

**INTERNATIONAL LABOUR OFFICE  
INDIAN BRANCH**

**Report for December 1943**

*M. W. ...  
2 M. Rao.*

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

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From December, 1943

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## NATIONAL LABOUR LEGISLATION.

Government of India.

### Lifting of Ban on Employment of Women Underground in Coal Mines in Orissa.

Reference were made at page 1 of our July 1943 report and page 2 of our November 1943 report to the lifting of the ban on women in underground work in coal mines in Central Provinces and Berar, Bengal and Bihar. In exercise of powers conferred by section 46 of the Indian Mines Act, 1926, the Government of India has by a notification (No. N5952) dated 4-12-1943 exempted, until further orders, all coal mines in the province of Orissa from the provisions of clause (j) of section 29 of the Act, to the extent to which regulations made thereunder prohibit the entry of women into underground workings for the purposes of employment, subject, however, to the following conditions, namely:- (i) no woman shall be employed underground in galleries which are less than six feet in height; and (ii) every woman employed underground shall be paid wages at the same rate as a man employed underground on similar work.

( The Gazette of India Extraordinary,  
dated 4-12-1943, pages 823-824 ).

According to a note published in the December 1943 issue of the Indian Labour Gazette, the reason for the above order, as also the two previous orders of the kind referred to regarding lifting the ban on the employment of women underground in coal mines, is the inadequate supply of labour in the mines. It is expected, the note points out, that the temporary measures of permitting women underground will alleviate the prevailing labour shortage.

'The minimum coal requirements of Indian industry over a year will be about 26 million tons and even with this amount some rationing of consumers would be necessary. With less coal production, more severe rationing would be necessary with consequent loss of production and employment'.

India.

### The Bengal Steamer Khalasis Bill, 1943.

The Bengal Steamer Khalasis Bill, 1943, a non-official Bill to make provisions for the betterment of the conditions of work of steamer khalasis in Bengal, was introduced in the provincial Legislative Assembly on 28-9-43. Khalasis, as defined in the Bill, include all steamer employees in inland waterway transport, except drivers, serangs and masters and may be divided into the following classes:- tilakari, engine department khalasis, bhandari (store-keepers), mahtars (sweepers), wheelmen, oilmen, lightmen, firemen, and manifest clerks.

The Bill aims at — (a) recognition of the khalasis directly by the employer in charge of the management of the steamers navigating in the Province of Bengal, (b) total abolition of the present anomalous practice of leaving the khalasis entirely at the mercy of the masters, serangs and drivers who, taking full advantage of their ignorance and economic helplessness, exploit them to the fullest possible extent, and (c) fixation of the minimum salary of the khalasis at Rs. 20 per month

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addition to usual leave and free travel pass, etc. Besides making provision to meet these ends, the bill also provides for gratuity and pension on completion of 20 years service, sick-leave with full pay for a period of treatment and compensation for disablement, partial or permanent, due to injuries ~~suffered~~ suffered while on duty, in accordance with the provisions in the Workmen's Compensation Act, 1923.

The Bill, if enacted into law, the statement of Objects and Reasons lays out, would, besides improving the standards of living of Khalasis, also help to relieve the growing unemployment problem in Bengal as steamer companies normally require a large number of Khalasis.

( The Calcutta Gazette, dated  
25-11-43, part IV-A, pages  
55-57 ).

*Bengal.*

Draft Rules re-Appointment of Medical  
Referees: Amendments to Workmen's Com-  
pensation Rules Gazetted by Bengal  
Government.

Reference was made at page 1 of our November 1942 report to the option by the Bengal Legislature, and the publication as an Act, of the Workmen's Compensation (Bengal Amendment) Act, 1942, which provides for the appointment of medical referees under the Act to help the speedy settlement of compensation claims. To give administrative effect to the Act, the Government of Bengal proposes the adoption of certain rules. The draft, now published, is to be taken into consideration by -3-1944.

( Notification No. 3901 Com-dated  
26-11-1943: The Calcutta Gazette  
dated 9-12-1943, part I, pages  
1765 to 1767 ).

Mysore.

The Mysore Labour (Amendment) Bill introduced  
in the State Legislative Council.

Among the official bills introduced in the Mysore Legislative Council, 10-12-43 was the Mysore Labour (Amendment) Bill, ( Details regarding the provisions of the Bill and its progress in the Council are not yet available ).

( The Times of India dated  
15-12-1943 ).

3

SOCIAL POLICY.

4th Meeting of the Standing Labour  
Committee to be held at Lucknow on  
7 and 8-1-1944.

The Fourth meeting of the Standing Labour Committee of the Tripartite Labour Conference is to be held at Lucknow on 7 and 8-1-1944. It is learnt that the Committee will consider the report of the Dearness Allowance Committee (vide pages 38-39 of our October, 1943, report) and will examine the possibilities of having statutory wage control in India. Questions relating to model provident fund rules, <sup>absentees, retires, etc.</sup> and employment exchanges, which are now being set up, will be discussed, and the position relating to canteens for workers will be reviewed at the meeting.

*Indian Labour Gazette*  
( The Hindustan Times, dated  
Del., 4-12-1943 ).

It is later understood that the above meeting has been postponed to 25 and 26-1-1944.

General.Labour Welfare Measures in Hyderabad State.

Labour matters having assumed importance as a result of industrial development in the Hyderabad State, the need for a separate institution to cope with them has been felt for some time. Government, as an experimental measure, sanctioned the appointment of a Labour Officer for a period of two years to bring about better labour conditions, and to ensure the smooth working of the various labour legislation measures. The Labour Officer was entrusted with the drafting and amendment of labour legislation and with keeping an up-to-date record of the legislative enactments as applied in British India.

Labour Legislation.- During 1351 Fasli (1941-42) the Hyderabad Industrial Dispute Bill was drafted to provide machinery for the settlement of industrial disputes. The Payment of Wages Bill was introduced as a Regulation and Rules thereunder were drafted; this Regulation enables workers to receive their wages without undue delay and stoppage of work. A new Factories Bill was drafted as the existing Act had become obsolete and required amending. The special feature of this Bill is that hours of work have been reduced to 54 per week. A number of other changes also have been made in view of the recommendations of the Royal Commission on Labour. The Workmen's Compensation Act was enforced in 1349 Fasli (1939-40) and the Rules under this Act were brought into force on 15th Dai 1351 Fasli (November 1941). Amendments to the Workmen's Compensation Act and Rules thereunder have been published for public information. First Tahsildars have been appointed Commissioners for workmen's compensation in their respective districts. Maternity benefit Rules have also been enforced.

Considering the importance of industrial effort during the war it was essential to keep labour at work. To achieve this end a Trade Dispute Order, under Rule 72-A of the Defence of Hyderabad was brought into force as an emergency measure by which Conciliation Boards and Industrial Courts may be appointed by the President-in-Council for the speedy and peaceful settlement of trade disputes.

Co-ordination with British India.- To keep in touch with the labour activities in British India representatives were sent by Government to the Labour Conferences held at New Delhi. After attending the third conference of Labour Ministers held in January 1942 and the Tripartite Labour Conference held in August 1942 at New Delhi, the representatives from Hyderabad submitted a report to the Nizam's Government and suitable measures are being taken in matters concerning labour legislation, labour welfare, etc., in accordance with the recommendations submitted by them.

Other Measures.- Several meetings were held during 1351 Fasli (1941-42) to discuss problems connected with labour welfare. All factory managers were advised to appoint factory labour officers. The attention of mill managers was drawn towards the work of labour welfare and they have been persuaded to increase the dearness allowance, to pay proper wages, to provide adequate medical facilities and to supply grain to the workers at cost price. The desirability of introducing a provident fund was also emphasised.

(Hyderabad Information, December 1943 issue).

5

ECONOMIC CONDITIONS.

Central Glass and Silicate Research Institute  
to be Established : Decision of the Governing  
Body of the Council of Scientific and Industrial  
Research.

At a meeting of the Governing Body of the Council of Scientific and Industrial Research, held at Bangalore on 1-12-43, it was decided that the Government and industrialists should be approached to raise sufficient funds to bring into being a National Chemical Laboratory, National Metallurgical Laboratory and National Physical Laboratory. The Governing Body also decided to extend by an year a dozen research schemes already in existence. It was also decided to give immediate effect to the establishment of a Central Glass and Silicate Research Institute and a Fuel Research Station. In order to give effect to utilization of researches, a Committee consisting of a president and two industrialists as members has been formed. The Committee will meet frequently to settle terms on which research processes may be handed out to interested parties.

(The Hindustan Times, 5-12-1943).

Exploitation of India's Mineral Resources:  
Plan for Better Organisation.

Speaking at a meeting of the Geology Association of the Presidency College, Madras, held on 4-12-43, Mr. B. Rama Rao, Director of Geology, Mysore, dealt with the steps that should be taken by the Governments, Central, Provincial and State, for the better exploitation of the mineral resources of the country. He drew attention to the mineral wealth of the country and said that at present there was hardly adequate information about the deposits, the extent of supplies available, their quality etc. It was necessary to have an intensive survey of the land and the resources available. This sort of survey could only be undertaken by a governmental agency. In most of the provinces and the States, the mineral rights vested in the Government; even so, most of the States and even the Government of India had been functioning merely as custodians of the wealth. In the present backward condition of India, such a neutral attitude will not conduce to the rapid growth of the mineral industry.

Mr. Rao stressed that Government should take a more active interest in the development of mineral resources. They must formulate workable plans, initiate and establish suitable mineral industries, try to prevent unhealthy competition, establish marketing boards and take up responsibility for managing a few of the main industries through their own organisations. Turning to more urgent problems, he said that a mineral survey department with a competent staff of mining, engineering and geological experts should be organised in each province. The best interests of India needed a certain measure of co-operation and concerted planning between the Provinces and the State. The Central Government should also constitute a National Mineral Utilisation Board which should include members of the several provincial State mineral departments. It should co-ordinate the activities of the

different parts of the country and have standing advisory committees of experts in the different sections of the industries. The Central Government must also set up a well-equipped National Mineral Institute.

( The Hindu, dated 4-12-1943 ).

Meeting of the Governing Body of Council  
of Scientific and Industrial Research  
Bangalore, 1-12-1943.

At a meeting of the Governing Body of the Council of Scientific and Industrial Research, held at Bangalore on 1-12-1943, the appointment of two Committees, one to give a fillip to industrial research and other to expedite utilisation of research, was decided. For the former committee, a sum of Rs. 20,000 was sanctioned towards the expenses and the Committee is to report in three months on which the gaps in the existing organisation of scientific and industrial research and suggest a co-ordinated plan for research and measures for post-war research and various laboratories run at present by Government, universities and industry. The second committee, consisting of a president, with Sir Sri Ram, and Sir A.H. Ghaznavi as members, will act on behalf of the research Utilisation Committee and, by meeting frequently, will help to expedite the work of research utilisation.

Amongst the several schemes of industrial research sanctioned at the meeting were some of immediate interest. An important discovery is that the antimalarial quality of pyrethrum can be activated five to ten times. Further research for production on a large scale of pyrethrum activation is to be undertaken. Another is the discovery of a substitute for wattle bark which has hitherto been imported from South Africa. A glass research institute is to be established, as it is feared that the development of glass industry will be hampered after the war unless research into the way to the manufacture of better quality glass in India. Fuel research at Dhanbad and Tatanagar will be stimulated by the opening of Fuel Research Station to help in the grading and better utilisation of coal, which is particularly desirable at present owing to coal shortage.

The constitution of the Council of Scientific and Industrial Research has been revised. The office of vice-president has been created and Mr. W.S.A. Wyderi, Secretary, Department of Industries and Civil Supplies, Government of India, has been elected to it for two years to exercise powers delegated by the president. Sir S.S. Bhatnagar, Director of Scientific and Industrial Research, has been put in charge of all technical work and has been made wholly responsible for the administration of the Council. As Sir S.S. Bhatnagar will devote his time to running the national laboratory and to the programme of research, a separate director of the laboratory in Delhi will be appointed. This laboratory will later be merged in the proposed national chemical laboratory to be opened at Poona.

It is understood that a Committee to enquire into and report on the planning of post-war scientific and industrial research for India is being appointed and its personnel and terms of reference are expected to be announced soon.

( The Times of India, 14-12-1943  
and The Hindu, 19-12-1943 ).

