a woman worker maternity benefit at 50 cents a day, for a period of 6 weeks provided she is qualified for such benefit by employment under him for not less than 9 months immediately preceding the birth. Certain representations were made by a trade union regarding the extent of the qualifying period of employment and a proposal to limit the minimum qualifying period to 120 days engaged the attention of the Executive Committee for Labour, Industry and Commerce. The questions whether (1) the maternity benefits payable to a woman should be the daily average wage instead of the present rate, (2) the present rate of Rs. 12 per week payable on estates certified by the Controller of Labour to provide alternative maternity benefits is adequate, and (3) legal provision is required to compel estates on which children are born to pay the maternity benefits and to recover proportionate amounts from ~~any~~ other estate or estates in accordance with the period of service of the workers on such estates, engaged the attention of the Executive Committee of Labour, Industry and Commerce. After discussion, the Committee approved that the minimum qualifying period of residence to qualify for maternity benefits should ~~be~~ be 120 days and decided that the estate on which a child is born should pay maternity benefits. It was also decided that legal provision should be made for estates paying such maternity benefits to collect proportionate amounts from ~~any~~ other estates, if any, where the labourer was employed previously. The Committee decided that the other two points relating to (1) the adequacy or otherwise of the benefit payable on estates, certified to provide alternative maternity benefits, and (2) the method of computation of maternity benefits should be referred to the Planters' Association, Employers' Federation and trade unions for their views in the matter.

**Inspection of Estates.**- The Labour Department has increased its staff for the inspection of estates and for the settlement of labour disputes; and Deputy and Assistant Controllers of Labour have been appointed in several districts—Hatton, Randy, Badulla, Galle and Ratnapura. During the greater part of the year under report, the Agent was officiating as Secretary to the Representative of the Government of India in Ceylon at Colombo. Out of the 94 visits of inspection paid to estates, 38 were by the Agent and 62 by the Assistant. Mostly the visits were to investigate specific complaints.

Housing of Estate-Labourers.- Out of the 516 estates inspected during the year there was no overcrowding on 425 estates. 42 estates were slightly overcrowded and 49 overcrowded. Of the 79,598 line rooms inspected 68,447 were up to the Government standard and the remaining 11,151 were not up to the Government requirements. Building programmes have been kept in ~~any~~ abeyance for some time due to the prohibitive cost and non-availability of materials such as timber, cement, lime, etc., under war conditions.

Education.- There is a statutory obligation on the part of the Superintendent of every estate to make the necessary provision for the education of the labourers' children, to appoint competent teachers and to provide the necessary school room. Two or more estates may run one common school with the approval of the Director of Education. It is the duty of the parents of the children between the ages of 6 and 10 to send the children to school and a defaulter is liable to be fined. The law also prohibits the employment of a child below the age of 10 years. The number of registered estate schools at the end of the year was 918 as compared with 926 in 1943. The total number of children of school-going age on estates in 1944 was 71,278 consisting of 39,775 boys and 31,503 girls as against 77,806 consisting of 44,630 boys and 33,176 girls in the year 1943. Out of these only 43,896 children consisting of 28,609 ~~girls~~ boys and 15,287 girls actually attended school in 1944, whereas 46,211 children consisting of ~~33~~ 30,467 boys and 15,744 girls attended in 1943.

- - - -

Demand for unrestricted Entry of Indians into Kenya  
and for securing their just rights: Council of  
State adopts Resolution.

On 3-4-1946, the Council of State adopted a resolution moved by andit H.N. Kunzru, asking the Government of India to urge upon HMG that he entry of Indians into Kenya should not be subject to any direct or indirect restrictions, that Indians should be appointed to hold charge of portfolios and that in any arrangements made for the establishment of an interterritorial organization in East Africa, Kenya should not be allowed to occupy a predominant position.

Reviewing the various developments affecting Indians in Kenya, andit Kunzru said that indians did not want, or seek, any advantage which was detrimental to the interests of the other sections of the population, but only demanded the right to live as self-respecting citizens. European settlers in Kenya, Uganda and Tanganyika were opposed to Indian emigration and were hostile to the just demands of Indians. He suggested that the Government of India should ask HMG to transfer the mandate over Tanganyika to India.

Replying to the debate Dr. N.B. Khare, Member, Commonwealth Relations, said that the Government of India had already made representations to the Colonial Office regarding the restrictions on the entry of Indians into Kenya, but that the latter had not acceded to its request. He further stated that the government of India had made strong representations to HMG against the expansion of the Executive Council



in Kenya to make room for European non-officials only. The Government had urged that Indians must have their share of non-official representations. The replies received from the Colonial Office were, however, not satisfactory; he hoped the Interim Government would take up the matter. The Government of India Dr. Khare continued had formulated its views on the White Paper proposals (vide pages 28-29 of the report of this office for December 1945), and had urged upon HMG that equality of representation must be maintained.

The House adopted the resolution with an amendment moved by Mr. Kalikar to the effect that Indians should occupy a position of equality with non-official Europeans both in the Legislative Assembly and in any advisory bodies that might be established.

(The Statesman, 4-4-1946 ).

#### East African Bill to Restrict Immigration.

A new Bill regulating immigration into East Africa has been published on 27-4-1946. Control is based on the local employment situation. If an immigrant immigration permit is sought for any post which a suitably qualified resident can occupy, the permit may be refused.

The Bill also fixes fairly large capital sums required by immigrants seeking to start business on their own account. For example, a farmer requires £ 800; a trader £ 500; and a manufacturer £ 10,000.

(The Hindustan Times, 29-4-1946).

South African Assembly passes Asiatic Land  
Tenure and Indian Representation Bill; India  
Government's Decision to refer Issue  
to U.N.O.

Reference has been made in our reports for previous months to the introduction of the Asiatic Land Tenure and Indian Representation Bill in the Assembly of the Union of South Africa, and to the Indian opposition to the measure, both in South Africa and in India.

Appeal to U.N.O.— On 2-4-1946, speaking on an adjournment motion seeking to discuss the failure of the Government of India to refer the dispute between India and South Africa over the Ghetto Bill to UNO in spite of the fact that it was scheduled to be passed by April 12, Sir A. Ramaswami Mudaliar, leader of the House, assured the Central Legislative Assembly on behalf of the Government of India that the Government was considering the question of raising the South African Indian issue before the UNO. In view of the assurance, the President ruled out the motion. Subsequently on 16-4-1946, Sir Ramaswami Mudaliar, announced in the Central Assembly that in the event of the South African Bill (restricting ~~land~~ Indians' right to occupy and acquire land) being passed into law, the Government of India would take steps to bring this issue before UNO.

Progress of Bill in South African Assembly.— The South African Government, however, proceeded with the enactment of Asiatic Land Tenure and Indian Representation Bill. The Bill was given its second reading in the South African Assembly on 2-4-1946, and during the Committee stage, Gen. Smuts moved three amendments. The first amendment is designed to exclude the northern districts of Natal (Paulpietersburg, Vryheid and Utrecht) from the provisions of the Bill. He explained that these districts were at present under the Transvaal administration and on reconsideration he decided that it was better that they should remain under Transvaal legislation. The second amendment applies to the definition of the term "fixed property". The definition in the Bill included land and bonds on land that would have to be registered as at February 5. The amendment is designed to exclude the existing bonds and so preserve the status quo and vested rights. The third amendment will allow the use of the term "exempted areas" to indicate areas where Asiatics might buy property to live. These ~~amendment~~ amendments were accepted by the House while another moved by Mr. J.J. Serfontein (Nationalist Party) to eliminate Indian ownership and occupation of the so-called "white areas" of Durban by compelling Indians in these areas to sell property only to Europeans, ~~was~~ was negatived. Opposing the latter amendment, Gen. Smuts pointed out that it conflicted with the whole scheme underlying the Bill. Natal was not divided into white areas and Indian areas, but promiscuous buying and selling of land would be controlled throughout Natal, as it was in Durban under the 1943 Pegging Act. Land could not pass from one section to another except under a permit from the Minister of the Interior, who in issuing permits would have to consider the housing situation, how the land was held and the composition of racial groups. In Natal, Indians were living side by side all over the province and it would be quite impossible to divide Natal into separate areas for whites and Indians. One of the duties of the Minister of the Interior in issuing permits would be to sort out different racial groups, so that eventually like would live with like. An attempt was further

made by Col. Stallard, Leader of the Dominion Party, to restrict Indian trading in European areas, but the amendment was rejected.

The Assembly finally passed the Bill on 17-4-1946 after debates lasting 16 days. A Nationalist amendment demanding a plebiscite to test feeling on the granting of communal franchise to Indians in Natal and Transvaal provinces and a Dominion Party amendment stating that any Bill that linked tenure restrictions with franchise rights was unacceptable, were both rejected by the House.

All-India Muslim League's Condemnation of the Bill.- A resolution condemning the Bill and calling upon the Government of India to do all that lies in its power to vindicate the honour of India grossly outraged by the actions and proposals of the South African Government and urging upon it to use all its international pressure as well as its existing executive powers to recall the white people of South Africa to a realization of the rules of morality and decency by which the lives of nations must be regulated in the modern world, was adopted by the council of the All-India Muslim League at Delhi on 10-4-1946.

(The Statesman, 3, 8, 11, 17 and 20-4-1946  
The Hindustan Times, dated 11-4-1946).

Ceylon Indian Congress Labour Union: 5th Annual  
Session, Nawara Eliya, 28-4-1946.

The fifth Annual Session of the Ceylon Indian Congress Labour Union was opened at Nawara Eliya on 28-4-1946 under the presidency of Mr. S. Thondaman.

Problems of Estate Labourers: Executive Council's Report to Union.- A report submitted by the Executive Council to the Union reiterated the demand for a basic minimum wage of one and a half rupees. The report said, as a result of continued agitation basic wages had been increased to 58, 46 and 41 cents for man, woman and child respectively and the special allowance also raised to 67, 54 and 47 cents respectively. It added, however, that persistent agitation was being carried on by the employers to bring down wages in the name of stability of the planting industry. Another problem which faced the workers was the question of workers receiving visitors and friends which remained unsatisfactory. In this connection the report felt that the problem had to be solved on lines similar to those suggested by the Whitley Commission in regard to Assam by provision of public pathways as in Surma Valley or similar to those suggested by the Whitley Commission by setting labourers in model villages outside the estate boundaries.

Demands of Indian Estate Labourers: Mr. Thondaman's Address.- Addressing the session, Mr. Thondaman referred to the denial to estate labourers of the fundamental right of franchise on simple residential basis. The workers were now voiceless but must refuse to be so in the post-war world in which all hoped to build a happy home of eternal freedom. The right to vote was the basis of all free democracy and the workers could not abate by a hair's breadth their endeavour to secure this at all costs.

On the economic side, the demands of the Indian labourers were free milk-feeding centres, improvements of living quarters in estates,

in conformity with hygienic requirements, reorganisation of estate medical services and improvement of education on estates by integration into Government's scheme of free national education.

Estate Workers' Right to Receive Visitors: Resolutions.- Among the fifteen resolutions sponsored by the Executive Council was one throwing open the ranks of the union to any worker, Indian or otherwise, and another demanding immediate grant of workers' right to receive friends, relatives and well-wishers. Speaking on the latter, Mr. G.R. Motha, joint secretary of the Ceylon Indian Congress, observed that it was a matter of such importance that if persuasion and pressure were of no avail, ~~workers~~ workers would have to resort to strike. Without such facilities, there could not be any development or efficient organisation of labourers. It was futile for an employer, while denying these elementary rights, to complain that trade unions were not functioning efficiently.

(The Hindu, dated 29 and 30-4-1946).

Demand for Enfranchisement of Ceylon Indians:  
Annual Session of Ceylon Indian Congress, Nuwara  
Eliya, 26 to 28-4-1946.