7

Premature Termination of M. & S.M. and  
S.I. Railway Contracts: Rly Standing  
Finance Committee Approves Scheme.

At a meeting held at New Delhi on 15 and 16-12-1943, under the chairmanship of Mr. Zahid Husain, Financial Commissioner for Railways, Government of India, the Railway Standing Finance Committee approved the negotiations carried on by the Government of India for the premature termination of the contracts of the Madras and Southern Mahratta Railway and the South Indian Railway and buying the two Companies from the present stock holders.

According to the provisional settlement arrived at between the Secretary of State for India and the Board of Directors of the South Indian Railway, the existing contract will be terminated, subject to the consent of stock-holders, on 31-3-1944.

The first option date for the termination of the contract was 12-12-1943 on payment of ₹ 1,12,500 to the present stockholders. The Government of India has expressed a desire to terminate the contract of the Madras and Southern Mahratta Railway company also on 3-3-1944. Negotiations about terms are proceeding.

( The Hindu, dated 4 and 31-12-43  
The Hindustan Times dated  
18-12-43 ).

Working Class Cost of Living Index for  
Various Centres in India during March  
April, 1943.

The index number of the cost of living for working classes in various centres of India registered the following changes during April 43, as compared with the preceding month:-

| <u>name of Centre</u> | <u>Base=100</u>  | <u>March 1943</u> | <u>April 1943</u> |
|-----------------------|--|-------------------|-------------------|
| ambay                 | Year ending June 1934                                    | 208               | 225               |
| medabadi              | Year ending July 1927                                    | 175               | 187               |
| olapur                | Year ending January 1938                                 | 160               | 163               |
| gpar                  | August 1939  | 262               | 291               |
| dhiana                | 1931-35  | 339               | 348               |
| mpore                 | August 1939  | 248               | 279               |
| tna                   | Average cost of living for<br>five years preceding 1914. |                   | 302               |
| ashedpar              | Ditto  | 265               | 300               |
| aria                  | Ditto  | 269               | 290               |
| dras                  | Year ending June 1936                                    | 170               | 172               |
| ura                   | Ditto  | 164               | 178               |
| imbatore              | Ditto  | 185               | 190               |

( Monthly Survey of Business  
Conditions in India for  
April, 1943 ).

8

Development of Fisheries in India:  
Central Fisheries Research Insti-  
tute to be Established.

The fisheries Committee of the Imperial Council of Agricultural Research, which met at New Delhi in the second week of December, 1943, has decided to broaden its activity so as to deal with the problem of supplementing food by a vigorous development of the fishery industry in the country. At present, about 650,000 tons of fish are produced in India, and the yield can be multiplied considerably provided the necessary arrangements can be made for the supply of the required number of boats and launches and for the provision of adequate facilities for cold and storage, transport and marketing. The Committee has, therefore, decided to establish a Central Fisheries Research Institute and has appointed a sub-committee to draw up the lines on which the Institute should work.

( The Statesman, dated 15-12-1943 ).

Manufacture of Motor Cars and Trucks  
in India: Messrs. Hirla Bros' Enter-  
prise.

According to a United Press message, Messrs. Hirla Brothers, who have already acquired an assembling plant and other machinery will be establishing a motor car plant in the country as soon as circumstances permit. An application has already been submitted to the Government of India for increase of capital of Hindustan Motors Ltd. Expert staff is being recruited from England and the United States of America.

( The Amrita Bazar Patrika,  
dated 1-1-1944 ).



Working of the Workmen's Compensation Act in India, 1941.

Compensation Statistics.— The total number of cases in which compensation was paid to workmen in India under the Workmen's Compensation Act, 1923, during the year 1941 was 38,908 (excluding figures for Delhi which had not been received at the time of the report) as compared with 41,015 cases in 1940, and the amount of compensation paid was Rs. 1,583,382 in 1941 as against Rs. 1,938,476 in 1940. Of the 38,908 cases 36,858 were adults and 50 minors. There were 819 cases of death during the year, 2,270 cases of permanent disablement and 35,819 cases of temporary disablement. The compensation paid were Rs. 588,998 for deaths, Rs. 562,906 for permanent disablements and Rs. 431,480 for temporary disablements. These figures are based on the returns submitted by employers under section 16 of the Workmen's Compensation Act, but they are only approximate as all employers are not required to submit returns and some of those who are required, fail to submit or submit incomplete returns. In Bombay, the provincial report points out that out of 2,640 establishments to which forms were supplied, only 2,293, i.e., about 86 per cent submitted returns. Of the defaulters, the cases of municipalities and district local boards have been particularly mentioned. Only 27 per cent of these, were reported to have furnished information and that too after great deal of correspondence. "A number of municipalities and district local boards", the report states, "did not even know that any of their employees were amenable under the Act". In Madras also there were defaulters but the percentage was less than in Bombay and the cases were being scrutinised in case any action was found necessary.

During 1941 Bombay showed a substantial increase both in the number of accidents reported and the amount of compensation paid, while Bengal recorded just the reverse. In Madras, the number of accidents decreased, but the amount of compensation increased. In the Posts and Telegraphs Department the number of cases was the same as that of last year but the compensation increased. Railways reported a slight increase in the number of accidents but decrease in the amount of compensation paid. The average sum paid during the year per case was Rs. 40.7 as against Rs. 47.2 during 1940. As regards occupational diseases, one case of temporary disability due to lead poisoning was reported by the South Indian Railway; there was no other case.

Trade Unions' Interest in Obtaining Compensation.— In the matter of assisting employees to obtain compensation very few trade unions are reported to have shown interest; of the few that did, the Textile Labour Association, Ahmedabad, deserves special mention. The Association handled 138 claims of which 95 were successful, compared with 119 and 99 respectively in the previous year. The total amount of compensation secured through the Association during the year was Rs. 16,817-0-0. In Bombay, in over 57 per cent, of cases insurance companies appeared on behalf of the employers, and the report adds that if more employers, especially, small individual employers insured themselves, claims would be more expeditiously settled. In Madras, the total number of employers on behalf of whom insurance companies submitted returns through the Calcutta Claims Bureau was 133.

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Appeals.- 13 appeals were filed during the year while twenty-two were pending at the beginning. Of these 18 were disposed of during the year leaving 17 pending at the close. In C.P. one reference under section 17 was received and disposed of; the details have not been reported.

Wage Groups more prone to Accidents.- An analysis by wage groups reveals, as in previous years, that accidents are more often sustained by the comparatively lower paid. This is possibly due to the fact that the low paid are often unskilled and their lack of training in the skilful handling of machinery makes them particularly prone to accidents. In Bihar, 85 per cent. of the workmen that sustained fatal accidents were receiving wages not exceeding Rs. 21 a month. In Bombay the wage group most numerously represented was Rs. 21 with Rs. 30 as the next group. In Sind the largest number of accidents occurred in the Rs. 10-15 group, this being probably accounted by the fact that wage rates in this province are generally lower than in a province like Bombay.

It has been reported from Bihar that in the larger industrial areas like Dhanbad and Dhalbhum the provisions of the Act were widely known and that the workers took full advantage of it. Also, the majority of the colliery owners did not take advantage of the poverty of the workers and readily admitted claims which fell prima facie under the Act. In the C.P. however, "The smaller employers", to quote the report, "who do not insure their risks, try to bring workmen or their dependents to a compromise by private settlement out of Court or by protracting court proceedings till the workman gives in through poverty".

( Indian Labour Gazette,  
December, 1943 ).

11

EMPLOYMENT, UNEMPLOYMENT AND VOCATIONAL TRAINING.

Vocational Education in Bengal: Inquiry  
Committee appointed by Government .

The Government of Bengal has appointed, on 2-12-43, a Committee under the chairmanship of Mr. F. Rahman, W.L.A. (Bengal) to inquire into and report on the present state of vocational and technical education in the province and to suggest measures for improvement. The Committee consists of seven members including the Director of Industries, Bengal (ex-officio), and Dr. P.N. Ghosh, Calcutta University. Mr. D.W. Ghosh is the secretary.

The terms of reference of the Committee are :

I. To enquire into the present state of technical and industrial education in Bengal with reference to —

(a) Higher technical education as imparted in the colleges affiliated with the Universities of Bengal or in other institutions,

(b) Technical education as imparted in railway technical schools, the Calcutta Technical School and other such schools,

(c) Artisan training as imparted in the Technical Schools under the Department of Industries or under private management, and

(d) The training as imparted in any other categories of vocational and technical schools in Bengal.

II. To suggest a comprehensive scheme of industrial and technical education for the province so as to serve the progressive needs of the industries and the people of Bengal.

The Committee is expected to complete the enquiry by the end of the current financial year ~~1944~~ (31-3-1944) and to submit the report with as little delay as possible thereafter.

( Resolution No. 3101 IND,  
dated 2-12-43, The Calcutta  
Gazette dated 16-12-43, Part I,  
Page 1788 ).

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MIGRATION.

Working Conditions in Ceylon:

Report of the Controller of Labour, 1942.

The Administration Report of the Controller of Labour, Ceylon, for 1942 consists, as usual, of two parts: the first, dealing with the conditions of labour in the Island in general, and the other, exclusively with Indian immigrant labour. The salient points in the report are noted below:

Labour Legislation:

(a) The Draft Industrial Disputes (Conciliation) Ordinance.- The draft of the Industrial Disputes (Conciliation) Ordinance was prepared in 1941 and considered by the Executive Committee when certain amendments were suggested. These are still under consideration.

(b) The Wages Boards Ordinance.- The Wages Boards Ordinance (No. 27 of 1941) was brought into operation on 19-9-1941. Under Part I of this Ordinance, which is applicable to all trades, the maximum deduction from wages, which can be made with the consent of the worker, is limited to one half of the wages due for any wage period. The employer is also obliged to keep records of all wages paid to workers employed by him, of all deductions from wages and the dates on which wages have been paid. Part II of the Ordinance which provides for the establishment in respect of any particular trade or industry of a Wages Board has not as yet been applied by Order made by the Minister to any trade or industry. By the end of the year, however, preliminary measures were taken towards the application of this Part to the tea, rubber, coconut and plumbago industries and to the engineering and printing trades. Objections received from employer and employee associations have been duly considered by the Minister. The preparation of an Amending Ordinance to give effect to certain suggestions on the composition and proceedings of Wages Boards made by the Secretary of State has delayed the application of Part II to special trades. A Draft Ordinance for giving effect to the amendments and Draft Regulations to facilitate the functioning of Wages Boards has been prepared.

(c) The Factories Ordinance.- The Factories Ordinance (No. 45 of 1942) was passed by the State Council on 1-10-1942, and assented to by the Governor on 19-10-1942. Certain preliminary steps which are necessary prior to promulgation are being taken.

Legislation affecting Indian Labourers on Estates.- A draft Bill was prepared to amend the Minimum Wages (Indian Labour) Ordinance, Chapter 114, in order to revise the provision for the feeding of children on estates. The Bill was considered by the Executive Committee and it was decided that as a scheme for the rationing of rice was in operation the Bill should be laid by for the present.

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\* Administration Report of the Controller of Labour for 1942 (A.E. Christoffels, Esq., C.C.S.) November, 1943. Printed at the Ceylon Government Press, Colombo. To be purchased at the Government Record Office, Colombo; price 25 cents, pages 0 42.

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A draft Bill was prepared to provide for the eviction from estates of labourers by civil process on the termination of their contract of services, and was considered by the Executive Committee for Labour, Industry and Commerce, on more than one occasion. No final decision had been reached at the end of the year.

Ceylon and the I.L. Conventions.- An annual report is furnished to the Secretary of the State for the Colonies on the application in this country of the International Labour Conventions ratified by Great Britain. The Executive Committee for Labour, Industry and Commerce, decided that Convention No. 50 concerning the regulation of certain special systems of recruiting indigenous workers should be applied to Ceylon and the Legal Secretary was requested to issue instructions for the preparation of the necessary legislation.

Workmen's Compensation Statistics.- During the year 6,892 accidents were reported as against 5,618 in 1941. Of these, 109 were fatal as against 105 in 1941. The returns furnished by employers showed that Rs. 202,588.95 was paid during the year as claims in respect of 5,917 cases. As against this the amount of compensation paid in 1941 was Rs. 262,234.09 in respect of 7,072 cases. As regards total accidents proceedings were taken in 146 cases during the year. Liability was admitted and compensation was deposited with the Commissioner in 81 cases.

The amount of compensation deposited with the Commissioner during the year was Rs. 115,071.20 as against Rs. 103,693.66 in 1941. Seven appeals to the Supreme Court under section 48(1) of the Workmen's Compensation Ordinance were filed during the year. The findings in 4 cases were affirmed and the appeals dismissed. In one the order awarding compensation was set aside. In another case an application for revision was refused by the Supreme Court. The remaining appeal was pending at the end of the year. 971 agreements under the Workmen's Compensation Act were registered during the year; 224 agreements were kept pending at the end of the year. Of the 971 agreements registered, 237 were in respect of permanent disablement, 731 in respect of temporary disablement and the remainder in respect of commutation of half monthly payments due for the period of temporary disablement. The amount of compensation paid in respect of the 237 cases of permanent disablement was Rs. 88,085.95. Four claims for compensation in respect of industrial diseases were received. The employers denied liability to pay compensation in two cases. The cases were fixed for inquiry and resulted in the claims being dismissed. The two other claims for compensation were in respect of lead poisoning. The cases were, on enquiry, found to be genuine, and compensation was paid by the employers.

Trade Unions.- During this year, 21 unions applied for registration and of these 20 were registered. At the end of 1941 the number of unions in operation was 74. The registration of 15 of these was cancelled and one was amalgamated during the year under review. 78 unions were therefore in operation at the end of the trade union financial year. The annual returns however were due only in respect of 58 unions as the rest were registered during the course of the year and one full year had therefore not elapsed. As a result of the war emergency and workers leaving Colombo the work of most unions was seriously disorganised for some months. In certain cases union officials left Colombo and their books were obtained with the greatest difficulty and some unions were not functioning even after conditions

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improved and their registration was eventually cancelled on this account. Owing to food rationing and the shortage of supplies caused by war conditions, &c., the cost of living began to rise. Most of the unions revived their activities in May and June and consequently demands were presented by employees and unions for an increase in wages and war bonus and a reduction in the number of hours of work. Unable then to return to their homes early as owing to their evacuation from Colombo they had to travel long distances daily. The employers met the situation by granting suitable increases and in many cases by the provision of a midday meal. With regard to the attitude of employers towards trade unions, the report says: "Many employers of industrial labour are beginning to realise that the trade union movement has come to stay and they are showing greater readiness to negotiate with unions whenever any matters are taken up by them on behalf of their members. There is however still a minority of employers who are not agreeable to having any dealings with unions. It will be preferable if employers showed sufficient interest in the development of the trade unions in this country".

Strikes.- During the year 14 cases of strikes and lockouts in trade or industry other than on estates were reported as against 13 cases during the previous year. The chief factor leading to strikes in most cases was the demand for increased wages to meet the rising cost of living occasioned by war conditions. Some difficulty also arose as a result of food rationing and the lack of rice in local markets.

Harbour Labour.- On November 29, 1941, the various categories of work performed at the Colombo harbour were declared by order to be "essential work" within the meaning of Regulation 43B of the Defence (Miscellaneous) Regulations. This order, besides fixing the rates of remuneration for harbour workers also imposed an obligation on the workers to continue in employment. At the beginning of the year under reference, working conditions and wages were regulated under the provisions of this Order. A Port Controller was appointed on March 26, 1942 to deal with questions relating to the expeditious turn-round of ships, the quick discharge of cargo, &c., The following were some of the measures adopted to insure adequate supply of port labour :- (a) Every employer of labour in the harbour was made to register all his labourers to whom he was required to pay a standby wage of Re. 1 a day for days when he was not able to provide work. (b) Government registered all casual harbour labourers in a "reserve pool of labour". They could be allocated to any employer who required their services. A similar payment of a standby wage of Re. 1 was given to each labourer when there was no work available. (c) Special labour officers were appointed to investigate the grievances of harbour labourers and to be generally responsible for their welfare. (d) Arrangements were made for canteens where hot meals could be obtained, and also for places of rest. (e) All harbour labourers were to be given a free midday meal at the expense of the employer.

"Essential Services" Prohibition of Strikes and Lockouts.- In April 1942 the Governor declared, under the Defence Regulations, certain specified services to be "essential services". These included all services rendered by officers employed by the Crown, work in connection with the execution of contracts with Government departments, work done by those employed in hospitals, in lighting, water supply, drainage, conservancy and scavenging undertakings of local authorities, in

restaurants and hotels, etc. In May, 1942, an order was published under the Defence Regulations prohibiting strikes and lockouts in "essential services". The order provides that where a trade dispute arises, it is the duty of the employer and workers forthwith to inform the Controller of Labour in writing and to give all particulars of the dispute. Either party may present a petition giving the facts of the dispute and praying for a settlement. The Controller, if he is satisfied that the dispute is a trade dispute as defined in the order, will forward the petition to the District Judge of the district for adjudication. There is also provision for the appointment of a special tribunal where necessary. The award of the District Judge is final and binding on the parties. The order also provides that no employer in an essential service in the district shall employ any worker on terms and conditions of employment less favourable than the terms set out in an award by the District Judge or in the absence of any such award, in any agreement reached between the parties to a trade dispute or the terms on which a worker is ordinarily employed in the district.

Safety of Workers in Mines and Factories.- According to the reports received from the various Revenue Officers, there were at the beginning of the year 1,485 factories in the Island. During the year 112 factories are registered and 68 were closed down, leaving at the end of the year 1,405 factories as duly licensed. 7 factories inspected during the year were reported unsafe. 22 accidents were reported in factories during 1942, as against 10 in 1941. As a result of these accidents, 10 persons were killed and 19 persons were injured.

At the beginning of 1942 there were 852 registered mines. 891 new mines were registered during the year and 1,256 mines were closed down. The total number of mines at the end of the year was 493. 387 mines are inspected and three were found to be unsafe. 15 serious accidents are reported in which 6 persons were killed and 10 injured. In the previous year 16 persons were reported as killed and 17 injured as the result of accidents in mines. 108 persons were prosecuted during the year for various offences under the Ordinance and 63 were convicted.

The Factories Ordinance (No. 45 of 1942) was passed by the State Council on October 1, 1942, and when it is proclaimed it will replace the Mines and Machinery Ordinance so far as it relates to factories.

Unemployment.- Relief work for the Colombo "unemployed" was continued during the year under review. Three of the major relief schemes were together providing work for 1,873 workers. By the end of September, all work on relief schemes came to a close as every able-bodied relief worker who showed willingness to take up suitable employment was found work. The majority of the old and infirm persons or whom normal employment could not be found were given monthly charitable allowances, those resident within Colombo Municipal limits being assisted by the Public Assistance Committee under the Poor Law Ordinance. The greater portion of the unemployed who were in relief works at the commencement of the year was found work under Government departments. A sum of Rs. 1,000,000 was provided in the Estimates of 1941-42 for special unemployment relief measures as may from time to time be approved by the Board of Ministers on the recommendation of the Standing Sub-Committee on unemployment. Allocations from this provision were given to various Revenue Officers for the payment of transport expenses of unemployed persons who were sent for work in

various schemes.

Unemployment during the year was negligible. There was actually a shortage of labour on estates, for Service works and for Food Production schemes. The problem of the equitable distribution of the available labour resources of the Island between competing needs, the report points out, is found to be a difficult one and has to be settled at an early date with the co-operation of all employers. 'A survey of the man power available is a necessary preliminary for the equitable distribution of all available labour. A census of available labour is essential as the lack of reliable statistical data in this direction has been a great hindrance for the preparation of schemes for the labour resources of the Island to be fully mobilised. This lack of statistical data has also hindered the preparation of suitable employment schemes'.

Employment of Indigenus Labour.- At the end of 1942 the number of non-Indian labourers employed on estates was 119,755 of which 51,844 were resident on the estates.

Working of the Colombo Employment Exchange.- The number of unemployed registered at the Colombo Employment Exchange during the year was 5,375 consisting of 82 professional and technical men, 1,902 clerical workers, 1,453 skilled workers, 642 semi-skilled workers and 1,296 unskilled workers. Of the 5,375 unemployed, 195 were women; as against the 1,185 women among the 8,711 unemployed in 1941.

The total number placed in employment during the year was 9,129 compared to 9,071 placed during 1941.

Administration of the Shops Ordinance.- The Ordinance had been in operation since 1941 and general closing hours were fixed for the shops in Colombo, Kandy and Galle. The Ordinance has given better working conditions to shop assistants and they are actually in enjoyment of most of the benefits provided for by the Ordinance. The lack of an adequate inspectorate has however stood in the way of the enforcement of the health provisions of the Ordinance. Suggestions have been made for the enforcement of the Ordinance, especially the health provisions, by local authorities but no satisfactory arrangements have been made. Owing to exigencies of the war and the consequent dislocation of business, certain practical modifications were made during the year in the working of the Closing Orders. Proposals for amendments to the Ordinance, resulting from the experience gained in the past in the enforcement of the Ordinance and the Closing Orders were placed before the Executive Committee for Labour, Industry and Commerce. These amendments will facilitate the working of the Ordinance and the detection of the infringements. 2,324 shops in Colombo and 37 shops in Galle have been inspected during the year.

Maternity Benefits.- The Maternity Benefits Ordinance, No.32 of 1939, which came into operation on July 28, 1941, prohibits the employment of a woman worker at any time during the period of four weeks following her confinement and requires the employer to pay her maternity benefits at the rate of 50 cents a day during a maximum period of two weeks immediately preceding her confinement and for the entire period of four weeks following her confinement. The Ordinance applies to workers in shops, mines, factories and estates. During the year under review further steps were taken to make the law universally effective. Tea and rubber estates which have long been subject



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inspection, presented little difficulty and it was in most cases sufficient to bring to the notice of estate employers and superintendents their obligations under the Ordinance. Instances of ~~defects~~ defects were comparatively few and were in many cases due to incorrect interpretations placed on the law. The defects were remedied immediately as the position was explained to them. In regard to other establishments not used to inspection, a drive had to be undertaken and a large number of inspections were carried out during which the rights and obligations of both employers and workers were explained to them. Women workers were informed of the benefits they were entitled to and the procedure they should adopt to claim them. In many cases subsequent inspections of the same establishments revealed that the law was being followed.

### Indian Immigrant Labour.

Migration Statistics.- The salient point of interest during the year was the decision made by the Government of India to relax the ban on emigration and to remove the restrictions imposed by the ban on the migration of unskilled labour between Indian and Ceylon on those resident on the Island up to and including August 31, 1942. From September 1, 1942, unskilled labourers in Ceylon became free to visit their villages in India and return at will. But the restrictions imposed by the ban continued throughout the year to apply to all unskilled labourers who had not left Ceylon for India prior to September 1, 1942, and special exemption had to be sought for all such persons applying for permission to migrate. Towards the end of the year, the Government of India also decided to exempt from the operation of the ban wives and minor children of unskilled labourers in Ceylon.

The mean Indian labour population on estates, which was 673,000 in 1941, fell in 1942 to 673,000. The population at the beginning of 1942 was 669,262 (201,016 men, 195,323 women, and 272,915 children). It fell in the middle of the year to 669,255 (201,976 men, 194,822 women, and 272,557 children), but then rose again to 680,487 (203,824 men, 197,833 women, and 278,830 children) at the end of the year. The estates, therefore, recorded a net increase of 11,225 Indian labourers during the year.

Wages.- The outbreak of war with Japan and the fall of Malaya, Singapore and Burma had their repercussions on Ceylon. The resultant shortage of foodstuffs and other ~~essential~~ consumable commodities brought about ~~an~~ an upward gradient in prices and consequently a rise in the cost of living index number. The planter members of the Board of Indian Immigrant Labour, therefore decided that from January, 1942, dearness allowance should be paid to estate labourers in the ratio of 5:4:3 for men, women and children respectively. This was to be based on the average of the index numbers for the months of October, November and December, 1941, and the rates fixed were 5 cents for men, 4 cents for women and 3 cents for children payable in all the 3 planting districts.