The Ceylon Indian Congress held its annual session at Nuwara Eliya from 26-4-1946 to 28-4-1946. Mr. V.K.R.S. Thondaman, President of the Ceylon Indian Congress, presided over the session which was attended by over 2000 delegates and was addressed among others by Mr. M.S. Aney, India Government's Representative in Ceylon and Mrs. Amma Swaminathan, a member of the Indian Central Assembly.

Presidential Address - Demand for Enfranchisement of Estate Labourers.- Addressing the session, Mr. Thondaman emphasized that the constitution announced recently by the Soulbury Commission was fraught with grave menace for Indians settled in Ceylon, since it left the question of their franchise and citizenship at the mercy of the majority of Sinhalese. Any German, Jew or Persian in the country was able to secure the right of citizenship and franchise after residence of six months by obtaining a naturalisation certificate. But an Indian, in order to secure this right, had to go through a legal procedure humiliating and tiresome in the extreme, especially in view of the fact that 80 per cent of the labourers were permanently settled in Ceylon.

Referring to the deplorable condition of Indian labourers on estates, Mr. Thondaman said that five qualified doctors served over 2,000 estates employing Indian labour. Only about 50 per cent of Indian ~~labour~~ children of school-going age on estates attended any school despite free education provided for the population of the whole island. The Indian labourer was provided with ~~amenities~~ amenities of cattedled variety, 12 feet by 10, intended to serve four persons, but actually accommodating more. On many estates there was no running water and sanitation was inadequate. The death-rate was as high as 125 per ~~thousand~~ thousand. The Indian was virtually a prisoner on the estate and could not receive ~~any~~ any visitor on the estate—sometimes even his own son. Giving the labourers the right to vote, he suggested, was the

only means of making their voices heard.

~~Summary for~~  
Resolutions: Demand for Better Medical Facilities on Estates.— Among the fourteen resolutions adopted by the plenary session of the Congress was one authorising the Working Committee of the Congress to take all necessary steps including direct action, to secure to the Ceylon Indians their just democratic rights of full franchise and citizenship denied in the new constitution. Another resolution denounced the recent discriminatory legislation adopted by the South African Union to segregate Indians, and a third condemned the Ceylon Government's recent action in serving notices to quit on 400 Indian labourers of Knavesmare Estate to make way for Singhalese settlers.

On 28-4-1946, the Congress further adopted a resolution expressing dissatisfaction at the medical arrangements on estates and asserting that there were a large number of estates without any dispensary or hospital.

(The Hindu, 28,29 and 30-4-1946).

AGRICULTURE.

New Tenancy Act in Hyderabad State: Fixing of Tenure  
and Fair Rent for Protected Tenants.

A recent amendment to the Land Revenue Act in Hyderabad State seeks to give a greater sense of security to an important class of tenant cultivators in the State known as "Asami Shikmis". The Amending Act divides the tenant-cultivators into two classes, viz., protected and unprotected "Asami Shikmis" and introduces many reforms. A protected Asami Shikmi has been defined as a person who has held land as an Asami Shikmi for a period of not less than six years immediately preceding a prescribed date, and who has cultivated such land personally during that period.

Right of Protected Tenants.- The Act provides that the protected tenant cannot be evicted from the land so long as he pays the rent due from him and does not cause any permanent injury to the land and so long as the land is not required by the landlord for personal cultivation or for a non-agricultural purpose. The rent payable will be the rent agreed upon between protected tenant and his holder or, in the absence of any such agreement, according to the usage of the place of his residence. But if there is no such agreement or usage or where there is a dispute as regards the reasonableness of the rent payable according to such agreement or usage, the rent payable shall be the reasonable rent determined by the Tehsildar concerned, subject to an appeal to the Taluqdar.

Ban on Illegal Taxes and Cesses.- The Act further forbids the levy of any cess, rate, tax or service except the rent lawfully due in respect of land. Contravention of this provision is punishable with a fine which may amount to Rs. 500. Provision for suspension or remission of rent in bad seasons has also been made in order to protect tenants in general from being harassed for payment of full rent and from being evicted on default.

Rights of Landlords.- While the landlord cannot evict a tenant at pleasure, his legitimate rights are safeguarded by providing that a tenant can continue to hold the land only so long as he pays the rent. The landlord may evict the tenant if he wants the land for his own cultivation by giving a year's notice and paying compensation to the tenant for any improvements that he might have carried out.

Ten-Year Tenure for Unprotected Tenants: Government empowered to fix Rents.- For cultivators not covered by the term "protected" the Act provides that the period of lease shall not be less than 10 years. This means that they will feel secure for at least ten years. The power to fix a reasonable rent however is exercisable only in a case in which a protected tenant is a party. In the case of other tenants, the parties are free to fix rent as they like. Government can, however, fix the maximum rate of rent payable on lands situated in such areas as may be specified by Government. When the maximum rate of rent has been notified for any specified area no landlord in such an area can recover rent from any tenant, whether he be protected or not, at a rate exceeding the maximum rate.

Compulsory survey settlement in all jagirs (estates) is to be carried out to ensure proper classification of "holders" and tenants. (Hyderabad Information, March, 1946).

Stimulating Rice Production: Government  
Subsidy in Burma.

To stimulate an increased production of rice and to enable Burma to contribute her share to the relief of countries now facing famine, the Burma Government has decided to give a subsidy of Rs. 1,200 for every 100 acres of fallow land brought under cultivation. The Government will also give agricultural loans and provide cultivators with agricultural implements, clothes, food and household goods at cost price throughout the cultivating season.

(The Times of India, 6-4-1946).

The Government of Burma has further decided to issue agricultural loans to the extent of Rs. 30 million to enable Burma to regain her position as the chief exporter of rice in the world.

(The Statesman, 29-4-1946)

Cultivation of Improved Varieties of Cotton,  
Sind Government's Five Year Plan.

A five year plan estimated to cost Rs. 6,350,000 is being undertaken by the Agricultural Department in Sind to intensify the cultivation of improved varieties of cotton suitable to replace the imported varieties used by Indian mills. Under the plan all the area grown under American cotton will be covered by medium and long-staple improved varieties. The Agricultural Department will distribute 100,000 maunds (1 maund=about 82 lbs.) of pure cotton seed in the first year, 150,000 maunds in the second year and thereafter 200,000 maunds every year. Special field staff will be appointed to carry out the plan. The Indian Central Cotton Committee has been approached to finance the plan.

(The Times of India, 8-4-1946).

Construction of Permanent Storage Bins for Food  
Grains: Punjab Government's Move.

The Government of the Punjab is constructing permanent bulk storage bins for 70,000 tons of food grains at 41 places in the province. Sites have been acquired mostly on railway land near railway stations with a view to facilitating loadings from the bins with the aid of special sidings. It is proposed to hand over accommodation for over 50,000 tons to the Central Government for the storage of grains for the Central reserve. The expenditure is estimated at Rs. 7.5 million.

The annual storage waste in the whole of India is believed to be in the neighbourhood of three million tons which is lost before the grain reaches Government hands or is sent out from the markets. A high percentage of this waste occurs in the Punjab, which is the chief producer of wheat. Proper storage arrangements are expected to prevent this waste.

(The Statesman, dated 8-4-1946).



Clearing and Development of Land and Farm Settlements: New Engagement for Ceylon's Agricultural Corps.

The Agricultural Corps of Ceylon which was formed in June 1944, under the aegis of the Civil Defence Commissioner, to provide labour mainly for food production in the Island is now engaged in the clearing and developing of land, the setting up of camp buildings provided with all civic amenities, and the establishment of farms ready for settlement in Ceylon's dry zone.

At present the detachments are engaged on clearing and cultivating some 22,000 acres. Several thousand acres have already been brought under cultivation with paddy and other food crops, and a fairly large acreage is being planted with ginger, maize, tobacco and vegetables.

In the north-central province, members of the Corps are employed in channel construction work under an irrigation engineer. 500 acres there have already been cleared for paddy cultivation and similar work is progressing in other provinces.

The operational sites covered by each camp vary from 5,000 to 5,000 acres, and 20 acres round each camp are set aside for vegetable plots with a view to making each camp self-supporting. When an operational site has been cleared and planted the detachment moves on, leaving the cultivated land ready for colonisation while the camp buildings remain to form the basis of a model township or collective farm.

Members of the Corps live in camps which have been designed with a view to utilising them as the nuclei of future townships. The buildings are permanent, with brick walls, cement floors and tiled or asbestos roofing. Particular attention is paid to sanitary and hygienic conditions in these camps.

(The National Call, dated, 17-4-1946).



## NAVIGATION.

### All India Seafarers' Federation formed.

A central organisation of seamen known as the All-India Seafarers' Federation was formed at the first session of the All-India Seafarers' Conference held at Calcutta on 7-4-1946 under the presidency of Lt. Comdr. Aftab Ali.

The Conference was attended by delegates representing Seafarers' Unions with a membership of 66,000 seamen and 600 navigating officers, engineers and radio-officers. The Conference was addressed by Mr. George Reed, who has been specially deputed by the National Union of Seamen of Great Britain to help in the establishment of a Central Maritime Board in India, <sup>and</sup> it appointed Mr. Reed as the Chief Technical Adviser to the newly formed Federation.

Proposed Maritime Organisation.— Mr. Reed recently interviewed the Viceroy in connection with the formation of an Indian Maritime Board. It is proposed to set up this Maritime Board with district boards in Bombay and Calcutta to settle disputes arising out of seamen's affairs and to make collective agreements in respect of hours, wages and overtime work of Indian ratings employed on board British ships.

The question of recognition of the Federation and the Maritime Board will be referred to the Liners' Conference.

(The Hindu, dated 8-4-1946;  
The Hindustan Times, 21-4-1946).

47

PROFESSIONAL WORKERS, SALARIED EMPLOYEES AND PUBLIC SERVANTS.

Working of Punjab Trade Employees Act, 1940, during 1944.

Number of shops, Commercial Establishments and Employees covered.- During 1944, the Punjab Trade Employees Act, 1940 was extended to seven more towns in the Province of Punjab, and a total of 126,462 shops and 1,457 commercial establishments employing 52,707 and 70,427 workers respectively came under the provisions of the Act. The excess in the number of shops over the number employed therein is due to the fact that a large number of shops are run by the owners themselves.

Inspections, Prosecutions and Convictions.- There is no hard and fast rule regarding the number of inspections, and each Inspector is supposed to visit shops and establishments in his jurisdiction as many times as he possibly can. The number of irregularities noticed during the year was 12,168 and out of the 7,160 cases prosecuted, 7,005 were successful and 94 unsuccessful, while 31 were withdrawn.

During the year under review 320 applications were received under section 14 of the Act for non-payment of wages and for wrongful dismissal; these 227 were settled by compromise, in 33 applicants did not turn up, 52 were found to be frivolous and 8 were convicted by court.

Exemptions.- Temporary exemptions from certain provisions of the Act were granted on the occasion of religious festivals, local fairs, etc. Exemptions were also granted in respect of establishments engaged on repair work, banks and certain other establishments, that had to cope with exceptional pressure of work in connection with the preparation of their half-yearly or annual accounts.

General.- A point of law connected with the Act which came up for consideration during the year was whether was a shop wherein no business was being transacted but employees were working behind closed doors on a closed day, was to be considered as closed for the purposes of section (1) of the Act. On this matter the Lahore High Court held that the shop was closed under the law for the benefit of the employees and not merely to keep away customers and if the employees were found working in the shop on a closed day the offence was complete irrespective of the facts whether the customers were being served on that day or not.

Certain amendments to the Act came into force during the year. These were related mainly to the coverage of young persons under the Act, compensation to employees turned out without notice and exemptions from certain provisions of section 7 (1) on the occasion of religious festivals.

It is reported that the Act was proving beneficial to employees as well as employers and that applications were being received for the extension of the Act to other areas in the Province where the Act had not yet been brought into force.