The scales of minimum wages were also revised. In March 1942, at the recommendation of the Estate Wages Boards, the Board of Indian Immigrant Labour decided on the following basic minimum wages:

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|                | Up-country.<br>Cents. | Mid-country.<br>Cents. | Low-country.<br>Cents. |
|----------------|-----------------------|------------------------|------------------------|
| Men .. ..      | 57                    | 55                     | 55                     |
| Women .. ..    | 46                    | 44                     | 43                     |
| Children .. .. | 35                    | 34                     | 33.                    |

The Board also decided that a dearness allowance varying with the cost of living index number should be paid in the proportion of 5:5:3 for men, women and children respectively. These decisions were eventually approved and the revised minimum wages came into operation from May 1, 1942. These rates of wages were fixed on the understanding that unless a system of rationing of rice under the Food Control Ordinance was in force at the time, clean unblended rice of good quality would be issued on all estates to which the rates were applicable to each working Indian estate labourer at a rate not exceeding Rs. 4.80 a bushel. Subsequent to the introduction of rice rationing, which was introduced in February, the ration was fixed at 8 measures per week for a labourer. State superintendents, however, supplemented the Government ration with additional issues of rice which they were advised to hold in reserve in anticipation of the introduction of rationing.

In view of the rapid rise in the cost of living, the War Council, on November 30, 1942, appointed a Committee to examine the whole question of the cost of living and the payment of dearness allowance to estate labourers and of the war bonus paid by Government. Pending the decisions of the Committee it was decided by the War Council that dearness allowance should be stabilised at the figure for October, 1942. The rates of dearness allowance paid in October, were 50 cents for men, 50 cents for women and 18 cents for children.

Demands of Ceylon Indian Congress.

At a meeting of the Committee of the Ceylon Indian Congress held at Hatton during the last week of November 1943, resolutions were passed regarding the new constitution for Ceylon now under consideration by the Ceylon Government.

By one resolution, the Committee pledged itself "to the principle of balanced representation in the State Council as a means of achieving communal harmony, for the purpose of paving the way for the formation of political parties on the basis of economic issues so as to achieve the goal of equalized distribution of wealth and a socialised form of economy of the country".

Another resolution, which was passed unanimously, expressed the view that any scheme of reforms, before it is presented to the Secretary of State for Colonies, should be discussed in the country and by the State Council with particular reference to the status of the country. In the scheme, the status of Indians and the solution of the minorities problem.

A third resolution, also passed unanimously, reiterated the Congress demand for the recognition of the rights of Indians for full citizenship on the basis of a residence of five years.

( The Bombay Chronicle, 2-12-1943 ).

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Extension of Franchise to Indians  
in South Africa: Plea by South  
African Minister of Interior.

A strong plea for liberalising <sup>the</sup> franchise <sup>of</sup> Indians in the Dominions was put forth by Mr. Clarkson, Minister for Interior, Government of the Union of South Africa, at a meeting of the Natal Municipal Executive, held at Pietermaritzburg on 3-12-43.

Mr. Clarkson was of opinion that the question of Indian representation must be faced first in town councils, then in provincial councils and the Union Parliament. This was likely to lead to a great deal of controversy. Nevertheless, municipal franchise on communal basis had to be granted to Indians on property and educational qualifications. He added he could see no reason why communal franchise should not also be granted on property and educational qualification for provincial councils and the Union Parliament. He emphasised that the Indian population which equalled the European population in Natal could no longer be expected to remain voiceless in the control of municipal and State affairs. The necessary reforms could not be introduced immediately. He was only raising the matter since it was one to which earnest attention had to be given. The mistake the Natal Provincial Council made 20 years ago when it took away Indian franchise was that it did not allow an Indian to be a burgher on a communal basis. ~~instead of depriving him of municipal franchise.~~

He believed that except for two small minorities the ~~Indian and~~ European communities were anxious and willing to settle the question of residential occupation, which would lead to the easing of other problems. It was a South African problem and "we in South Africa have got to settle the question without interference from outside". Suggestions for repatriation of Indians to India were unworthy of serious consideration. The repatriation schemes were dead. Over 85 per cent. of the Indians in South Africa were South African born, and they would certainly not think of leaving Natal notwithstanding some disabilities they claimed they were suffering from. Government, therefore, had to recognise the fact that the Indian community formed an integral part of the Union and had to frame their plans on the assumption that it had an important role to play in the economic development of the country.

Mr. Clarkson hoped that the Natal municipalities would meet the Natal Indian Congress in a round table talk to see whether it was possible to get an agreement regarding the areas to be set aside either for Indian occupation or ~~as open areas~~ as open areas where Indians could purchase land without violating the provision of the "Fencing Act". He said that the vast majority of the Indian population of Natal were content and happy to be living in Natal. What they required was better housing facilities for which, he hoped, the municipalities would soon be providing.

( The Times of India, 6-12-1943 ).

The conciliatory tone expressed in Mr. Clarkson's statement is welcomed by the Indian press. The Hindu dated 10-12-43, in an editorial article points out: "Mr. Clarkson, Minister for the Interior in the South African Government, spoke wisely when he stated that franchise for the Indian community could not be indefinitely delayed. In the provinces of the Union, Indians have the right to vote only in the

municipal and provincial council of the Cape; they have never had the franchise in the Transvaal; in Natal they were deprived of the provincial franchise in 1897, of the borough franchise in 1924 and of the townships franchise in 1925 with the exception of those whose names were already on the rolls. But since the overwhelming majority of Indians in South Africa live in Natal Province (where they are nevertheless outnumbered by the Europeans) it is there that their need of political expression is most pressing. It is the absence of the vote that keeps them at the mercy of changing Governments, some of whom win cheap popularity by making scapegoats of the Indians and finding in them the source of all the racial difficulties that arise in the Union." Referring to Mr. Clarkson's statement to the effect that all repatriation schemes are dead, the paper says that this is in refreshing contrast to the suggestions made from certain other quarters. It continues: "While we are in full accord with Mr. Clarkson's statement that the time has come for the restoration of the vote to Indians in Natal, we do not share his view that it should be restricted only to those with special educational and property qualifications. It would only be too easy for the European to restrict the franchise by confining it to a few wealthy Indians of the professional classes. The economic and social level of the Indian settler to-day is not what it was fifty years ago. The community is, on the whole, an intelligent and progressive one and if it enjoyed further educational facilities, could quickly raise itself to even higher levels. The denial of such benefits coupled with the absence of the vote, creates the suspicion that the white community are in fact deliberately preventing the Indian from ascending the social ladder."

The Times of India dated 7-12-43, referring to the same statement writes: "As Minister of the Interior, closely concerned with the problem of Indian residents in South Africa, Mr. Clarkson presumably speaks with official authority. In Indian eyes his plea for the bestowal of the franchise to Indians in town councils, provincial councils and the Union Parliament may appear here recognition of an justice long overdue. But the speech marked a distinct advance on the official attitude of the Union Government, and its conciliatory tone was in welcome contrast to recent fulminations. Mr. Clarkson's gesture seems to provide a basis for further negotiation, and we suggest that the Government of India and public opinion here should lose no time in seizing the opportunity."

#### Health and Housing Facilities of Indians in Natal: Commission of Inquiry Appointed.

A commission to inquire into and report on matters affecting the Indian community in Natal with special reference to housing, health, religious and recreational facilities, and also to make recommendations generally about the steps necessary to further implement within Natal the Cape Town Agreement of 1927 is to be appointed by the South African Government early in January, 1944. It is understood that the Chairman of the Commission is likely to be Mr. Justice P.N. Broome and the members will include two Indians, probably Mr. A.I. Eajee, Secretary of the South African Indian Congress, and Mr. J.W. Godfrey, President of the Natal Indian Congress.

( The Madras Times, dated  
30-12-1943 ).

AGRICULTURE.

The Bengal Alienation of Agricultural Land (Temporary Provisions) Ordinance, 1943 (Ordinance No.4 of 1943).

The Government of Bengal has gazetted on 24-12-43, the Bengal Alienation of Agricultural Land (Temporary Provisions) Ordinance, 1943, (Ordinance No.4 of 1943) to provide for the restoration to raiyats (cultivators) and under-raiyats of agricultural lands alienated by them during the year 1943 as a result of economic distress. Under the Ordinance a raiyat who has sold or otherwise transferred any land during the calendar year 1943 for a consideration of Rs. 250 or less may apply to the Collector for restoration of the land on the ground that he was compelled to dispose of it to maintain his family during the period of the emergency. If the Collector is satisfied, after giving a hearing to the transferee, that the raiyat disposed of his property with a view to maintaining himself, he shall order restoration on condition that the vendor shall refund the consideration money plus interest at 3-1/8 per cent, less net receipts from the property enjoyed by the transferee. The vendor shall also have the option of converting the transfer into a complete usufructuary mortgage for ten years or such other period as the circumstances of the case would justify. A time limit of two years is prescribed within which applications may be filed.

( The Calcutta Gazette, Extraordinary dated 24-12-1943, part I, pages 221-224, and Times of India dated 20-12-1943 )

Grievances of Indian Seamen Under  
Government of India's Active Consi-  
deration: Secretary of State's  
Statement.

In written reply to a question asked in the House of Commons on 12-12-45 about the grievances formulated by the All-India Seamen's Centre, London against low wages and unfair conditions of employment, Mr. L.S. Denny, Secretary of State for India, stated that the grievances mentioned in the memorandum submitted by the Seamen's Centre was already under the active consideration of the Government of India. In the meanwhile, he said, steps had been taken, some time ago, to alter the methods of recruitment of seamen at Calcutta and to provide better facilities for their accommodation in Britain.

( The Hindu, dated 4-12-1945 ).

4th Annual General Meeting of Indian  
Merchant Navy Officers' Association,  
Bombay, 23-12-1945.

Resolutions, urging on the Government the appointment of a Maritime Board on the lines of the British National Maritime Board for investigating all disputes between seamen and shipping companies, and for bringing seamen and dockworkers within the purview of the Department of Labour of the Government of India, and legislation to modernise the Indian Merchant Shipping Act were passed at the fourth annual general meeting of the Indian Merchant Navy Officers' Association held on 23-12-1945 at Bombay, Miss Maniben Kara, presiding.

Resolutions were also passed, (a) welcoming the Bill for compulsory recognition of trade unions by employers, (b) demanding a comprehensive scheme of social security on the model of the Beveridge plan, (c) urging the Scindia Steam Navigation Co. to revise its scales of pay and conditions of work to bring them to the level of other Indian shipping companies, and (d) protesting against the disparity in scales of pay and conditions of work of Indians and Europeans in the British Scindia Steam Navigation Company.

pointed out

Annual Report.- The annual report of the Association, that besides the 100 per cent membership in Scindia Steam Navigation Company, the Association was spreading its influence in B.I.S.N., Asiatic, Nagal, R.I.N.R. and other Companies operating on the coast of India. The Association had also been able to secure the members satisfaction in respect of a number of demands on which representation was made to ship-owners.

Office-bearers for 1944 and 1945.- The meeting elected an Executive Committee with Mr. Jasmadas Mehta, N.L.A. (Central) as President, Miss Maniben Kara and Capt. R.R. Hemery as Vice-Presidents, Mr. S.N. Bharrari as Treasurer, Mr. D. Mangat as General Secretary, Mr. E. Sagar as Organising Secretary and twenty other members.

Change in Name of Association.- The meeting also decided unanimously to change the name of the Association to "The Maritime Union of India".

( The Vanguard, 28-12-1943 ).

Low wages and other Grievances of Indian Seamen: Conditions being inquired into by Government of India: Statement of Secretary of State in House of Commons .

In the House of Commons, on 16-12-43, Mr. Rhys Davies (Labour) drew the attention of Mr. L.S. Amery, Secretary of State for India, to the wide disparity between the wages and accommodation facilities available to Indian seamen employed on British-owned vessels and the wages and accommodation facilities available to British seamen. Mr Davies stated that the wages paid to Indian seamen were approximately only one fourth of the wages paid to British seamen on the same vessels and that the cubic space allowed for them was only a half of that allowed for British seamen.

In his reply, Mr. Amery pointed out that the allegation regarding wages was true only if the categories compared were the ordinary Indian seaman and the fully qualified and able European seaman or efficient skhand. The Indian was not able to do the same amount of work and were existed, accordingly, great disparity in the numbers that had to be employed for the same work. As regards accommodation, he said that the notice on ships built in recent times was to provide almost invariably a same amount of space to the Indian as to the European crew. He added, however, that the whole question of the conditions of employment of Indian seamen was under the active consideration of the Government of India.

Resolution of the International Seafarers' Conference.- The need for improving the conditions of Indian seamen was fully considered at the International Seafarers' Conference held at London about the middle of December 1943. The Conference which was convened jointly by the International Mercantile Marine Officers Association and the International Transport Workers Federation, passed a resolution urging ship-owners and the Government of India to take immediate steps, in consultation with Indian Seamen's organisations, to better the existing conditions of Indian seamen. A deputation was appointed to interview ship-owners and the Indian authorities with the aim of reaching a satisfactory agreement amicably.

( The Hindu, dated ,  
17 and 18-12-1943 ).





the change-over of war industries to peace-time uses, to mention only a few of the many urgent problems which will face the country. For all that, it has been a matter of satisfaction that industrialists have not hesitated to extend ~~industri~~ their full co-operation to the Government in the task which they have undertaken".

Sir Hani said one of the prime needs of the country at the end of the war would be the provision of capital equipment, of which industry had been starved during the last few years. From all the indications, it would appear as if, with the return of peace, India would see a considerable movement under way for the expansion of her industrial capacity. "There are no two opinions in the country with regard to the necessity of such expansion, but I would like to utter a note of warning in this connexion. It is possible that, with the profits which have been made during the war, and the knowledge and experience ~~that have~~ ~~been~~ ~~acquired~~ of our main deficiencies, there may be a rush for expansion in every direction, with the resulting danger that hastily-~~conceived~~ ~~ventures~~ may be embarked on, or enterprises set up at inflated capital costs, such as would cripple their competitive capacity when normal times returned. We have had experience of this sort of thing in the past, and it is hoped that the lesson will not be forgotten in the general enthusiasm for the rapid industrialization of the country".

Office bearers for 1944.- Sir Hani Mody was re-elected President for 1944, and Sir Henry Richardson, Sir Robert ~~Went~~ ~~and~~ Dewan Bahadur Satyasabhapathy Madaliar Deputy Presidents.

( The Statesman, dated 22-12-1943 ).

25th Annual Meeting of Associated  
Chambers of Commerce, Calcutta,  
20-12-1943.

The 25th Annual General meeting of the Associated Chambers of Commerce of India was held at Calcutta on 20-12-1943, Mr. J.H. Burder presiding. The meeting was formally opened by the new Vice-~~...~~ and Savell.

Presidential Address.- In his presidential address, Mr. Burder referred to the future of European and British interests in India, and to the Indian demand that these should be liquidated without delay. He would tell large Indian concerns that there was more than enough scope in furthering industrialisation for all, with all the accumulated wealth which was lying dormant, without buying up established concerns. Such was not the way of progress. "Until the day when India was united to govern ~~herself~~ herself," said Mr. Burder, "we must expect such opposition to our interests and press campaigns and criticisms in undue proportion. Nevertheless I feel we can look forward to the future with that confidence which flows from knowledge of past achievements, business ability and business integrity". Of the food situation, Mr. Burder said, the reports from Bengal districts were already brighter and they hoped that the returning confidence had come to stay. Measures that would bring the necessary confidence would be the end of administration influenced by political expediency, the determination of the Government to enforce its will, and control of crops as near the source as possible. He also stressed the need for Government encouraging cooperation from non-officials in matters like rationing and other war time measures. Mr. Burder

He urged the necessity for closer co-ordination of Government's requisitioning policy against the wider background of war and post-war economies. He further pleaded for the promptest possible settlement or negotiation of the principles governing the assessment of compensation or requisitioned property of all types and where those principles had been laid down for prompter payment in accordance with them.

Viceroy's Address.- The Viceroy, in his opening address, reviewed, the progress of the war and the main economic problems before the country; the salient features of the address are noticed below:

The Food Problem.- Briefly, the main elements in the situation are these: India as a whole is normally almost self-sufficient in the principal foodgrains. But the majority of Indians are certainly undernourished rather than over-nourished, so that there is no margin or possibility of lightening the belt in an emergency. Also the production of food in India is not evenly distributed, and the producers are mainly small men, working on a subsistence basis. The position was one which might easily be dislocated by an unexpected shock. The entry of Japan into the war and British reverses in Malaya and Burma, which brought the war to the borders of India, provided the shock. Anxiety about the outcome of the war, and the loss of rice imports from Burma caused the small farmer to hold more of his crop than usual, and the ordinary consumer to buy more than he really needed for immediate consumption. Lack of consumers' funds was a contributory factor to the tendency to hold on to food. In short, the first main cause was a widespread loss of confidence, which is natural enough, and in itself quite innocent. There was undoubtedly hoarding and speculation on a large scale, so that the second main factor was human greed. The third was the difficulty, in overcoming the tendency of each province, division or district to treat food as a local matter instead of as an All-India problem; in distributing food over vast distances; and in establishing control over prices. This was an immense problem of administration for which the additional resources required were not easily available. In Bengal, abnormal causes were aggravated by the natural disasters of cyclones and floods; by nearness to the war; by the poverty of communications; and by the sparseness of the administration due to the permanent land settlement. This disaster has struck those least able to bear it, and the principal sufferers have been the weakest—the children, the women, the old men.

The main remedies are: <sup>to</sup> restore general confidence; to deal sternly with those who attempt to withhold food from the people for purposes of undue profit; and to arrange for equitable distribution over India of the available food at a reasonable price. The first thing to get clear about food is that it is not a provincial problem; it is an All-India, and even a world, problem. India must have the food she needs; and the other countries of the British Commonwealth, and the United States, are prepared to help her to import food to supplement her own production. But if by administrative negligence India asks for more help from abroad than she really needs, it is expecting other countries, whose people are already rationed and whose prices are properly controlled, to unnecessarily deny themselves and to send supplies which are urgently required for direct war purposes. It is India's main duty to set up an efficient Food Administration, more or less uniform throughout the country. If she fails to do so, it will cause distress in other countries and prolong the Eastern war. The policy accepted by the Central Government is that recommended by the Foodgrains Policy Committee of last summer. The object is to ensure that foodgrains are available in adequate quantities all over the country at prices which

ill give the producer a fair, even a generous profit, and at the same time, place food within the means of the poorest consumers. We must not aim to depress prices in favour of the town, so as to deprive the agriculturist, who is the backbone of India's economy, of a profit which will encourage him to grow the maximum amount of food crop; but he must not be greedy, or he will cause distress amongst his less fortunate brethren. The middleman is entitled to no more than a reasonable profit in the work; he is not allowed to make a fortune out of the cultivator's labour and the labourer's poverty. The key points in our plan are full attention in the larger towns and control of prices both backed by definite administrative arrangements.... You can control food prices only if every dealer from the village up to the main market and down again to the retail shopkeeper is subject to personal supervision and inspection, if the procurement operations of Government are rationally conducted and if movements are strictly regulated.

Urban Rationing. There are criticisms that urban rationing is unnecessary and impossible in India. It is both very necessary and quite possible. In spite of all the difficulties of the past few months, provinces such as Madras and Bombay, and States such as Transvaar and Bechuanaland, have kept the situation under control by rationing and by control of prices. For these Provinces and States, which are in distress, stern necessity dictated these controls. In surplus Provinces, the controls are necessary to enable them to be as self-supporting as possible, and to stand the strain both of war and of the immediate post-war period when the world food situation is likely to be tighter even than now. Madras, the Punjab, the United Provinces, and the North-West Frontier Province have recognised the need and have practically subordinated their provincial interests to the interests of India. Actually, India's interests are their interests, since on this food problem we must stand or fall as a whole. Measures are being taken to introduce urban rationing all over India, and a system of price control uniform for groups of provinces. These measures will take a little time. He appealed for public cooperation and pointed out that "all people could be induced to make such sacrifices that war shortages must be evenly distributed, and that those who think only of themselves and their profits are despicable and unpatriotic, they should make a great step forward". The Government of India has a food policy for India as a whole and if that policy can be carried out and necessary cooperation is forthcoming, the most drastic action will be taken in support of the policy.

Inflation and Food. There is a great link between Indian India's inflation and the food problem. The inflationary problem is inescapable if solution of food is not subject to effective control, for food affects the whole price structure of our economy. The Central Government is determined to check the inflationary tendency by all means in its power. An increased supply of consumers' goods at controlled prices is a necessary factor in the fight against inflation. A start was made some months ago with cotton textiles and owing to the excellent cooperation between the industry and the Government of India, considerable success has been achieved. Medicines and drugs have now been taken in hand. There are many other things the Indian consumer is short of owing to war demands—such as woollen goods, foot-wear, and iron and steel for the village manufacture of agricultural implements. Of these and other goods every effort is being made to obtain an increased supply, by import or release from war purposes. Taxation, is another method of reducing the waist-line of inflation. It represents the compulsory absorption of financial adipose deposit. The voluntary method is increased saving, which is much to be recommended.

Coal Problem.-- Shortage of coal is another problem which the Government is taking seriously in hand. Coal is the essential food of industry and of the whole war effort, and one cannot allow either to get from starvation or misdirection in coal. Coal also is a world problem, and there again we are playing on a world stage. Our coal production may have an appreciable effect on the course of the war".

Post-war Reconstruction.-- This is a very big subject and a very big one. The years after the war are going to be of immense import to the future. The dangers are obvious. There will be a period of reduction of the war effort, during which the fighting services will disband, industry will return to a peace footing, stocks of war material will be for disposal, and the various economic controls will gradually removed. Unless these processes can be prepared and undertaken in an orderly manner, great confusion, or worse, may result. Then it came a deliberate effort to restore the national life on a better and more efficient footing, to provide a standard of living for all classes, in which account has to be taken of the rapidly increasing production at the present rate of some four to five million tons a year. Making this re-start India has very great advantages. Her natural resources are large. There will be plenty of labour available and we will be a higher proportion of trained labour than before. In fact, India's supply of labour will be almost inexhaustible, while the men of the war have proved that Indian labour, under training, rapidly picked a high degree of skill. India has many efficient men of business and wide experience. India will be a creditor country; she has suffered gravely little in the war and there is a great sympathy and will help towards her, both in Great Britain and in America. There will be ample markets for her increased production, both at home and abroad. In fact, there is nothing to prevent India growing to be the largest and most highly developed nation in the East. If she can solve her internal problems and make a united contribution to peace and prosperity in the post-war world. The Government has in hand the preparation of plans to take advantage of India's opportunities in as great a measure as possible. In this the Government and industry must work closely hand in hand. It is quite clear that development must be on an Indian basis and by Indian methods. But it is also evident that we will require assistance and advice at the first to help her to make the most possible use of the facilities that are hers. While recently in Calcutta, I saw some of the leaders of British industry who are interested in India, and I found in them a spirit of most helpful cooperation towards India; there was certainly no desire to dominate the industry or to control Indian industry, but a desire to help on a basis of mutual advantage. I am sure that a visit by some of the leading industrialists to the United Kingdom, in order to see the developments that have arisen during the war and to discuss India's problems with leading British representatives would be of the greatest possible advantage, and I hope that it may be arranged. The sooner the better, because other nations are already beginning to think about their post-war needs and to place orders for machinery and materials".

Development of Power Schemes.-- In post-war industrial development, one of the first necessities is to develop power schemes throughout the country so as to provide the driving force for industries. In some instances, it may be possible to combine this with irrigation schemes for agriculture. Agriculture is India's main industry and is capable of very great development. The land can be made to yield more, the livestock can be improved, and the whole standard of the rural community raised. The development of industry and the improvement of agriculture

... go hand in hand in order to provide for India's growing population and to raise the standard of living. The problem of labour is naturally linked with these developments. He did not desire to go into any detail into the relations between labour and industry, but pointed out that in this field much remained to be done.

Improvement of Social Services.- The other great aim of post-war development is the improvement of the social services of which the principal ones are education, health and medical services and communications. These are mainly unproductive in the short-term sense, though to the nation, of course, all fully proved themselves essential. From the practical point of view the full realisation of a scheme such as that outlined in the Sargent Report must wait on ~~many~~ other developments. India at present has simply not the money for such a scheme. As the country acquires increased riches by industrial and agricultural progress, it can afford to spend largesums on education and health. From the practical point of view, whatever the theoretical advantages of a different course would be, he thought that the main social services must be developed in the following order; Communications, Health, Education. He put communications first since he ~~cannot~~ does not see how it is possible to effect any great improvement in health or education in the villages of India until they can be reached surely and quickly at all times.