Act Extended to Delhi Province.- The Act was enforced in the Delhi Province with effect from the 16-12-1942. The total numbers of shops and commercial establishments in the Delhi Province during the year under review were 15,089 and 1,787 with 17,049 and 15,002 employees respectively.

(Indian Labour Gazette, March, 1946).

42

Increased pay for Policemen in Bombay  
and Madras.

In view of the present increased cost of living, the Bombay Government, it is understood, has revised the scales of pay of the District Police.

The minimum pay of <sup>a</sup> police constable which was Rs. 23 in some districts and 22 in others has been raised to Rs. 30 and the maximum advanced to Rs. 35. In addition, they will also receive dearness allowance as admissible under the rules. The head constable now ~~existing~~ receives a minimum pay of Rs. 40 instead of Rs. 32 and a maximum of Rs. 65 instead of Rs. 50, plus dearness allowance. A rise of Rs. 50 both in the minimum and maximum pay of sub-inspectors has also been sanctioned. The minimum pay of sergeants has been raised from Rs. 163 to Rs. 200 plus dearness allowance and that of an inspector from Rs. 205 to Rs. 250.

The Government of Madras has also sanctioned a time scale of salaries for Sub-Inspectors starting at Rs. 75 and rising to a maximum of Rs. 140.

The new scales come into effect from 1-1-1946 in Bombay and 1-4-1946 in Madras.

(The Times of India, 9-4-1946;  
The Hindu, dated 5-4-1946 )

Bombay Teachers' Strike Called Off.

Reference was made at page 39 of the report of this Office for March 1946 to the strike of some 40,000 primary school teachers in Bombay Province, as the new concessions announced by the Government did not meet their demands.

On the assurance given by Mr. B.G. Kher, the Premier of the Province, to enquire into the grievances of the primary school teachers and do everything possible for them, the strike was called off on 13-4-1946.

A Committee, appointed by the Primary Teachers' Conference will meet the Prime Minister, to work out details regarding the holding of annual examinations which did not take place this year owing to the strike.

(The Bombay Chronicle, 4-4-1946;  
The Hindu, dated 15-4-1946 ).

44

CO-OPERATION AND COTTAGE INDUSTRIES.

Development of Handloom Industry: Recommendations of  
Marketing and Research Committee.

At a meeting of the Marketing and Research Committee of the All-India Handloom Board held at Bombay on 2-4-1946, a programme for the organisation of the handloom industry, rationalisation and standardisation of its products, consolidation of the markets and exploration of fresh ~~fabrics~~ fields for the consumption of handloom fabrics, was recommended. The Board has referred the recommendations to the Provinces and States for eliciting their opinion.

Co-operative Movement.- The Marketing and Research Committee felt that ~~the~~ co-operative movement was suitable for organising weavers and recommended that experiments should be made in selected areas of each Province and State for compulsory enrolment of not only weavers but master weavers and dealers engaged in the distribution of handloom fabrics within the co-operative fold, and that joint-stock companies might be started by master weavers and dealers in the areas where the movement had little or no chance of success. Apart from these, the revival of arts and crafts guilds, was also recommended.

Regional Self Sufficiency.- The Committee recognised that the impact of competition with mill-made and imported fabrics could be minimised considerably by aiming at regional self sufficiency in each handloom area. At present it is common for products of one area to be despatched to very remote markets, with the result that handloom fabrics with the addition of railway freights and local taxes almost become unsalable. The Committee, however, decided that before any concrete proposals could be formulated, it would be essential to collect data about the types of fabrics produced, costs of production, extent of competition with the mills, existing markets and potential markets.

Central Marketing Organisation.- As regards marketing, the Committee emphasised that the establishment of a Central Marketing Organisation working in close co-operation with the Provincial and State Marketing Organisations would go a long way in creating a better and steady demand for handloom fabrics. Direct contact with the dealers in the producing and consuming areas through the agency of the Central Marketing Organisation was also suggested.

(The Hindu, 4-4-1946).

45

Scheme to increase Manufacture of Hand-made  
Paper in Bombay.

The Government of Bombay has evolved a scheme for the development of hand-made paper in the Province on the recommendation of a technical expert of the Government who toured the Province to explore the possibilities of developing ~~the~~ its ~~present~~ production. The scheme envisages establishment of a number of new experimental stations and it is expected that twenty new centres to manufacture hand-made ~~paper~~ paper will shortly be opened.

At present there are 20 such centres and with the new scheme in operation, every district will have two or three centres. These centres once they are on their feet will be handed over to co-operative concerns for further extension.

(The Times of India, 17-4-1946).

All-India Co-operative Conference, Lucknow,  
19 to 21-4-1946.

The sixth All-India Co-operative Conference was held at Lucknow from 19~~th~~ to 21-4-1946 under the presidency of Dewan Bahadur Hiralal Raji.

Inaugurating the Conference, Dr. K.N. Katju, Minister for Justice and Development, United Provinces, advocated the replacement of the zamindari system by a network of Gaon (village) Panchayats in all the villages. All the cultivators in each village would be induced to become members of the Panchayat and co-operative farming directed by these Panchayats would rid the evils of the zamindari system. At the same time, cultivators' rights would be secured.

Demand for De-officialisation of Movement.— Dewan Bahadur H.L. Raji in his presidential address stressed ~~the~~ the need for progressive de-officialisation of the co-operative movement. He maintained that 40 years of controlled regime had failed to yield ~~any~~ fruits. The solution lay not in further tightening of control, but in de-controlling of the movement and in evoking a greater sense of responsibility among the members. With reference to the threat of food famine in the country he suggested that the work of distribution of food grains collected by the Government should be entrusted to co-operative agencies.

Resolutions.— A number of resolutions were passed by the ~~conference~~ Conference. The first resolution related to the absorption of demobilised soldiers, including I.N.A. personnel, by the Central, Provincial and State Governments and co-operative institutions in the promotion of their post-war development plans and, in particular, in land colonisation, small industries and workshops, construction of public works, etc. Resolutions to form women co-operative unions in all provinces to exchange views and fix a programme on an all-India basis, and requesting the Government of India to exempt the income of co-operative banks and societies registered in British India and Indian States under all heads ~~as~~ specified in Section 25(3) of the Indian Income-tax Act from the operation of Income-tax were also passed.

46

The Conference further resolved that the All-India Co-operative Association, with the help of similar organizations in other countries of the world should carry on propaganda for world cooperation and fellowship.

{(The Hindustan Times, 23-4-1946;  
The Times of India, 22-4-1946;  
The Hindu, dated, 24-4-1946;  
The Statesman, dated 23-4-1946 )}.

# Living Conditions.

## Nutrition.

### Snack Canteens to be set up in Cawnpore to offset reduction in millworkers' ration.

At a meeting of representatives of local mills held at Cawnpore under the chairmanship of the Labour Commissioner, Mr. K.R. Malcolm, it was decided to establish snack canteens to supplement the reduced ration of the workers in all mills.

A list of the requirements of the snack canteens will be prepared and the rationing authorities requested for assistance in implementing the scheme.

Mr. Malcolm pointed out that under the present rationing scheme the health of the workers was likely to be affected adversely and the proposed canteens would go a long way in supplementing the reduced inadequate ration of the workers.

(The Statesman, 25-4-1946).

## Housing.

### Rs.25 Million Grant for Subsidizing Housing Schemes: Central Government's letter to Provincial Governments.

Reference was made at page 37 of our report for January 1946 to a ~~great~~ giant scheme drawn up by the Government of India to build 2 million houses in industrial and rural areas in India, in the next 10 years. In this connection, the Central Government, in a letter addressed to Provincial Governments, is understood to ~~propose~~ proposed a short-term construction drive during 1946-47 and 1947-48. The Central Government proposes to make grants to any approved housing scheme subject to an over-all maximum of Rs. 25,000,000 in each year. The short-term plan should be such as to give sufficient inducement to Improvement Trusts, Development Boards, local bodies and employers to formulate plans for housing schemes immediately. The plan should also provide for a measure of Government subsidization, and secure adequate protection for workers occupying houses built by their employers under the scheme. Under the scheme the average cost of each such house should ~~be~~ not exceed Rs. 1,500.

Housing Commissioner.- The appointment of a Housing Commissioner, to ~~advise on the scheme~~ and to be responsible for maintaining contact with the provinces, is proposed. The Commissioner will also be responsible for arranging with industries and the Supply Department bulk orders for raw materials and manufacture and supply of standardized parts.

Long-Term Plan.- As regards the long-term plan for industrial housing, ~~the~~ Central Government has asked the provinces for ~~their~~ their opinion on a ten-year scheme with the all-India construction target of 2 million houses. It has also inquired whether there should be minimum standards for industrial housing, and whether designs should be so worked out as to provide for maximum economy by the utilization of bulk and by planned ordering of materials and standardized parts.

(The Statesman, dated 7-4-1946).



Madras Government Scheme to consider Housing Schemes for Madras City postponed.

The Government of Madras has postponed for the present, the scheme (vide page 48 of this Office report for the month of October, 1945), for carrying out a house-building programme for the benefit of Government servants in Madras City. A lot of preliminary work had been done and various sites in the areas outlying the City had already been inspected for the purpose.

The main reason for this decision, it is stated, is that very heavy financial commitments in respect of subsidies for food and assistance to cultivators, have already been incurred and are likely to be incurred by the Government in the future.

(The Hindustan Hindu, 3-4-1946).

Recommendations of Madras City Slum Dwellers'

Reform Committee

An organisation known as the Madras City Slum Dwellers' Reform Committee which investigated the condition in nearly 200 slums in the Madras City has prepared a memorandum for submission to the Government and to the Madras Corporation.

The memorandum points out that most of the slums have sprung up on privately-owned lands, and are without adequate water, lighting and road facilities, and recommends the purchase of these small plots of land by Government for allotment to the people who reside there. Further schemes for building houses with necessary amenities should be taken up by the Government and the Corporation and the ownership of such houses should vest in the occupants at the end of a fixed period. Such houses should not be built on sites likely to be affected by floods or near dumping grounds. Schools, hospitals, recreation grounds, etc. should also be provided.

(The Hindu, 27-4-1946).

Bihar Restriction of Uses of Land Act, 1946.

The Bihar Restriction of Uses of Land Bill 1946 referred to at page 53 of the Report of this Office for February 1946, received the assent of the Governor of Bihar on 31-3-1946 and has now been gazetted as the Bihar Restriction of Uses of Land Act, 1946. (Bihar Act VIII of 1946).

(The Bihar Gazette Extraordinary, dated 1-4-1946, pages 1-16 ).

## ORGANISATION, CONGRESSES, ETC.

### Employers' Organisations.

#### 19th Annual Session of Federation of Indian Chambers of Commerce and Industry, New Delhi, 31-3-1946 and 1-4-1946.

A number of subjects relating to the economic situation in India, the food crisis, the future of industrial and agricultural development in India, etc., came up for discussion at the 19th annual session of the Federation of Indian Chambers of Commerce and Industry, held at New Delhi on 31-3-1946 and 1-4-1946, under the chairmanship of Sir Badridas Goenka, President of the Federation. Among the distinguished visitors present were some members of the Executive Council, Sir Ivan Mackay, the Australian High Commissioner for India, Mr. Sarat Chandra Bose, a leader of the opposition in the Central Legislative Assembly, and a number of members of the Central Legislature.

Presidential Address.- The conditions of Indians abroad, the food crisis, India's industrial development during the war and future prospects, exchange restrictions, and India's participation in the International Monetary Fund, the International Bank, and in the forthcoming World Trade Conference were some of the principal subjects dealt with by Sir Badridas Goenka in his presidential address.