Political Deadlock.- Regarding the present political deadlock, a Viceroy said: "I have said nothing of the constitutional or political problems of India, not because they are not constantly in my mind; not because I have not the fullest sympathy with the aspirations of India towards self-government; not because I consider political progress impossible during the course of the war--any more than I believe that at the end of the war will by itself provide an immediate solution of the deadlock--but because I do not believe that I can make their solution any easier by talking about them just at present. For the time being I must concentrate on the job of work we have to do: the winning of the war, the organisation of the economic home front, and the preparation for the peace call for the use of all the resources India has in determination, energy, and intelligence. While I do not believe that political differences can be solved by administrative action, I believe that if we can co-operate now in the achievement of the great administrative aims which should be common to all parties when the country is in peril, we shall do much to produce conditions in which the solution of the political deadlock will be possible."

Resolutions.- A summary of the more important resolutions adopted at the meeting is given below:

(1) Excess Profits Tax.- One resolution urged the Government of India to give an assurance to industry that, on the termination of excess profits tax, all revenue expenses incurred or accrued in making earning less excess profits but not already included as a charge because of their indeterminate nature, will be allowed as a deduction in computing the final liability to excess profits tax; and that refunds of such tax in adjustment thereof will be made, should the tax have been removed. In support of the resolution, it was urged that it was imperative from India's point of view that no business which had prospects of contributing towards the country's post-war prosperity should be handicapped by excessive taxation, particularly in having <sup>to</sup> paid taxes on profits which had been <sup>already</sup> considered to be "in excess" but which, subsequently to the termination of <sup>the</sup> excessive profits tax, could be proved to be accumulation

high must be expended in order to restore business to a state from which, under good management, it could reasonably be expected to continue to trade for the benefit of the country and proprietors. 30

(2) Food.- A resolution was adopted stressing the imperative necessity of making India self-supporting in the matter of food and recommending that all necessary steps for this purpose should be taken with the least possible delay and, in particular, steps be taken to discourage the export of manures (including all commodities of manurial value) and also to arrange for the expeditious import, both of fertilizers and of plant for the manufacture of fertilizers, on as large a scale as possible.

(3) Post-war Reconstruction.- One resolution urged that a programme of postwar reconstruction should cover the whole ~~social and economic~~ social and economic field, including measures necessary to raise agricultural production and a determined drive against illiteracy, poverty and disease, aiming at a substantial rise in the standard of living of the peoples of India and that such plans should include industrial expansion, at a socially desirable level. To further the programme, it was resolved to recommend to the Government the immediate appointment of a Committee composed of those qualified to plan such measures as are necessary and to remain in session until their work is concluded.

(4) Post-war Trade.- The resolution on post-war trade welcomed the arrangements for international co-operation in regard to currency and trade matters, and drew special attention to the comparative backwardness of India's economy and her low standard of living, and hoped therefore, that such arrangements as may be entered into on behalf will not interfere with the orderly development of India's resources, both in man and materials, and in the consequent improvement in the standard of living. In the meantime, a comprehensive review of taxation, excise and tariff in India, in all its aspects, should be undertaken in the interests of ensuring a balanced development of India's economy on sound and secure foundations.

(5) War Risks Insurance.- In view of the substantial amounts standing to the credit of the War Risks (Factories) Insurance Fund and the War Risks (Goods) Insurance Fund and having regard to the all-round improvement in the war situation as a whole, one resolution recommended that the War Risks (Factories) Insurance Scheme be continued for a period of one year from April 1, 1944, at a rate of premium not exceeding one half of one per cent per annum and that with effect from the commencement of the next ensuing quarter, the rate of premium under the War Risks (Goods) Insurance Scheme be reduced to one-half anna per complete hundred rupees per months or part of a month. It was pointed out in moving the resolution that the actual receipts under the War Risks (Factories) Insurance Ordinance upto 31st March 1943 were approximately Rs. 90.8 millions and expenditure by way of remuneration to agents, inspecting staff and payment of liabilities, amounted to a little over Rs. 400,000. Out of this sum, however payment of liabilities under the scheme amounted only to Rs. 45,000, which showed how small had been the nature of the claims so far under the scheme. The budget estimates for the year 1943-44 are receipts expected under this scheme are about Rs. 70 millions so that the Fund would be at the end of March 1944 a credit of about Rs. 160 millions. The Fund, they believed, would be more than adequate to meet the claims which improvement in the war situation led them to hope would be negligible.



(6) Import of Capital Goods.— Adoption by Government of early steps to facilitate the import of capital goods and bullion was urged in a resolution. The resolution, while recognising the efficiency of the steps taken by the Government, urged the taking of early steps to facilitate the import of capital goods and bullion; and as a short term policy the export of consumption goods to meet the present deficiency.

( The Statesman and the Hindustan, 21-12-1943 and 22-12-1943 ).

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Workers' Organisations:  
TRADE UNIONS IN THE UNITED PROVINCES, 1941-42.

Trade Unions in the United Provinces in  
1941-42.

The following note on the working of the Indian Trade Unions Act, 1926, in the United Provinces during the year 1941-42 is based on a summary of the Annual Report on the working of the Act in the province during the year, published in the January-March, 1943, issue of the Labour Bulletin published by the Labour Department, U.P.

The year closed with 49 trade unions including one de-formation, namely, Gorakhpur District Chini Mill Meadoor Federation. 5 new unions were brought on to the register while the registration certificates of 11 unions, including the federation, were cancelled for failure to submit annual returns required under section 28 of the Indian Trade Unions Act, 1926. Thus the number of unions at the end of the year was 43. Of these, 13 belong to Cawnpore, 7 to Gorakhpur, 6 to Lucknow, 4 to Saharanpur, 3 to Meerut, 2 each to Aligarh, Allahabad and Moradabad and the rest to Hardoi, Fyzabad, Bareilly and Mirzapur Districts. The total membership of registered trade unions in the province at the close of the year was 17,493, of which 17,244 were men and 260 women. The corresponding figures for the previous year were 18,045, 17,890 and 155. The increase in the number of women workers shows that they were taking increasing interest in trade unionism. The female membership was, however, confined to a few unions only. The percentage of female to male membership, however, increased from 0.9 to 1.5 per cent.

The financial condition of most of the unions remains unsatisfactory. There were only 16 unions which were free from debt and unpaid subscriptions.

Labour Demands Post-war Security:  
Resolutions of the Delhi Provincial  
Labour Conference.

A meeting of the Delhi Provincial Labour Conference was held under the auspices of the Indian Federation of Labour at New Delhi on 28-11-43. Dr. J.N. Mukherjee, president of the B.E. & C.I. Railway-men's Union, presided.

The Conference urged the provincial and central Governments to take necessary steps to ensure future employment to all workers in the country who have been working on the production front. It also urged the introduction of social security schemes like unemployment benefits, sickness insurance, etc., and the provision of better working and living conditions guaranteeing to workers an improved standard of living.

The meeting also urged the local Government to take note of the discussions that took place in the Tripartite Labour Conference (vide pages 4-10 of our August, 1943, report) regarding adequate labour representation in legislatures, local bodies and statutory committees and requested that at least four seats should be allotted to labour





overthrow of capitalism. This aim can be achieved only through a political party. Besides getting the economic demands of the workers granted, it is also the task of the trade unions to work for the social and spiritual uplift of the workers. For this purpose, trade unions should run recreational clubs for members, where, through libraries, games, readings, talks on current topics and contact, they can help to raise the cultural life of the members.

Presidential Address.- Mr. Jammadas Mehta, in the course of his presidential address, stressed the need for workers organising themselves into strong trade unions and into a political party. As regards the aim of the labour movement, he declared that workers "demand abolition of vested interests from every point of vantage. They want freedom to be based on the democratic foundation — greatest good by the greatest number". Denouncing profiteers and hoarders "who have played havoc with the poverty of our people", he stated that all the essential commodities foodgrains, cloth, vegetables and fuel "are controlled by these racketeers without let or hindrance, and the Government has remained an apologetic spectator of this wholesale loot and plunder of the working class". He pleaded for strengthening the Indian Federation of Labour and expressed the hope that the emancipation of the working class was bound to come and a world federation of democracies would be established.

The Conference was addressed also by Mr. M.N. Roy, the General Secretary of the Federation.

Resolutions.- (1) Fundamental Principles of Indian Constitution.- The resolution adopted by the annual conference declared that the Indian Working Class would come out as saviours of the Indian people by arguing their interests with the general interest of the people of India. The resolution unanimously endorsed the 18 Fundamental Principles of the Constitution of Free India, formulated by the Radical Democratic Party, and demanded that the future constitution of India should be based on these principles of democratic freedom. The 18 Principles are :  
1) the supreme sovereignty belongs to the people to be exercised through the direct control of the executive as well as the legislative functions of the State by the elected representatives of the people; (2) the Federal Democratic State of India is to be composed of a number of autonomous republics built on the basis of linguistic and cultural homogeneity as far as possible; (3) all the component parts of the Federation are to have a uniformly democratic constitution; (4) the land, as well as the under-ground riches are the collective property of the nation; (5) promotion of the productivity of labour through the introduction of modern mechanical means of production is the responsibility of the State; (6) heavy industries and banks are subject to State control; (7) cultivators are entitled to hold land, without any disability, subject to the payment of unitary land tax. Small agricultural producers are to be free from all other taxation except local rates; (8) promotion by the State of large-scale co-operative agriculture through the supply of modern machinery and cheap credit; (9) an irreducible standard of living for all labouring in fields, factories, mines, transport, offices and schools, to be guaranteed by a minimum scale of wages; (10) employment or relief as a right of citizenship; (11) nobody shall labour for more than six hours a day, for six days a week, and every worker shall be entitled to one month's leave with full pay every year, and women workers to three months' maternity leave; (12) free and compulsory secular education for all children upto the age of sixteen; (13) promotion of public health and sanitation is a charge of the State; (14) freedom of press, speech and association to be constitutionally guaranteed for all but the enemies of the people; (15) fullest freedom of religion and worship; (16) identi-

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rights and responsibilities of citizenship for men and women; (17) provision for the rights of minorities through proportional representation on public bodies; and (18) complete cultural autonomy.

(2) Nationalisation of Industries.- Another resolution welcomed as for rationalisation of industries "as they are likely to increase productivity of labour, thereby improving the standard of living of working class and promoting economic progress of the country". "Rationalisation must, however", added the resolution, "include elimination of its wasteful industries". Rationalisation must be combined with shorter hours of work and a comprehensive plan for opening up new avenues of employment for workers so that the evils of unemployment and displacement of labour which accompany rationalisation may be eliminated. In the face of scarcity which prevails in India, with the bulk of the people living in conditions of semi-starvation and the internal market in the country severely restricted, no plan of industrialisation and of increasing employment of labour can evolve with any prospect of success. Industrial expansion of India, which must accompany the scheme of rationalisation, is dependant upon the expansion of the internal market of India eliminating exploitation of the peasant masses by landlords and money-lenders and by providing a rising standard of living to the working masses. Such transformation cannot be brought about if Government policies to be influenced by vested interests in the country. If the case of rationalisation is left in the hands of vested interests, it is bound to result in large-scale unemployment and more intensified exploitation of the working class. The Conference therefore condemned the policy of certain Provincial Governments in excluding representatives of Indian labour from deliberations on rationalisation schemes.

The Conference set up a Committee consisting of S.G. Mitra, A.K. Harji and Prof. G.D. Farkh, (convener) to prepare a comprehensive plan of industrial expansion for opening up new avenues of employment for Indian labour, securing shorter hours of work and raising the standard of living of the entire people.

Post-war Planning.- A third resolution, calling on the working masses to strive for political power, expressed the apprehension of unorganised vested interests foisting a post-war plan of their own on the country, jeopardising labour's interest, and appointed a committee of workers with V.M. Tarikunde, as convener, to prepare a labour's plan for the post-war period. Stating that unemployment would be the main post-war problem, the resolution observed: "It is on the basis of gainful employment that the problem of social security can be solved and advancement of higher standard of living and better cultural life can be secured for workers and other exploited masses". An ever-growing and ever-more profitable employment cannot be secured for workers within the existing system of society where production takes place for profit. Apprehension of a slump in profit is already persuading employers to raise the bogey of a post-war slump and on that excuse, to refuse to expand, and in many cases, even to cut down production. It is on this basis that vested interests are preparing their plans for post-war reconstruction. Such plans run counter to the interest of labour and they will also arrest the progress of the entire human society. Labour must oppose all these plans and must prepare its own plan for post-war reconstruction and endeavour to secure for it the backing of the overwhelming majority of the Indian people. The resolution also declares that the implementation of such a plan cannot take place unless labour has an effective voice in the Government of the country. The Conference therefore urged upon Indian labour the necessity of striving for the attainment of political

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er and re-affirming its resolve to help all such activities as would lead to that direction. The Conference deplored the fact that labour had no representation on the various committees set up by the Government of India and the Provincial Governments, except in the United Provinces, considering problems of post-war reconstruction, and emphatically demanded adequate representation of labour on all such committees.

Other Resolutions.- Other resolutions were adopted by the Conference welcoming the proposal of the British Trade Union Congress to organise a World Trade Union Conference in London in June 1944; (2) appointing a sub-committee to suggest amendments to the Trade Unions (Amendment) Bill introduced in the Central Assembly to secure recognition to trade unions (see pages 1-2 of our November 1943 report) ; (3) urging immediate action in the representation of labour in the Central Government; (4) urging the principle of one union for each industry and urging constituent unions to conform to this pattern; (5) urging the Government of India to transfer questions affecting seamen, dock workers and other classes of our country, now dealt with by the Commerce Department, to the Labour Department ; (6) urging effective representation of labour in the different legislative, executive, and administrative bodies, in consultative or advisory Committees and bodies, and in local boards; (7) urging abolition of the system of contract labour; (8) urging the setting up of tripartite Wages Boards for all industries and all regions in the country; (9) urging the recognition by Government of the Indian Federation of Labour as the only All-India Organisation of Labour; (10) urging the early inauguration of a sickness insurance scheme; (11) deciding to open an office of the Indian Federation of Labour in London to give publicity in that country to the problems of Indian workers; (12) deciding to resist any attempt made by the Government of India and employers to curtail the grant of dearness allowance as a measure for checking inflation; and (13) emphasising the need for uniform labour conditions in British India and the Indian States and urging the Government to take measures to bring about such uniformity in the labour legislation of these two entities.

( Summarised from the text of the speeches and resolutions sent by the Secretary, The Indian Federation of Labour, New Delhi ).

#### Ann

Office bearers.- The following have been elected office-bearers of the Federation for 1944 : President: Mr. Jannadas Mehta, M.L.A.; Vice-Presidents: Miss Maniben Kara and Messrs M.A. Khan, S.C. Nitha, Ab Ali, M.L.A. (Bengal) and S. Guruswami; General Secretary: Mr. M.N. ; Secretaries: Messrs A.K. Mukherjee and V.S. Mathur; Executive Committee members: Messrs V.B. Karnik, V.M. Tarkunde, A.M. Williams, Md. Hussain, K.K. Sinha, I.P. Tiwari, Sheopujan Singh, V.G. Karnik, . Khatib, W.G. Kulkarni, M.R. Shetty, G.V. Karlekar and Rajani herji.

( Vanguard, dated 4-1-1944 ).

Membership of the Federation.- The following passage in the presidential address of Mr. Jannadas Mehta, as regards the membership of the Indian Federation of Labour, is of interest: " The number of Unions which participated in the inauguration of this Federation was nearly hundred representing over 200,000 workers. We gathered support as we went along

nd very soon overtook the older organization both in the number of  
members affiliated to the Federation and in the strength of their number-  
ship. Industrial workers of all categories, textile - both cotton and  
wool, - railways, dockyards, seamen, tramwaymen, port trusts and other  
transport workers came within our fold. Engineering, municipal, iron  
and steel workers and labour in smaller industries are all adequately  
represented in the Federation. Today, after two years, we have a total  
strength of 250 unions and over 500,000 workers. We can claim without  
fear of challenge that we have the majority of organized labour affiliated  
to us.

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SOCIAL CONDITIONS.

More Liquor Shops to be opened in  
Bagpar: C.P. Government Grants  
Permission.

The Government of the Central Provinces has granted permission for opening two more country spirit shops, in addition to the existing six, in the city of Bagpar. The Government's press note explaining the reason for this step says that, with the increase of the population in the city and improvement in the economic condition of the consuming classes, consumption of liquor has increased to such an extent as to make it impossible to maintain decency and good order at the existing shops. It is noted that the step was intended to break up the clique into whose hands the sale of liquor has fallen and to bring down prices by bringing about free competition in the trade. Referring to the suggestion that the Government should close all shops, the note says, that the extension of prohibition can be effected on any large scale only by a Government which has a clear mandate from the people and which will also impose taxation on a scale sufficient to close the gap in provincial finances which such extension must create.

Fear is expressed in the local Press that this step might be the main end of the process of abolishing prohibition altogether from the Province. ( Reference was made at Page 27 of our November, 1943, report on the suspension of prohibition in certain districts in the Madras Presidency ).

( The Hindu, dated 18-12-1943 ).

Bengal Scheme to Check Spread of  
Epidemics.

According to a press note dated 7-12-43 issued by the Government Bengal, the Government is putting into immediate effect a Rs. 6,700,000 scheme for medical relief and the prevention of epidemics in the province. The main features are the opening of an additional treatment centre within a distance of four or five miles of every good dispensary in the province, the posting of additional civil surgeons to the badly affected districts, charged with the duty of organising emergency medical relief, the appointment of additional quinine distributing agents in the rural areas, the employment of about 1,500 extra personnel such as the class sanitary inspectors, health assistants and medicine carriers, and the release of large extra quantities of quinine to replenish existing stocks. These measures, it is hoped, will provide sufficient facilities for the treatment of the thousands of patients now suffering from malaria and diseases induced by starvation, arrest the spread of cholera and dysentery and prevent the recent famine conditions from permanently impairing the health of the rising generation. For the prevention of epidemics, Government have sanctioned a scheme for doubling the ordinary health staff. Parties of these men will perform inoculations and vaccinations and the target for the next three or four months is to render between nine and ten millions of people immune from cholera and small-pox.

( The Times of India, dated,  
9-12-1943 ).

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EDUCATION.

Basic Education Board Set up  
in Bombay.

The Government of Bombay has constituted a board of persons with experience in education to advise Government on the experiment of basic education in the Province. The Adviser in charge of Education will be the Chairman of the Board. The members are the Director of Public Instruction, the Director of Agriculture, the Director of Industries, the Chairman of the Provincial Board of Primary Education, the Chairman of the Board of Secondary Education, the Special Officer for BASIC Education and four other educationalists of repute who take special interest in the scheme. Of these four, at least one will be a woman. The Board will be set up in Bombay on or about January 1944. The Board will advise Government on questions relating to the training of teachers and supervisors selected for basic schools, the location of basic schools and the crafts to be taught in them and on the courses of study.

( The Times of India, dated,  
7-12-1943 ).

Educational Commissioner's Scheme  
for National Education: Proposal  
Approved by Inter-University Board.

*To the Government of India*  
A comprehensive resolution on the memorandum submitted by Mr. John Sargent to the Government of India, on post-war development of education in India (vide pages 36-37 of our October 1943 report), was adopted by the Inter-University Board of India, at its session held at Bhopal (Decan) in the third week of December, 1943. The resolution generally welcomes the system of national education set forth in Mr. Sargent's memorandum and recommends the adoption, as far as possible, of the principle of compulsion for all boys and girls for a period of eight years from the age of five. The principle of teaching through crafts is also recognised by the resolution.

( The Hindu, dated 10-12-1943 ).



TABLE.

Average Annual Earnings of Wage Earners  
in the Perennial Factories during the  
years 1939 and 1940.

The following details regarding the relative wages of workers in the different groups of industries in India during 1939 and 1940 are based on a note on the subject published in the December 1945 issue of the Indian Labour Gazette.

According to the note factories carrying out manufacturing processes of different kinds in the country may be classified into 9 main groups, namely: (1) Textiles (2) Engineering (3) Mineral and Metals (4) Food, Drink and Tobacco (5) Chemicals, Dyes, etc. (6) Paper and Printing (7) Wood, Stone and Glass (8) Cane and presses (9) Skins and Hides and (10) Miscellaneous. Of these all except those coming under groups (4) and (5) are mainly perennial, while in the latter 2 groups seasonal factories predominate. The figures quoted in the note are taken from the returns under the Payment of Wages Act compiled together for the different provinces. Such returns giving both the average daily number of workers and the total wages paid to them during each year are submitted by the different factories in each province. But the Act itself applies only to workers paid below Rs. 200 per mensem as wages, whether they are persons employed in any regular manufacturing process or any kind of work incidental to or connected with it, including also persons who are solely employed in a clerical capacity. The average wage of worker in each group of industry is calculated for the above class of wage earners.

The average annual wages of workers in each group of industries, during the years 1939 and 1940, are given in the following table :

| Industry.              | 1939.                   |                             | 1940.                   |                             |
|------------------------|-------------------------|-----------------------------|-------------------------|-----------------------------|
|                        | Average No. of workers. | Average Annual Wages in Rs. | Average No. of workers. | Average Annual Wages in Rs. |
| (1)                    | (2)                     | (3)                         | (4)                     | (5)                         |
| Textiles .....         | 7,957                   | 285.5                       | 8,509                   | 302.9                       |
| Engineering.....       | 850                     | 245.5                       | 1,155                   | 345.0                       |
| Minerals & Metals....  | 621                     | 457.2                       | 624                     | 491.5                       |
| Chemicals & Dyes.....  | 584                     | 244.2                       | 580                     | 229.5                       |
| Paper & Printing.....  | 527                     | 338.7                       | 532                     | 352.3                       |
| Wood, Stone & Glass... | 482                     | 194.2                       | 500                     | 175.5                       |
| Hides & Skins.....     | 120                     | 225.0                       | 126                     | 327.1                       |
| Ordnance.....          | 266                     | 351.9                       | 490                     | 408.5                       |
| Prints.....            | 18                      | 367.4                       | 32                      | 442.7                       |
| Miscellaneous.....     | 205                     | 281.2                       | 237                     | 261.0                       |
| Total...               | 11,714                  | 297.5                       | 12,861                  | 307.7                       |

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(Note:- The sub groups Food, Drink and Tobacco, and Glass and  
reses are not included in this study as factories coming under them  
re mainly seasonal. Under Engineering, the Railway Workers are excluded  
because the Payment of Wages Act returns are for factories other than  
those on railways. Mints and ordnance factories are shown as separate  
sub-groups ).

From this table, it will be found that in 1939, the annual average  
age of worker (in all industries put together) was Rs. 286.5, and it  
increased to Rs. 320.5 in 1940. This increase is reflected in all  
roups except chemicals and dyes, etc., and miscellaneous. The order  
f importance of the groups, according to the amount of average wage,  
ained almost the same, excepting the engineering group which moved  
p to the fourth place in 1940 compared with eighth in 1939, and textiles  
roup which came down from fifth to seventh. The first place was occu-  
led by minerals and metals and next in order came mints and ordnance  
actories respectively. Paper and printing occupied the sixth place in 1940  
n both years. Hides and skins maintained the sixth place in both years,  
hile chemicals and dyes maintained the last place. Explaining the  
eparity between the average wages in the different industrial groups,  
he note points out that a higher proportion of skilled workers are  
quired in the steel factories, mints and ordnance factories. In  
rinting Presses, which predominate in that group, a large number of  
literate people are required as compositors, etc. Consequently the  
verage wage in these groups of industries is higher. In England also  
he average wages paid to males (21 years and over) are highest in these  
industries. But whereas wages in engineering and chemical industries  
occupy a high place in England and other highly industrialised countries,  
re they occupy a low place in India. This again is due to the difference in the  
eality of work required in the two sets of countries. In the highly  
ndustrialised countries, for the automobile, numerous aeroplane,  
dipnolding and other industries highly skilled workers are required;  
his may account for the average wages paid in these industries being  
gher, and the same reasons would apply for the higher average wages  
the chemical industry also. In India excluding railway workshops,  
he engineering factories are mainly workshops maintained for the upkeep  
f tramways, telegraphs, motor transport, steam-boat-shipping, etc., and  
lectrical engineering and generating works. The chief factories in  
he chemical groups are match factories, oil mills, dyeing and finishing  
eteries, etc. For these simple types of work, highly skilled and  
echnical workers are not needed and hence the average wages are low.