Indians Abroad: Deteriorating Conditions.- There were in 1940 about 5.5 million Indians settled abroad, of whom 2.5 million were in Burma, Ceylon and Malaya, 350,000 in South and East Africa, 300,000 in Mauritius, 250,000 in British Guiana, Trinidad and Jamaica and about 150,000 in Thailand. In all these lands their rights had been seriously threatened, the latest instance being the South African Asiatic Land Tenure Bill designed to deprive Indians of the right of acquisition of property in most areas. In Ceylon Indians were denied their legitimate rights of franchise and a guaranteed number of seats in the legislature. In Burma anti-Indian elements had been strengthened so greatly that the Indian in Burma lived in daily peril not merely of his property but sometimes even of his life. Alleging that both in Burma and Ceylon, British interests were being consolidated at the expense of the Indian settlers, Sir Badridas urged that only a free India could meet these continuous attacks on Indian minorities abroad.

The Food Crisis.- Turning to the food situation in the country, Sir Badridas deplored the fact that scarcely two years after the Bengal famine of 1943, another famine should have overtaken the country involving several districts in the Presidencies of Madras and Bombay, part of Mysore, and some of the Central Indian States. In this connection he was surprised that the original request of the Government of India to the Combined Food Board should have been only for 1½ million tons against an estimated deficit of 3 million tons. The actual deficit had now proved to be of the order of nearly six million tons and unless this was met by imports an acute shortage was inevitable. The Central and Provincial Governments had a special duty to see that aid was promptly and effectively given where the need was greatest, and above all, a heavy responsibility rested on the Combined Food Board to whom, at this moment of crisis, all eyes were turned.

It should not, however, be forgotten, Sir Badridas urged, that in the long run, the problems of the nation could only be solved by a sustained policy of agricultural and industrial development by which a rising standard of life could be finally secured for the people. It was in the solution of these problems that the Federation could best serve the nation. The Federation had already endorsed the Bombay ~~plan~~ plan of economic development and must now take its rightful part in its fulfillment.

Restrictive Effects of Continuation of War-time Controls on Industrial Development.- India's industrial future was largely based on the pattern evolved during the war, and Sir Badridas regretted that the magnificent opportunities of development offered during the last six years should have been so pitifully dissipated and that India should ~~unwittingly~~ have emerged from the war grossly unprepared for rapid industrialization. There had certainly been some increase in total output and prosperity in many industries in India, but, in some respects, this actually hampered and not advanced the country's progress. The increased production had arisen from the reckless overworking of existing plant and machinery and more man-hour shifts without, except to a minor extent, the setting up of additional productive capacity as in other belligerent countries. The result was that today the task of replacement had reached almost unmanageable proportions. Again, the export and import policy of the country during the war had borne no relation to actual requirements; exports of food desperately required and vital raw materials had been permitted producing scarcity within, while there had been every restriction on the import of machinery and plant required to step up agricultural and industrial production.

In this connection Sir Badridas referred in some detail to certain features of the economic controls instituted during the war which, he opined, had done and, to the extent that they were still in force, were still doing, irreparable harm to the country's economic life. Controls ~~were~~ inevitable during times of war and might even be necessary in peace in order that the targets of production should be attained. But distinction should be made between controls which assisted the main end in view and those which only hampered new production and only caused harassment, and delay. For instance on the Capital Issues Control Order he felt there could be no difference of opinion. If the Government desired to direct new capital into certain ~~market~~ channels, it must do so with reference to a plan which had received the sanction of the whole country. The present control was not related to any such plan; it appeared to be exercised without regard to the interests of particular industries and the procrastination and delays which had attended even simple cases had been a source of unending harassment to ~~the~~ the business community. There were other controls, too, which restricted production. He referred, in particular, to such controls as still existed on raw materials essential for industry. Not all controls could be removed at once, but the whole field required immediately to be reviewed remembering that there could be no justification now that the war was over for any measure which aimed at restricting production by private enterprise. He felt that at the present time India had neither the machinery nor the organisation for the undertaking of large-scale industry by the State.

Lines of Assistance to Private Enterprise.- ~~the~~ If private enterprise was to discharge adequately the tasks which it was now called upon to perform, it must receive assurances of support and the necessary encouragement by the provision of equipment and raw materials to enable it to proceed rapidly with its tasks. This encouragement

according to Sir Badridas was required under three main heads.

The first was a sound taxation policy calculated to promote and not hinder new undertakings. In this connection Sir Badridas welcomed the proposal of the Government of India to set up a Taxation Enquiry Committee, and urged that a close scrutiny of Government expenditure was as important in the public interest as a thorough review of the tax structure of the country.

The second direction in which a stimulus could be provided to trade and industry was by the relaxation of existing exchange and other restrictions which prevented India from freely purchasing machinery abroad. In this connection, the Federation could not accept the naive assertion of the Finance Member that the Empire Dollar Pool was devised in India's interest and India would lose by withdrawing from it. Even if this was a fact, the Federation was entitled to the information on which this assertion was based. Also the early settlement of India's sterling balances was indispensable for the economic development of the country, and he was glad that the Finance Member had now categorically denied that the Anglo-American Loan Agreement, which was reported to have contained a clause providing for the scaling down of Britain's sterling debts, was binding on India. Britain had been able to accumulate since 1945 a large volume of gold and dollar balances. She had been able to redeem some of the high dividend yielding British-owned shares in the U.S.A. pledged with the Reconstruction Corporation in 1941, and the dollar reserves of the United Kingdom which reached the low level of 3 million pounds in 1941 had been restored to the figure of 453 million pounds in October 1945. Her assets, were still large in India and elsewhere; she had emerged from the war with vastly improved productive technique and her export capacity could now be very considerably expanded. It should be quite possible for her to arrange for industrial adaptation in such a way that she was able to lay off a portion of her productive capacity for the supply of capital goods to India. If the settlement of this question was likely to be further delayed, the Government of India should immediately explore the possibility of a temporary dollar loan to finance the immediate import of essential capital equipment. At the same time the whole procedure of dealing with surplus equipment in the country, the disposal of which had been seriously delayed, should be revised so as to give Indian industry immediate opportunities of securing all useful equipment now in the country.

The third direction in which Government could assist industry was by a long-range plan of agricultural and industrial development secured by a wise measure of stabilisation of prices at a level which would maintain agricultural progress as well as provide a stimulus to industry. The maintenance of demand might require an adjustment of prices and costs and, perhaps, an orderly retreat from the present high level and stabilisation at a level consistent with the need for rapid development and with the prices prevailing abroad. The need to keep Indian prices on a par with those in other countries would also involve a much wider use of the mechanism of tariffs, and the fullest use should be made of a wise tariff policy to maintain equilibrium as well as to promote and stimulate India's key industries on which future industrialisation must go largely depend.

India and the International Monetary Fund.- Turning to India's place in international monetary arrangements, Sir Badridas felt that it was in India's interest to have joined the Bretton Woods Organisation and hoped that the International Monetary Fund and the International Bank would help India in the speeding up of industrialisation

and particularly in providing her with the necessary foreign exchange resources so that she might proceed rapidly with her plans of development.

India's attitude towards proposed International Trade Organisation.-

As regards the forthcoming Conference convened by the United States some time in the summer of this year to examine proposals to establish an International Trade Organisation to regulate international trade, while the general principles might be broadly acceptable, there were several matters which required close examination. Among these one was the statement in the draft proposals that the domestic programme to expand employment should be consistent with the realisation of the purposes of liberal international agreements and compatible with the economic well-being of other nations. A narrow interpretation of this clause would greatly restrict the economic development of a country like India. Again the clause which imposed a duty on member nations "not to promote employment through measures which are likely to create unemployment in other countries or which are incompatible with international undertakings designed to promote an expanding volume of international trade in accordance with comparative efficiency of production" would not be acceptable to India because any measure taken to develop Indian industry was bound, temporarily at least, to create some unemployment in other countries, and also because comparative efficiencies of production were not invariable and fixed for all time. India would, therefore, accept the perpetuation of ~~the~~ existing standards of industrialisation which these clauses wittingly or unwittingly sought to establish. An even more serious problem arose in respect of the reduction in tariffs contemplated under the proposals. India's case was very different from that of Britain or America. Her tariffs had never been prohibitory and were solely intended to confer a measure of reasonable protection on industries which obviously had permanent prospects. India should not, therefore, accept any arrangement which denied to her the right to safeguard her policy of "developmental protection". In this, as in all other matters, the Federation's attitude to an International Trade Organisation would ultimately have to be governed by the answer to the question as to how far India's joining it would promote her programme of economic development.

Concluding his address Sir Padriadas hoped that the business community ~~would~~ make a great and lasting contribution to the industrial and commercial development of the country bringing progress and prosperity to all.

Resolutions.- The session adopted a number of resolutions affecting ~~the present~~ food situation, India's Sterling balances, India's future industrial ~~its~~ policy and revision of the whole railway rates structure. The ~~most important~~ more important among these were the following:-

Food Situation.- The resolution on the food situation expressed appreciation ~~of~~ the lead given by the Viceroy in the matter and drew the attention of the commercial community to the unequivocal stand taken by Mahatma Gandhi in calling upon all in the country to co-operate with the Government irrespective of errors and omissions till now on their part. While welcoming the decision of the Government of India to send a Delegation to London and Washington to place India's case through officials and non-officials acquainted with the development in India, the resolution suggested the following measures to alleviate the impending crisis: (1) Absolute prohibition of any export of foodgrains, oilseeds and manure products from the country; (2) (a) substantial grants to Provinces to sink wells, both tube and ordinary,



and to construct bunds and other methods of holding water; (b) very high priority for import of machinery necessary for the purpose of its immediate sinking of wells and for other irrigation purposes; (3) subsidising growth of foodgrains on land not so used till now, and also in a manner which would lead to intensive cultivation; and (4) encouragement for cultivation of vegetables, especially root crops, and to that end guaranteeing prices for such vegetables wherever necessary.

India's Sterling balances.- By another resolution the Federation emphatically reiterated its unqualified opposition to any suggestion for the scaling down of the sterling balances, and registered its strong opinion that the Government of India had considerably aggravated the problem of its early settlement by allowing uninterrupted accumulations even after the cessation of the war. It therefore demanded that Government should take immediate steps to check further accumulations by a suitable amendment of sections 40 and 41 of the Reserve Bank of India Act. The resolution further urged upon the Government of India to arrange for early negotiations with the Government of the U.K. to ensure full repayment of the sterling balances in such form and manner as would be conducive to the best economic interests of India.

Industrial Development.- On the question of India's industrial development the Federation recorded its deep sense of disappointment at the failure of the Government of India's planning and development policy to achieve the object it had in view, i.e., increasing agricultural, industrial and mineral production all round, creating more employment and promoting social, educational, physical and economic uplift; and urged that positive action to promote all-round expansion of production and not mere long-term planning or rigid regimentation was necessary. It stressed the abolition of all controls which were likely to hamper production and suggested positive steps to speed up industrialisation and economic development.

Railway Rates Structure.- The Federation welcomed the initiative taken by the Indian Railway Conference Association in 1943 to examine the present structure of railway rates, and considered that with the transfer of all Company-owned and managed railways to the ownership and management of the State, it was necessary to recast the whole rates structure to suit the growing needs and changing economic conditions of the country, particularly with a view to help greater agricultural and industrial development. The railway rates structure, functioning under the statutory maxima and minima, had grown into an extremely complex system and had been instrumental, in the past, in encouraging cheaper movement of agricultural raw commodities for being exported abroad and in easier transport of imported finished products to the ~~interior~~ interior consuming markets in India. It further suggested that a compact committee including representatives of Indian commercial and industrial interests assisted by experts should be appointed for the purpose, of undertaking a thorough overhaul of the whole structure.

Position of Indians in Burma.- On the question of the position of Indians in Burma, the Federation recognised the right of Burma to develop her national economy in the best interests of her own people, but hoped that in view of the great part which Indians had played in the development of Burma's national life and economy for decades past, the right and privilege of Indians to take their proper place in the rehabilitation and reconstruction of Burma and to re-establish themselves in the various activities of that country would not and cannot be denied. Some recent developments, however, had affected prejudicially the rights of Indians in Burma and the Federation strongly urged

the Government of India to make such representations and to take such active, immediate and effective steps as might be necessary for ensuring (1) the free movement of Indians to and from between India and Burma, (2) that there shall be no discrimination in any field of activity in Burma in favour of the Britishers or nationals of other countries and against Indians, (3) that full facilities will be provided to those Indians who desire to return from Burma to India as well as to those who desire to return to Burma from India, (4) the resumption forthwith of the movement of trade through ~~normal~~ normal channels between India and Burma, (5) the earliest inspection of the condition of agricultural land owned by Indians for enabling them to bring it under cultivation of rice in the common interests of both Burma and India, and (6) just and reasonable conditions of service, wages and living to Indian labour.

Position of Indians in South Africa.- The Federation registered its emphatic protest against racial discrimination practised in the Union of South Africa against Indians permanently settled in that country; and deplored the consistent ill-treatment, indignity, injustice and unfairness to which Indians were subjected. Whilst appreciating the step, though belated, taken by the Government of India to terminate the Trade Agreement, The Federation further demanded that the Government of India should (a) freeze all exports from India to South Africa, (b) stop all imports forthwith, (c) recall its High Commissioner, ~~and~~ and (d) refer the question of ill-treatment of Indians in South Africa to the United Nations' Organisation.

Proposals for an International Conference on Trade and Employment.- By a resolution on the proposals for an international conference on Trade and Employment, the Federation welcomed every effort to promote international economic co-operation; but also pointed out that the Federation could not endorse the proposals submitted by the Government of USA for consideration by the peoples of the world at an international conference, as these proposals ignored the claims of under-developed countries, such as, India, China, Egypt, etc., to raise their standard of living by recourse to rapid and healthy industrialisation and by utilizing their raw materials and manpower.

Tariff Policy-Permanent Tariff Board Recommended.- The Federation welcomed the appointment of the Indian Tariff Board set up by the Government of India to examine the claims for protection of industries started or developed during wartime, but regretted that the Government of India had not materially liberalized its policy with regard to protection to Indian industries. The Federation recommended the setting up of a permanent tariff board with powers to undertake investigation, on its own initiative, the operations of protected industries and report to the Government how far they had developed.

Development of India's Export Trade.- The Federation urged the Government of India to assist ~~in~~ India's export trade by the creation of well-organised consular or trade commissioners services, by making arrangements in consultation with trade and industry for the maintenance of minimum standards of quality and by encouraging free movement of trade through private trade channels. In this connection the Federation viewed with grave concern the continuance of the policy and activities of the Middle East Supply Centre under the new designation of "The British Supply Mission, Cairo", which had created a monopoly with the help of the U.K. Government in the distribution of raw materials in short supply to Middle East countries. The Federation



urged the Government of India not to countenance the operation of purchasing agencies and missions of foreign Governments in India in the handling of India's export trade to those countries, to the exclusion of private trade channels.

Office Bearers for 1946-47.- The following Office-Bearers were elected for 1946-47. President: Jala Gurusharan Jall; Vice-president: Mr. M.A. Master; and Honorary Treasurer: Dr. S.B. Dutt.

(From printed copies of the Presidential Address and the Resolutions received in this Office from the Secretary of the Federation and the Hindustan Times and the Statesman dated 31-3-1946 and 1-4-1946 ).

13th Annual Session of All-India Organisation of Industrial Employers, Calcutta, 18-4-1946.

The 13th Annual Session of the All-India Organisation of Industrial Employers was held at Calcutta on 18-4-1946. Owing to the absence of Sir Rahimtoola M. Chisoy, the President, Jala Karamchand Thappar presided. Sir Rahimtoola's address was read by the Secretary of the Organisation.

Presidential Address: Need for Rapid Industrial Expansion.- In the course of his address Sir Rahimtoola had stated that one of the most important problems facing India today was the question of reconversion planning, i.e., planned switching over from war-time economic conditions to those of peace. The ~~Government of India budget for 1946-47~~ ~~indicated that~~ problem of reconversion in India, he emphasised, was somewhat different in comparison with the conditions in the U.S.A. and England. At the present level of equipment and production, Indian industry could not absorb any substantial portion of the demobilised personnel. To do so, it would have to be greatly expanded by direct and positive measures by the Government. At the same time, there were grave prospects of severe unemployment resulting from the liquidation of war activities, both on the home and war fronts. The Government of India budget for 1946-47 indicated that the Government expenditure of war would drop in 1946-47 by 6,000 million rupees and that there would be a net reduction in State expenditure of at least 5,000 million rupees. On the basis of this estimate, it had been calculated that about 5 million ~~persons~~ persons and 15 million dependants would be affected. Compared to the total number of industrial employees in India in normal times, this constituted quite a large number and hence raised a very difficult problem.

Referring to the Government's schemes for providing employment by ~~developing~~ developing large scale public works, opening of Labour Exchanges, etc., Sir Rahimtoola felt that schemes based on public expenditure alone could not solve the problem for all time to come. They, by their very nature, would provide only a temporary employment, and would only postpone the problem instead of solving it. India suffered from chronic unemployment and under-employment and, the

solution was to raise the standard of living of the masses. The surest way of achieving this was to put into operation the schemes of rapid industrialisation. Private and public expenditure for productive purposes should be undertaken and suitable opportunities should be created for giving impetus to the same. If impetus was given also to the development of short-range industries along with the long-range plans the objects of absorbing demobilised personnel and laying a foundation of industrial employment and expansion could both be achieved.

Opposition to U.S. Proposals for Expansion of World Trade and Employment.- In this connection, Sir Rahimtoola, referred to what he termed a double attack from two quarters which threatened India today. One was the combined efforts of the highly industrialised countries of the world to strengthen their ~~own~~ stranglehold on the markets of other countries. Recently the Government of the U.S.A. had sponsored some proposals for expansion of world trade and employment, which, if accepted, were likely to affect and arrest the growth of the economic development of industrially backward countries like India and defeat the very purpose, which the organisation had in view, viz., of tackling short and long range problems of raising the level of employment and increasing the standard of living of the masses. The particular provisions of the proposals dealing with employment referred to the expansion of international trade in a manner, which seemed to suggest that the expansion of international trade was possible only by maintaining full employment in major industrial and trading nations. The proposals contemplated a reduction of tariffs. If this provision was accepted at the international conference, India like other backward countries would be exposed to perpetual exploitation by highly efficient and industrial countries. Other provisions of the proposals amounted to an undertaking that no nation would seek to maintain employment through measures, which were likely to create unemployment in other countries or which were incompatible with international undertakings designed to promote and expand the volume of international trade and investment, in accordance with comparative efficiency of production. Such an undertaking could not possibly be given by any country seeking a greater level of industrialisation as it would severely restrict its freedom in adopting a domestic economic policy best suited to achieve that object.

Dangers of Piecemeal Labour Legislation.- The other danger, was from the hurried and piecemeal nature of labour legislation in the country. Within the past one year, the Government of India had either passed or brought forward legislation, which could not but have important repercussions on India's capacity to meet foreign competition in Indian markets, apart from some other serious consequences. Government had recently amended the Indian Factories Act with a view to reducing hours of work in factories. Earlier, Government had passed another enactment for making it obligatory for employers to grant holidays with pay to workers. The Government had now under consideration a proposal for fixing minimum wages for workers in all kinds of regulated and unregulated factories and establishments. Employers' representatives had in general supported these proposals not because they felt as Government did that the problem could be tackled so easily but because they did not want to create an impression that they were opposed to all the measures put forward by Government and which were considered to be beneficial to labour. The Government had now before it the Sickness Insurance Scheme and the latest proposals of Government were schemes of housing for industrial workers and Welfare Trust Funds. Sir Rahimtoola felt that in its enthusiasm

for bettering the ~~best~~ lot of workers, Government should not go on imposing burdens on industry, which it may not be in a position to bear. Government, he urged, should not take up labour legislation piecemeal but formulate a sort of a unified scheme of labour legislation and let the employers know as to where they stand vis-a-vis labour in regard to the total burden, which would be placed on the industry by such measures. If things went on in the present haphazard manner, whatever the intentions of Government, India would not be able to solve any of the problems, vis., of unemployment, raising the standard of living and of industrialisation successfully.

Criticism of Working of Tripartite Machinery.- Finally, Sir Rahimtoola referred to the Tripartite Labour Conference and the Standing Labour Committee meetings and complained that instead of trying to understand the viewpoints of both the employers' and workers' representatives, Government seemed to be utilizing the tripartite machinery to secure a seal of approval or endorsement to its pre-determined decisions, particularly in respect of vital questions affecting labour. Labour welfare was an integral part of the general welfare of the country, and the Government should not treat the problems connected with labour legislation and welfare in an isolated manner as it had been doing so far.

President for 1946-48.- Seth Sakarlal Balabhai was elected President of the Organisation for the years 1946-47 and 1947-48.

(Summarised from a printed copy of the Presidential Address received in this Office and the Hindu, dated 19-4-1946).

## Workers' Organizations.

### Meeting of General Council of All-India Trade Union Congress, Nagpur, 20 and 21-4-1946; Delegates Chosen For I.L.O. Conferences.

A meeting of the General Council of the AITUC was held on 20 and 21-4-1946 at Nagpur, under the presidentship of Mr. Mrinal Kanti Bose. 84 members out of a total of 127 attended the session. 33 new unions with a total membership of 19,829 were granted affiliation and 19 unions were granted a total increased membership of 16,382.

The total strength of the AITUC to date is 430 unions with a total membership of 497,728.

Workers' Delegates to the 28th (Maritime) and 29th Sessions of I.L.O. Conferences.— The General Council decided to recommend to the Government of India the following delegations for the 28th (Maritime) and the 29th sessions of the I.L.O. Conferences:

#### (a) Delegation for Maritime Conference.—

Delegate: Mr. Aftab Ali, M.L.A. (Central).

Advisers: Messrs. Dinkar Dessai, George Reed, Mohiuddin and Surat Ally.

#### (b) Delegation for 29th Session of I.L.O. Conference.—

Delegate: Mr. Mrinal Kanti Bose.

Advisers: Messrs. Sibnath Banerjee, Abdul Malik, T.A. Gaiwad, N.V. Phadke, Abidally Jafferbhoy and Manek Gandhi.

World Federation of Trade Unions.— The Committee approved of the action of the AITUC Delegation to the World Trade Union Conference Congress held in Paris in 1945 in paying a 226 as affiliation fees to World Federation of Trade Unions for six months. It decided to impose a compulsory levy of Rs. 5/- per each one thousand membership of a fraction of it on all affiliated unions for the purpose of paying WFTU Affiliation fees. The levy will have to be paid up by July 1946.

Resolutions: Support for Railwaymen's Demands.— The General Council adopted a resolution supporting the demands of railway workers and protesting against the decision of the Government of India to refer "demands other than those considered vital" by the railway workers to an adjudicator and promising the AITUC's "full support in whatever steps of the railway workers might take" to obtain satisfaction of their demands.

Protest against Cut in Rations.— The Council passed a resolution protesting against the arbitrary cut in the rations of industrial workers and congratulated them on their protest strikes and demonstrations against ration cuts and urged upon the Central and especially the popular Ministries in the Provinces the urgency of restoring it. ~~and~~ Failing restoration, the Council demanded payment of adequate ~~compensatory~~ compensatory allowance and assured all popular Ministries the full support of the working class in fighting black marketeers and for all measures that might have to be adopted in order to restore the cut.

Committee to study Labour Bills proposed by Government.- Turning to the various official Labour bills now before the country, the Council protested against the Government's present proposal to amend the Trade Disputes Act, 1929 (vide page 7 of this Report) "which ~~now~~ seeks to ~~perpetuate~~ perpetuate the war time restriction on the right to strike so as to practically annual it". It expressed its dissatisfaction with the present provisions of the Minimum Wage Bill (vide page 7 & 8 of this Report) which ~~was~~ was full of glaring defects and shortcomings. It also expressed its disapproval of the provisions of the Bill amending the Indian Trade Unions Act, 1926 (vide page 3 of the report of this Office for February 1946) which by putting certain restrictions and giving wide powers to the Provincial Governments, took away most of the advantages of recognition. The Council appointed a committee to study the Government proposals and Bills in detail and submit a memorandum. The Committee was asked to prepare its memorandum by 30-6-1946.

Congress Ministries requested to implement Recommendations of Labour Enquiry Committees.- By another resolution the Council urged the various Congress Ministries to implement the Reports of the Labour Enquiry Committees appointed by them during 1937-1939.

Other Resolutions.- Among the other resolutions adopted by the Council was one demanding the reinstatement of convicted railway workers; and another supporting the demands of jute workers, dock workers, U.P. scavengers, primary school teachers of Bombay, U.P. sugar workers, mica workers and Government of India press workers.

(The Trade Union Record, April, 1946).

67

PUBLIC HEALTH.

Indian Nursing Council Bill, 1946.

Mr. S.H. Y. Oulnam, Secretary to the Government of India in the Department of Health, introduced in the Central Legislative Assembly on 3-4-1946, a Bill to constitute an Indian Nursing Council. The Bill seeks to establish a uniform standard of training for nurses, midwives, and health visitors throughout India.

The statement appended to the Bill points out that Provincial Nursing Councils have been established in all Provinces except the North-West Frontier Province and maintain registers of qualified nurses, health visitors and midwives. Increasing difficulties have however been ~~experienced~~ experienced by the nursing profession and by employing authorities owing to the diversity in the standards of preliminary education of candidates entering training schools of nursing, the varying standards of training and examination for nursing certificates, and the lack of interprovincial reciprocity in the registration of nurses. To remedy these difficulties, the Bill proposes to set up an Indian Nursing Council which will prescribe uniform minimum standards of education and training for nurses, midwives and health visitors, supervise examinations, and maintain a schedule of qualifications recognised for registration throughout British India.

(The Gazette of India, Part IV, dated  
6-4-1946, pages 166-173 ).

## EDUCATION.

### National Planning Committee's Scheme for Free universal Education in India: Novel Proposal for Financing Scheme.

A programme for a universal system of compulsory, free, elementary, education of six to eight years' duration and ~~taxes~~ for conscription of qualified persons as teachers to carry out the plan, estimated to cost Rs. 2,000 million annually has been drawn up by the Priority Sub-Committee on Education of the National Planning Committee.

Features of Education Plan.— The chief points in the education plan are: (1) a required elementary education period for children of six to eight years' duration; (2) an adult literacy programme for both sexes, both for those past the school age and those "remaining illiterate" because of wastage or stagnation in their school period; (3) free nursery or kindergarten classes for children under school age at the expense of employers, local governing bodies and voluntary associations; (4) free books, stationery and other equipment; (5) conscription of qualified persons as teachers, and special provision for ~~training~~ training 100,000 teachers annually, along with increases in salaries as well as other facilities and amenities; (6) serving of free mid-day meals in elementary schools and (7) use of the radio and the motion picture as part of the educational programme especially for adult illiterates.

Finance: Profits of State Management of Agricultural Loans to be ~~utilised~~ utilised for Scheme.— To meet the cost of the Scheme, the Sub-Committee suggests that debts of individual agriculturists in India should be consolidated and taken over by the State—in each province or State by the central provincial bank—and funded at 10 per cent simple interest to be paid to the State. This would give substantial relief to the indebted cultivator who is at present paying much higher rates ranging from 12 to 75 per cent. At the same time the difference between the rate that the State receives from the ~~debtor~~ debtor-agriculturist (ten per cent) and that the State pays to the creditor, namely, five per cent would amount on a total estimated debt of Rs. 20,000 million, to over Rs. 1,000 million per annum in British India, while in the States at least half that amount might be added. This would provide about Rs. 1,500 million per annum almost at once.

Conscription of Teachers.— The Committee envisages a system of social conscription to find the teachers required for the plan. Under this system those already educated up to a given standard should be drafted into the national social service as conscripts have hitherto been drafted for military service. The Committee estimates that 250,000 teachers can thus be acquired immediately.

A compulsory training course would be given to such conscript-instructors in the last year of their high school career. They would be fed, housed and clothed at public expense, and given special training to fit them for their tasks.

The providing of 100,000 teachers per year would require 1,000 training schools and the woman-teacher would have to be given a special



importance and would have to be recruited in larger and larger numbers, ~~and~~ whether boys and girls are trained together or separately.

Conscription must be regarded, the Committee emphasizes, as a sort of poll-tax paid in kind by those best able to afford it. It should be a condition precedent to their admission in any occupation, or entrance to any university for prosecuting their own studies further or acquiring specialised qualification, that each should have discharged his social duty.

Present Position.— According to the Committee the proportion of illiterates in India was nearly 90 per cent of the total population, or some 270 million in British India and 350 million all over the country. 55 million children do not attend school in India today, while there are about 250 million illiterate adults. There are at present approximately 225,000 educational institutions of all grades in India, of these, primary, special and middle schools account for nearly 88 per cent of 200,000, and these ~~could~~ be extended and remodelled to meet the requirements of the national education programme. The building programme cost is estimated at not less than 1000 million rupees ~~should~~ be financed by a loan to be repaid over either ten years or 50 years.

(The Hindu, dated 27-4-1946).

64

THE TRANSITION FROM WAR TO PEACE.

Wages.

Government of Burma Sanctions Dearness Allowance for  
Government Employees.

To help its employees on lower grade salaries to meet the present high cost of living, the Government of Burma has announced that all Government servants drawing salaries upto and including Rs. 540 per mensem will receive cost of living allowances with retrospective effect as from 1-2-1946.

The details have not yet been worked out, but generally speaking these allowances will result in an overall increase of about 77 per cent over the pre-war basic salary rates.

(The Hindu, 7-4-1946).

War and Dearness Allowances of Government Employees  
Given Retrospective Effect in C.P., Sind and U.P.

Reference was made at page 62 of the report of this Office for March 1946, to the Government of India's decision to give effect to the increased rates of war and dearness allowances sanctioned in April 1945 to the servants of the Government of India from 1-7-1944 instead of from 1-1-1945.

Similar retrospective effect has now been given to the higher rates of war and dearness allowances by the Governments of the Central Provinces and Berar, Sind and the United Provinces. In all these provinces the higher rates are to have effect from 1-7-1944 instead of from 1-1-1945.

(The C.P. and Berar Gazette, Part I, dated 19-4-1946 page 326; The Sind Government Gazette Extraordinary, dated 6-4-1946, Part I, page 451; and The Government Gazette of the United Provinces dated 20-4-1946, Part V, page 55 ).

Employment.

Monthly Returns relating to Unskilled Labour  
Employed: Bombay Government prescribes Fresh  
Forms.

A Bombay Government Order dated 9-4-1946, makes certain amendments to the Government's previous Order issued in June 1945 requiring every person carrying on an undertaking and employing 100 or more unskilled workmen in connection therewith, to submit monthly returns in a prescribed form giving details relating to the unskilled labour employed by him during the preceding month. Reference was made to the later Order at pages 53-54 of the report of this Office for June 1945. The present amending order makes certain alterations in the form of the returns the employer has to submit.

(The Bombay Government Gazette, Part I,  
dated 25-4-1946, pages 1240-1242 ).

Relaxation of Control Measures.

Further Relaxation of Export Control.

In accordance with its post-war policy of progressive relaxation of export control, which aims not only at rebuilding the old export trade but also at capitalizing the present opportunities, developing old markets and cultivating new ones, the Government of India has freed from export control a number of important articles for which there is great demand in foreign markets and in which there is an exportable surplus. The list includes cutlery of Indian manufacture; earthenware; glass and glassware other than glass-stoppered bottles and glass sheets; Indian liquors, other than beer; buttons; paints, varnishes, enamels, polishes and compositions not containing lead or zinc and of Indian manufacture; games requisites of Indian manufacture, other than playing cards; stationery of Indian manufacture, other than fountain-pens; lead pencils and pins; surgical dressings; and hydraulic brake fluid.

With effect from 1-4-1946, exports of raw hides and skins are not subject to export control for a period of two months. Exports of all leather manufactures, other than men's and women's footwear, and of all types of leather, vegetable or chrome tanned, have also been placed on the free list from the same period. Exports of men's and women's footwear are being permitted up to the full level of exports during the year 1941-42 to all permissible destinations. Coir and coir goods were decontrolled from 17-11-1945. As from 6-4-1946, a few more articles were decontrolled, the most important of them being woollen carpets and floor rugs, enamelware, indigenous bicycles and parts thereof and indigenous razors and razor blades.

A more liberal export policy is also to be followed in regard to asbestos, cement, printers' and lithographers' inks, artificial jewellery, cotton-waste blankets and hair cloth. It may be recalled that, more than 100 commodities were removed from export control in November 1945 (vide page 53 of the report of this Office for November 1945).

(Notification No. 91-CW(1)/45, dated 20-4-1946, The Gazette of India, Part I, Section 1, dated 25-4-1946, page 586; The Statesman, dated 20-4-1946).

## Food.

### National Planning Committee's Five-Year Food Plan: Sub-Committee suggests 15-Point Programme.

The report of the Sub-Committee on Food appointed by the National Planning Committee recommends a comprehensive five-year plan to overcome ~~India's~~ India's estimated annual food deficit under a ~~staggering~~ long-range outlook, of between 25 and 30 million tons through Government sponsored and financed improvement of agriculture, fisheries and animal food sources. The report suggests that import of food grains need not be necessary if resources were properly developed and urges that it must be <sup>the</sup> first concern of the National Planning authority to make up the food deficit within a term of not more than five years.

15 Point Agricultural Programme.- To achieve the above objectives the report recommends an agricultural reclamation plan, estimated to cost probably Rs. 5,000 million and to be financed by a Government-sponsored national loan spread over a ten-year period.

The following is the 15-point agricultural programme: (1) Bringing additional cultivable land under cultivation which now lies uncultivated. (The sub-committee estimates that cultivable waste land amounts to something like 25 per cent or 152,000,000 acres in British India). (2) Adding of improved facilities for adequate, regular water supply for lands already under tillage or those to be brought under the plough. (3) Providing better manure ~~as~~ so as to add to the quantity and quality of food crops, this to include artificial fertilizers where necessary and practicable. (4) Better seed with a view to increasing the yield and quality and hybridization and other development. (5) Introducing better implements or machinery for tilling, sowing, harvesting and the like. (6) Improving the technique of cultivation by better tools and implements, power-driven machinery, suitable rotation of crops and similar measures. (7) Reforming the general organization of all land under cultivation on a co-operative basis so as to avoid waste of available land in the shape of barriers and make the labour devoted to land more productive per unit of cultivation. (8) Consolidation of holdings, which are today excessively fragmented and scattered, and gravely impede economic tillage or increased productivity. (9) Control of pests and weeds, which reduce the yield per unit as well as in the aggregate. (10) Protecting the soil against floods and erosion. (11) Review of the cash revenue demand, which is open to periodical revision and enhancement by the State so as to approximate land revenue to income tax, with exemptions from any revenue demand for such units as raise only the minimum needed for the subsistence of the cultivator and his family. "Absolute proprietorship of individual landlords or holders will have to be abolished, as also parasites like zamindars, taluqdars, absentee landlords and mere rentiers of all kinds and description". (12) Organization of proper storing, grading and marketing facilities to guard against periodical failures of crops as well as to provide exchange of surplus. (13) Reduction of the unproductive debt burden of the cultivator by a wholesale re-organization of the nation's banking service. (14) Proper adjustment between the commercial crops or raw materials of industry produced from agricultural land and food crops proper. (15) Proper attention to the development of horticulture, fruit and vegetables, or market gardening, in order to supplement the standard diet, and provide indispensable vitamins.

The report emphasizes that all the various modes of adding to the food supply from agriculture "must be tackled simultaneously and not one by one". Every State or provincial Government would prepare its own programme for carrying out the general policy under the plan as formulated by the Central Government and given effect to as laid down in the ~~xxxxx~~ basic national programme.

The report is to be considered at a meeting of the National Planning Committee next month.

(The Hindustan Times, 14-4-1946).

Review of Government of India's Food Policy:  
Meeting of Central Food Advisory Council.

The present food position in India and the measures that are in hand to deal with it were reviewed at a session of the Central Food Advisory Council in New Delhi in the first week of April. On 3-4-1946 the Council heard from Sir J.P. Srivastava an account of measures taken by the Government to solve the problem of food shortage. Several speakers stressed the necessity of a storage drive to cut down grain losses due to defective storage, and urged stricter enforcement of measures against hoarders, and increasing fish supplies in the country.

Central Subsidy for Tube Wells: Central Ground Water Section to be set up.— Addressing the Session on 5-4-1946, Sir Jogendra Singh, Member for Agriculture, announced that the Central Government had given grants to the Provinces for the construction of wells and a large number of them had already been completed. A subsidy of 50 per cent would also be given to any cultivator who undertook to dig a tubewell in his village. The subsidy would be shared between the Government of India and the Provinces. The Central Government had decided to set up a Central Ground water Section to tap sub-soil resources, and had already before it a plan to carry out boring operations; and all machinery for the purpose had been purchased from the U.S.A.

Sir Jogendra Singh ~~xxxxxx~~ further stated that the total acreage under principal foodgrains had increased by over 15 million acres during the triennium ended 1944-45. Over 2 million acres of culturable waste and 0.5 million acres of fallow land had been brought under cultivation. He pointed out that there were practical difficulties in bringing large tracts of culturable waste under the plough, e.g., lack of irrigation facilities, tractors and manure. But he expected that much progress would be made during the next 12 months and hoped that in a few ~~xxxxxx~~ years India would be self-sufficient in the matter of food production.

In order to encourage the increased production of food crops, the Central Government had sanctioned several schemes subsidizing distribution of sulphate of ammonia, bonemeal and oilcakes. During the period 1945-46, grants amounting to Rs. 2,716,050 and loans amounting to Rs. 6,174,700 had been given to Provinces for this purpose. The Government of India had also sanctioned loans and grants amounting to Rs. 8.4 million and Rs. 3.267 million respectively for multiplication and distribution of improved seeds amounting to about 88,000 tons.

This was expected to produce about 270,000 tons of extra food under normal ~~unusual~~ conditions.

The Council adopted resolutions emphasising the need for developing the bee-keeping industry and directing provinces and States to raise short-term crops.

(The Hindustan Times, 4-4-1946; and "Dawn", dated 9-4-1946 ).

Development of India's Fisheries: Fish Sub-Committee Report.

The Fish Sub-Committee, appointed by the Government of India to suggest how the production of ~~fresh~~ fish ~~may~~ in the country <sup>may</sup> be increased has recommended in its report a number of measures for the development of Fish Industry.

There are two main classes of fisheries in India - inland and marine, and the Committee feels that there is ample scope, for the development of the industry, for the fishery resources of India are not only very extensive and varied, but extremely rich both in regard to the types and numbers of fish of prime edible qualities, and urges the need for a comprehensive long-range programme based on an all-India policy of survey, exploitation and development.

Suggestion for Better Production and Marketing.- The need for research and experimental work and the setting up of a permanent organisation at the Centre for co-ordinating and directing fishery research on an all-India basis is emphasised by the Committee. Further, it is suggested that fishermen should be provided with suitable and efficient types of fishing boats and nets, ice should be available at cheap rates for the preservation of fish and arrangements must be made for rapid collection and transport of catches by power launches, as also for better marketing facilities. Another suggestion is that, equally with such measures as may be taken for increasing production, it is essential that efficient arrangements are made for the handling and preservation of the catches and for their proper preservation, storage and rapid transport from the fishing areas to the consuming markets. To improve the economic condition of the fishermen, the Committee recommends the introduction of the co-operative movement with a view to enabling them to buy boats and tackle required for their profession at a lower cost than would otherwise be possible and to market their catches at favourable rates. Legislation for the preservation of river fisheries and to avoid pollution of water is also recommended.

Subsidiary Industries.- The Committee recommends the development of subsidiary industries for the production of fish manure, fish oil, fish glue, etc., by utilising fish wastes and offal and fish not suitable for human consumption, and suggests that pending the establishment of the proposed Central Fishery Research Institute, the Government of India should send as soon as possible a sufficient number of State scholars to the Torry Research Station, Aberdeen for training.

70

Action Already Taken.- The report is under consideration of the Government of India, but the Imperial Council of Agricultural Research, has already drawn up a scheme for the establishment of a Research Institute with two stations, a main station for marine fisheries and a sub-station for inland fisheries. A Shark liver oil industry has been developed by ~~some~~ Provinces and States and extensive piscicultural operations have been initiated in almost all Provinces for developing the inland fisheries. Protective legislation is being planned to stop the destruction of brood and young fish, and the Government of India is exploring the possibilities of introducing power-vessels for developing the rich offshore marine fisheries.

(The Statesman, 25-4-1946).

Indian Food Situation: Mr. Hoover's Investigation  
Tour, 24 to 26-4-1946.

Mr. Herbert Hoover, President Truman's World Food investigator arrived in India on 24-4-1946 on a three day tour to study the food situation in the country. At Delhi Mr. Hoover had consultations with the Viceroy, Mahatma Gandhi, Pandit Jawaharlal Nehru and officials of the Food Department. Later accompanied by the Food Secretary to the Government of India, he visited the seriously affected areas of Madras, and Mysore.

At the conclusion of his tour, in a report cabled to the U.S. Secretary of Agriculture, Mr. Hoover called for unlocking supplies of rice available in Siam, greater aid from Australia if possible, and speeding of the American effort to send food into India.

Causes of scarcity.- According to Mr. Hoover India's present food difficulties came from three directions: (1) "India normally imported considerable food supplied especially from Burma. This source had been largely curtailed this year. (2) "South India had suffered from a disastrous drought; and (3) "The standard of living of the great mass of Indian people had always been low and a marginal group had always been on the borderline of what in America would be regarded as starvation.

Drastic rationing.- Mr. Hoover emphasized that only the intelligent use of rationing had prevented stark starvation of the widespread famine. There had been drastic rationing of large sections in the deficit areas in order to lengthen the domestic supplies. Before the recent reduction in the ration, the calory content of the authorized ration plus some supplements probably amounted to less than 1,600 calories, mostly cereals. Now the ration had been reduced to about 1,400 calories daily per person including such supplements as the mass of people could find. In ~~Mysore~~ Mysore even this ration had begun to break down. About two-thirds of the cereal ration was the less nutritious groundnuts and cattle food, and large districts could not, without outside supplies, maintain even the present reduced ration for more than 30 to 90 days. Many districts were on the edge of the precipice, and every ton of food imported into these areas would lessen the loss of life.

Deficit Area's Needs.- Mr. Hoover said that in order to carry the ration including supplements through on the present meagre basis of about 1,400 calories, it was officially estimated that the deficit

22



77  
areas required rice, wheat and millet of 345,000 tons in May, 315,000 tons in June and 441,000 tons in July, of which only about 300,000 tons appeared now to be actually en route from overseas. Some of these supplies would not arrive in July. The government estimated a minimum need of 522,000 tons in each of August and September, would still be needed but after that time the world supplies should be easier.

Help from near sources.- Mr. Hoover, suggested that India would have ~~to meet her immediate~~ needs from nearby sources and that of Siamese rice could be obtained it would go a long way to solve the immediate problem.

In a recorded broadcast talk beamed to Australia from New Delhi, Mr. Hoover pointed out that supplies for the June and July requirements of India from North America were too far away to arrive in these months. It would be an immense help if delivery of Australian supplies could be advanced to cover these critical months.

(The Hindustan Times, 28-4-1946;  
'Dawn' dated 30-4-1946 ).

## Demobilisation and Resettlement.

### Mysore Government Plans for Resettlement in Civil Life of Demobilised Service Personnel.

The question of resettling in civil life demobilised service personnel and finding employment for discharged workers in Mysore was discussed recently at an informal Committee of officers, under the chairmanship of the Commissioner of Economic Development and Planning, Mysore. The Committee's chief recommendations were the following:-

(i) Men eligible for employment in Government Service.- These might be absorbed in the several Departments of Government, utilising the large number of vacancies which were existing or which had been temporarily filled in war time.

(ii) Technical Personnel.- The existing industrial concerns, state-owned or state-aided, and private and those that might be newly started might help the absorption of men belonging to this category.

(iii) Unskilled men.- These might be assigned to the districts from which they came and employed by the Executive Engineers on road, tank and other works.

(iv) Civil Pioneer Units.- These units might be formed with such men as brick-layers, masons and carpenters and employed on works connected with the construction of buildings, bridges and irrigation projects. It has been announced that the Government, in general agreement with these recommendations.

Setting up of Employment Exchange.- The Committee had proposed that a Regional Exchange and two Sub-Regional Exchanges might be established for the purpose of helping workers to find the most suitable employment. The Government, has, however, decided that it would be enough for the present, to amalgamate and strengthen the Employment Exchange and Supply Depot at Kolar Gold Field and the Depot at Nagamanjala. The reconstituted Exchange is to be located at Bangalore City and function under the administrative control of the Commissioner of Labour who will be given the assistance of an Assistant Commissioner with necessary office staff.

Its duties would be to: (1) prepare and maintain a list of persons seeking civil appointments in the non-gazetted service and arrange, in consultation with the Public Service Commissioner, to provide such persons with appointments in the several Departments of Government, having regard to their qualifications, training, aptitude and capacity; (2) maintain a record of all skilled and unskilled workers seeking its help and endeavour to find them appropriate jobs in factories, on public works and otherwise. For this purpose the Exchange would keep in touch with large employers of labour, including the Departments of Public Works, Electricity and Industries.

So far as local circumstances permit, the Exchange might adopt the procedure followed by Regional Exchanges in British India.

Other Schemes.- The Commissioner of Labour had been requested to prepare from time to time and submit to Government, simple schemes of land colonisation, industrial co-operative societies and labour units for the benefit of persons who might prefer group employment, indicating the concessions and facilities that ought to be given to ensure the popularity and success of such schemes.

76

The benefit of the rules for the grant of industrial loans might be extended to skilled workers who might be willing and competent to set up small business concerns of their own.

(Mysore Information Bulletin, December, 1945).

Madras Act to provide for Acquisition of  
Lands for Ex-Servicemen.

The Madras Ex-Service Men's Land Acquisition Bill, 1945, referred to at pages 64-65 of this Office report for the month of October 1945, received the assent of the Governor on 31-3-1946 and has now been gazetted as the Madras Land Acquisition (Ex-Servicemen's Settlement) Act, 1946, (Act No. IX of 1946). Section 3 of the Act empowers the Government to acquire, or to take over for temporary occupation and use for any period, lands for the purpose of granting them to societies which will consist predominantly of ex-servicemen and will be registered or deemed to be registered under the Madras Co-operative Societies Act, 1932, or any enactment which promotes collective farming. In case of lands situated in an estate, the Government may, if it so chooses acquire only the Madivaram (tenancy) rights.

In a Press Note the Government has clarified that acquisition will not result in cultivating ryots being dispossessed of their lands by ex-servicemen as it is the intention of the Government that land at its disposal should be used for the colonisation schemes. Acquisition will as far as possible be confined to unoccupied land and cultivated land will not, under ordinary circumstances, be acquired unless it interferes with the main colonisation scheme. It is further emphasised that acquisition will not be undertaken in the interests of individual ex-service men but only for forming colonies of ex-service men on co-operative lines.

(The Hindu, dated 7-4-1946; The Fort St. George Gazette, Part IV-B, dated 2-4-1946, pages 19-21).

## Railwaymen's Dispute: Adjudicator Appointed.

Reference was made at page 66 of the report of this office for March 1946 to the dispute between the All-India Railwaymen's Federation and the Railway Board and to the Federation's demand for the immediate appointment of a court of adjudication and preparations for a general strike.

Railway Board Announcement: Concessions for Railwaymen.- Towards the middle of April, the Government of India officially replied to the demands of the Federation and at a press conference on 18-4-1946, Sir Arthur Griffin, the Chief Commissioner for Railways announced the following concessions: (1) The dearness allowance will be given retrospective effect from 1-7-1944 to 1-1-1945; (2) An additional grant of Rs. 3 a month for the latter six months of 1944 to all those getting dearness allowance in excess of 17½ per cent of the pay; (3) Fifty per cent of the dearness allowance will be counted as pay for the purposes of computing provident fund and gratuity benefits on retirement. The first two concessions are expected to cost the Railway Board about Rs. 35 million.

Other <sup>announced</sup> decisions affecting railwaymen announced by the Chief Commissioner were the appointment of a Commission to consider post-war scales of pay of Government servants, including railway employees, and the appointment of an adjudicator to go into the differences between the ~~same~~ railway administration and railway employees as regards leave reserve, hours of work regulations and the question whether any improvement is necessary in the leave regulations of the inferior and daily paid staff.

On the subject of retrenchment, Sir Arthur explained that the present situation was that out of about 850,000 to 900,000 employees 34,000 had been declared surplus since the end of the war, of whom 19,000 had been absorbed and 15,000 discharged, many of the latter having been employed in other departments. Everything was being done to develop alternative employment for the surplus staff by various ad hoc expedients apart from rehabilitation and new projects which would demand many new hands. The Railway Board did not believe that any appreciable number of railway servants appointed to permanent posts in a temporary capacity during the period June, 1942, to December, 1943, would have to be discharged as a consequence of the absorption of ex-servicemen.

Adjudicator Appointed: Terms of Reference.- In pursuance of the above decision, the Government of India by an order dated 23-4-1946, appointed Mr. Justice Rajadhyaksha adjudicator to go into the following questions. (1) Whether the existing hours of work of railway servants, other than those to whom the Factories Act, 1934, applies should be reduced and if so, to what extent and to what classes of railway servants; if reduced the date or dates by which any such reduction could be effected, taking into consideration the administrative difficulties, if any. (2) Whether the grant of a compulsory periodic rest of a calendar day should be allowed to all railway servants referred to in (1) above, including those designated as essentially intermittent workers; if not, whether periodic rests in any other form are recommended. (3) Whether the existing provisions regarding leave reserve are satisfactory, if not the modifications required to provide reasonable facilities to railway servants to enjoy leave due to them. (4) Whether the existing leave rules and other holiday concessions applicable to railway servants, who are daily rated and/or in inferior

service need liberalising and, if so, to what extent.

Railwaymen's Criticism of Terms of References.- The decision of the Government of India, however, has not given satisfaction to the railwaymen who maintain that the terms of reference to the adjudicator were extremely narrow. According to a statement issued to the press on 24-4-1946, the General Secretary of the G.I.P. Railwaymen's Union, the Federation's demands are: Revision of scales of pay; no retrenchment; consolidation of dearness allowance with pay and wages and three months' pay as war bonus. The Government has however, appointed an adjudicator to inquire into the following matters; Hours of Employment regulation; leave rules for daily rated staff and inferior servants and leave reserves. These, the statement pointed out are not the demands of the All-India Railwaymen's Federation but some of the proposals made by the Federation to avoid retrenchment on railways.

Progress of Strike Ballot.- Latest reports indicate that strike ballot is proceeding in a number of affiliated unions, in spite of an appeal issued by Mr. S. Guruswami, General Secretary, All-India Railwaymen's Federation, asking them to suspend action relating to strikes pending reconsideration of the situation by the General Council. Nearly 60,000 workers belonging to the various railways in the country have already voted in favour of going on strike, according to information available at the B.B. and C.I. Railwaymen's Union, Bombay.

(The Hindustan Times, 17, 19 and  
26-4-1946;  
The Times of India, 30-4-1946;  
The Gazette of India Extraordinary  
dated 23-4-1946, pages 289-290 ).

76

Post-War Reconstruction.

Industrialisation Plans for Hyderabad State.

In a talk broadcast from the Hyderabad Radio Station on the Godavary Valley Development Scheme, Mr. Kasim Khan of the Post-War Planning Secretariat of the Hyderabad State outlined the States' industrialisation plans.

Thermal Power Station to be set up.- H.E.H. the Nizam's Government proposed to set up immediately a thermal power station in the Godavary area which will ultimately provide 97,500 kws. of hydro-electric power. The staff necessary for all the preliminary investigations had been sanctioned by Government and a budget provision of about Rs. 7.2 million had been made this year for this and other purposes such as payment of advances on purchases of the thermal and certain other plants and capital works to be executed in the area.

Central Oil Factory.- Secondly, the Government had sanctioned the establishment of a central oil factory for developing the oil industry of the State by setting up a hydrogenating plant with five co-ordinated units for allied industries. The caustic soda plant was expected to produce 1,500 tons of caustic soda per annum. Government was already in negotiation for the establishment of an iron and steel industry in the area.

Proposals relating to Fertiliser, Textile and Ceramic Industries.- Mr. KASIM revealed that investigations had also been started with regard to the gasification and carbonisation of low grade coal, which would provide Hyderabad with most of the raw materials needed for the manufacture of nitrogenous fertilisers such as ~~ammonium~~ ammonium nitrate and Urea, chemicals for the drugs and dye-stuff industry and several types of plastics. This development, coupled with the increase in the production of alcohol/ of organic chemicals by catalytic processes, would make Hyderabad a great centre for fertilisers and chemical industries in Southern India. Further, the Government had under contemplation the expansion of textile industry which might result in the establishment of six new weaving mills and a spinning mill, besides converting the existing ones into economic units. Investigations with regard to the ceramic industry were complete and its establishment was now pending the final decision of Government. Government was also exploring the possibilities of setting up an electrical goods industry in conjunction with certain foreign manufacturers. Plastics industry for which plans were well advanced, will be located in the area.

The creation of an industrial township for the Dominions with the objective of ~~these~~ centralising industrial and commercial interests and industrial research was one of the main features of the plan.

(The Times of India, 23-4-1946).

77

GENERAL.

Labour Department, Government of India, Split up  
into Labour Department and Works, Mines and Power  
Department.

An Extraordinary Issue of the Gazette of India announces that with effect from 8-4-1946 a new Department of Works, Mines and Power has been created to deal with part of the business now being transacted by the Department of Labour.

The new Department of Works, Mines and Power will deal with such subjects as the Central Public Works Department and execution of ~~various~~ central works projects, civil engineering, mines and minerals, the geological survey of India, major irrigation works, including central waterways, Irrigation and Navigation Commission, electricity and stationery and printing.

The Labour Department will continue to deal with all subjects connected with the I.L.O., welfare of labour, labour relations, social security measures, legislation and enforcement of labour laws, safety measures, resettlement of ex-servicemen and women, technical and vocational training schemes, labour bureau statistics, research and investigation, etc.

Both departments are to be under Dr. B.R. Ambedkar, Labour Member, Government of India.

(Resolution No. 199/46-Public-  
The Gazette of India Extraordinary,  
dated 5-4-1946, pages 257-258;  
The Times of India, 8-4-1946 ).



List of the more important Publications received in this Office  
during April, 1946.

National Labour Legislation.-

- (1) Bikaner State Tenancy Act (Act II of 1945).
- (2) Bikaner State Workmen's Compensation Act (Act III of 1945).  
Published by the Authority, Bikaner: Printed at the Government Press, 1945.

Social Policy.-

Government of India, Department of Labour, Seventh Labour Conference (Held at New Delhi on the 27th and 28th November, 1945). Summary of Proceedings: Published by the Manager of Publications, Delhi, 1946.

Economic Conditions.-

- (1) Government of the United Provinces: Memorandum on the Budget for the Year 1946-47, Lucknow, 1946.
- (2) Government of the United Provinces: Detailed Estimates and Grants for the Year 1946-47 (as authorised by His Excellency the Governor) Final, 1946, Allahabad.  
Superintendent, Printing and Stationery, United Provinces.

Migration.-

- (1) Annual Report of the Representative and the Agent of the Government of India in Ceylon for the year 1944: Published by the Manager of Publications, Delhi, 1946.
- (2) Indian Emigration to America, by S. Chandrasekhar. Pamphlet No. 8: Indian Council of World Affairs, New Delhi: Oxford University Press, 1945.

Agriculture.-

Report of the Agricultural Finance Sub-Committee appointed by the Government of India on the recommendation of the Policy Committee on Agriculture, Forestry and Fisheries, 1945.

Living Conditions.-

- (1) Bombay Milk Supply: Issued by the Government of Bombay, 1946.
- (2) The Greater Bombay Scheme: Report of the Housing Panel, (January 1946): Printed at the Municipal Printing Press, Bombay.

Organisation, Congresses, Etc.-

- (1) Presidential Speech of Sir Madhusudan Goenka: Nineteenth Annual Session, 30th March, 1946.
- (2) Nineteenth Annual Session, 1946: Resolutions as finally adopted by the Federation at its Nineteenth Annual Session. Federation of India Chambers of Commerce and Industry, New Delhi.
- (3) Presidential Address of the Hon'ble Sir Rahimtoola M. Chiny at the 13th Annual Meeting of the Organisation held in Calcutta on the 19th April, 1946: All-India Organisation of Industrial Employers.  
Federation of Indian Chambers of Commerce and Industry, New Delhi.
- (4) All-India Organisation of Industrial Employers: Report of the Proceedings of the Committee for the Year 1945.
- (5) All-India Organisation of Industrial Employers: International Chamber of Commerce Indian National Committee: Report of the proceedings of the Committee, for 1945-46: 28, Percepsah Road.

### The Transition From War to Peace.-

- (1) A Critique of Government Planning, by G.D. Birla, Speech ~~and~~ delivered at the 19th Annual Session of the Federation of Indian Chambers of Commerce and Industry on Saturday, 30-3-1946.
- (2) Transition in India from War to Peace, by Gyan Chand: Pamphlet No.7: Indian Council of World Affairs, New Delhi, Oxford University Press, 1945.
- (3) Basic Problems of Relief, Rehabilitation and Reconstruction in South East Asia, by J. Russell Andrus: Indian Council of World Affairs: Oxford University Press.

### Post-War Reconstruction.-

- (1) India's Post-War Reconstruction and its International Aspects, by M.S. Lokanathan: Indian Council of World Affairs, New Delhi: Oxford University Press, 1946.
- (2) Preliminary Draft: Government of Bengal: Post-War Reconstruction: Bengal Government's Plan: Superintendent, Government Printing, Bengal Government Press, Alipore, Bengal, 1945.

### Miscellaneous.-

- (1) A Plea for amalgamation of Orissa Feudatory States with the Provinces of Orissa: Published by the Provincial Congress Committee, Orissa, 1946.
- (2) Government of Orissa, Public Works Department (Irrigation and Drainage Branch): Irrigation and Drainage Budget Estimate for the year 1946-47: Final Issue: Superintendent, Orissa Government Press, Cuttack, 1946.
- (3) Final Issue: Government of Orissa, Public Works Department, (Transport and Buildings) Budget Estimate of Provincial Civil Works in the Province of Orissa for the Year 1946-47: Superintendent, Orissa Government Press, Cuttack, 1946.

-----