The rate of increase is highest in mints, where the average wage  
r worker increased by nearly 26 per cent. Next in order come ordnance  
actories and factories coming under the groups: hides and skins, paper  
ad printing and minerals and metals. A part of the high increase in  
verage wages in the engineering group is accounted for by the fact  
hat in 1939, data for the Province of Bombay in this group was incomplete  
ad consequently omitted.

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Regulation of Bonus, Dearness  
Allowance, and Commission ;  
Government of India's Draft  
Notification.

Under the provisions of the Excess Profits Tax Act, 1942, (vide page 40 of our April, 1940, report) the Government of India has setted a set of draft rules for regulating the allowances granted to employers in respect of dearness allowance, bonus and commission.

The draft rules provide that, in applying the provisions of the Excess Profits Tax Act to the computation of the profit of any chargeable accounting period, the sum to be allowed in respect of any bonus (other than dearness allowance), paid after 30-11-43 to any manual wage-earner, shall not exceed one-quarter of the wages for the period in respect of which the bonus is paid.

It also lays down that the amount allowed in respect of dearness allowance to any employee after 30-11-43—(1) In cases where the salary or wages are Rs. 25 or less, shall not exceed a sum which, added to the salary or wages, bears to the salary or wages the same proportion as the current cost of living bears to that in 1939; (2) In respect of salary or wages ranging between Rs. 25 and 60, shall not exceed 175 per cent of the sum applicable to clause (1) above; and (3) in respect of salary or wages above Rs. 60, shall not be such that the salary or wages plus dearness allowance exceeds Rs. 300. The cash value of the supply by an employer of food-stuff, etc., at cheap rates are to be treated as part of the dearness allowance.

The draft rules further stipulate that as from 31-12-1943 bonuses and commission, exclusive of dearness allowance, to non-wage-earners shall be deemed to be unreasonable if and to the extent to which they exceed—(1) In the case of a business the standard profits at which they are computed by reference to the profits of a standard period—twice the sum that bears to the amount of such payments in the standard period the same proportion that the length of the chargeable accounting period bears to the length of the standard period, or (b) one per cent of the amount of the profits of the chargeable accounting period as computed for the purpose of assessment to excess profits tax, whichever is the greater; and (2) in the case of any other business, one per cent of the amount of the profits of the chargeable accounting period as computed for the purposes of assessment to excess profits tax.

Provision is also made for the computation of trading stocks, or stocks of raw materials in relation to capital as from 31-12-1942.

( The Times of India, dated,  
9-12-1943 ).

Ahmedabad Millowners suspend payment  
of Dearness Allowance: Labour spokesman's  
Statement.

The Ahmedabad Millowners' Association has issued a circular to all member millowners suspending the payment of dearness allowances payable to the workers on 15-12-43, in view of the Government of India's proposals to limit the amount paid as bonus and dearness allowance, in so far as

ch amount is reckoned for the purpose of computing Excess Profits Tax.

An emergent meeting of the Representative Board of the Ahmedabad textile Labour Association held in the city on 16-12-1943 has passed a resolution protesting against the measure contemplated by the Government of India and stating that "it will have very serious repercussions on industry".

In a statement issued in this connection, Mr. Khandabhai Desai, M.L.A. (Bombay), Secretary of the Association, urged both employers and Government to desist from taking the measure contemplated and advised the workers to remain calm and not to take any precipitous action which might harm their interests.

Inadequate Dearness Allowance.- He pointed out that the cost of living in Ahmedabad had gone up by 228 per cent above the pre-war cost, while in the city of Bombay the increase was only by about 100 per cent. As a result of the rising cost of living, real wages had gone down considerably everywhere and even the highest rate of dearness allowance granted was not in adequate proportion to the rise in the cost of living.

Industry's Profits.- As against this, he estimated that even after paying dearness allowance and bonuses to workers, the textile industry was likely to make a gross profit of about Rs. 600 million during the current year; whereas the profits during pre-war years were only about Rs. 50 million on a total sales value of cloth worth about Rs. 600 million. Government's income from the textile industry alone by way of income tax, super tax and excess profits tax, he said, is about Rs. 450 million, an amount nearly equal to the Government's military expenditure during the war years.

Flax for Business to Wage Earners.- The Government itself was responsible for the higher cost of living for which the workers were getting dearness allowance. As long as the cost of living index does not fall, the wage-earner would be entitled to receive whatever dearness allowance he had obtained by trade union action and it was improper for the Government to interfere directly or indirectly in reducing the present quantum of dearness allowance.

( The Times of India dated 22nd Dec 1943 and the Bombay Chronicle, dated 20-12-1943 ).

Calcutta Businessmen's Apprehensions.

In a joint telegram addressed to the Finance Department, Government of India, the Bengal National Chamber and the Bengal Millowners' Association urge Government to drop their proposal for amending the Excess Profits Tax Rules limiting payment of bonuses, commission and dearness allowance, etc. They apprehend that such restrictions, apart from having serious repercussions on industries, are likely to cause grave dissatisfaction amongst workers, which may lead to serious labour trouble and impede production. They also feel that any shortage in production would put consumers to great hardship and would also defeat Government's policy to make more consumers' goods available to the civilian population.

( The Hindustan Times, dated 23-12-1943 ).

Central Government Pensioners.

In order to afford to lower-paid pensioners some measure of relief account of the increased cost of living due to the war, the Government has sanctioned a temporary increase; to all such pensioners are drawing pensions below Rs. 20 a month will receive an addition of Rs. 5, and those drawing more than Rs. 20 but not more than Rs. 40 are given an increase of Rs. 4. Pension, for this purpose will include the unattached portion also, if any. Pensioners receiving more than Rs. 40 a month but not more than Rs. 44 will be given an increase to make their total pension Rs. 44 a month. This increase will be in operation from 1st November 1945.

( The Times of India, dated  
25-12-1945 ).

Dearness Allowance to Lower-Paid  
U.P. Government Pensioners.

The Government of the United Provinces has sanctioned a temporary allowance to its lower paid pensioners from December, 1945, to March, 1946. The scales are Rs. 3 per annum for pensioners getting upto Rs. 20 per annum and Rs. 4 for those getting more than Rs. 20 but not more than Rs. 40.

( The Hindustan Times, dated  
19-12-1945 ).

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Dearness Allowance to Lower-Paid  
Madras Government Pensioners.

It is understood that the Madras Government will sanction, for a period of one year in the first instance, a dearness allowance of Rs. 5 for pensioners receiving pensions amounting to Rs. 20 and less than Rs. 40 and those receiving between Rs. 20 and Rs. 40.

( The Hindu, dated 16-12-45 ).

Dearness Allowance to Lower-Paid  
Central Government Pensioners .

The Government of India has decided to grant a temporary allowance to its lower-paid pensioners. The rates are Rs. 3 per annum for pensions not exceeding Rs. 20 per month and Rs. 4 for pensions exceeding Rs. 20 but not exceeding Rs. 40. Pensions for this purpose shall include the unvested portion also, if any. Persons in receipt of pensions higher than Rs. 40 but not higher than Rs. 44 per annum shall receive such an amount as would bring the total pension to Rs. 44 per annum. This increase will have effect from November 1, 1945, 1.0. on the pensions in operation in December 1945, and will be in operation for one year.

( The Hindustan Times, dated  
25-12-1945 ).

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Agricultural Labour to be paid  
partly in kind: C.P. Price Ad-  
visory Committee's Decision .

At a meeting of the Price Advisory Committee, Central Provinces, held at Nagpur on 11-12-1943, a resolution was passed to the effect that payment of wages to agricultural labour may be made partly in kind. It was suggested that such payment should be limited to only half the amount of the wages, as otherwise it might cause hardship to both labourers and employers. The Committee also decided to fix the wages of agricultural labourers at three times their wages in 1939.

( The Hindustan Times, dated  
18-12-1943 ).

*and other Conditions*

Wages of Bengal Tea-Estate Workers:  
Rates fixed by Government.

In exercise of the powers conferred by clause (b) of sub-rule (1) of rule 81A of the Defence of India Rules, the Government of Bengal has issued on 16-12-43 an order laying down the terms of settlement of the wage dispute that has been going on between the managements of certain tea-estates in the province and the workers. Under the order, the employers are to observe the following conditions of employment:

(1) The wages for tea leaf plucking shall be paid at the rate of one anna for four pounds of tea leaf plucked excluding the weight of the basket. The weight of the basket and the number of pounds of tea leaf plucked shall be announced to all pluckers every day during weighing;

(2) The wages for light hoeing shall be at the rate of one anna or five <sup>naas</sup> and for deep hoeing at one anna for two and a half <sup>naas</sup> ~~annas~~;

(3) The wages for jungle cutting shall be at the rate of one anna or four <sup>naas</sup>;

(4) In respect of factory work, the minimum wages for each working day for a child shall be annas six, for a female adult, annas eight, and for a male adult, annas ten;

(5) Carriers of firewood shall be paid at the rate of annas eleven for each full day's work;

(6) Cowherds shall be engaged by the employers for the purpose of looking after the cows on the tea estate;

(7) Every employee certified as sick by the doctor of the tea estate shall be paid at the rate of annas eight per day;

(8) An adequate supply of medicines shall be stored in a properly furnished hospital established for the purpose of serving all the tea estates and such hospital shall have free beds for the workmen and there shall be a qualified medical officer in charge of the hospital for the purpose of prescribing and supplying medicines to the inhabitants of the tea garden coolie lines. The medicines shall be supplied free of cost;

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(9) The following essential commodities shall be supplied to the employees at controlled rates:-

(a) Rice and Atta (wheat flour)—Seven seers (1 seer—about 2 pounds) per employee per week,

(b) Dal (pulses)—Two seers per employee per week,

(c) Mustard oil—Half seer per employee per week,

(d) Salt—One seer per employee per week,

(e) Kerosene oil—22 ozs. per family of employees per week;

(10) Maternity benefit shall be granted to female employees for the period of one month before and one month after child birth at the rate annas eight per day and leave for this period shall also be granted. Provisions shall also be supplied during the period as laid down above;

(11) Relief kitchens shall be started at once for the relief of those employees who are not getting any income either as wages or allowance on an estate;

(12) Uncultivated land of the estates shall be rented in equal areas among the landless employees' families at a nominal rent of one pice per year per kani.

The order will remain in force for a period of four months from 1-12-43 and will continue to be in force after that period unless notice of any alteration of its terms has been given either by the employers or by the workers to the Provincial Government not less than twenty days before the date of expiry of the period, and considered and agreed to by the Provincial Government.

( Order No. 4125 Com.—dated 16-12-43,  
The Calcutta Gazette, dated  
23-12-43, Part I, page 1797 ).



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Industrial Disputes.

Adjudication of Trade Disputes under Rule  
81-A: Central Government assumes powers  
to specify Issues.

The Government of India has, under the Defence of India Act, notified on 11-12-43 certain amendments to Rule 81-A of the Defence India Rules. The amendments are :

(1) In clause (b) of sub-rule (1), (vide page 30 of our May, 1942 part) after the word "employers", the words "workmen or workwomen" shall be inserted.

(2) In clause (d) of sub-rule (1), after the words "in the order" the following shall be inserted, namely, "all or any of".

(3) After sub-rule (3), (vide pages 14-16 of our January, 1942 report) the following sub-rule shall be inserted, namely :-

"(3A). An order made under sub-rule (1) referring a trade dispute for adjudication shall specify as far as may be practicable the matters on which adjudication is necessary or desirable :

Provided that—

(i) the Central Government may of its own motion, or at the instance of any adjudicating authority, add to, amend or vary the matters so specified ;

(ii) the Central Government may, with a view to specify the said matters direct the adjudicating authority to make a preliminary inquiry into the nature of the dispute, and postpone specification for such time as may be reasonably required".

( Notification No. S-20(2)/43,  
The Gazette of India dated 11-12-43,  
part I, section - 1, page 1327 ).

By a second notification (No.L.R.15 dated 11-12-43), the Government of India has directed that the powers conferred and the duties imposed on the Central Government by sub-rule (3A) of rule 81A of the Defence India Rules (noted above) shall be exercised or discharged, as the case may be, also by the Provincial Governments and the Chief Commissioners of Delhi, Ajmer-Merwara, Coorg and Panth Piploda.

(Notification No. L.R. 15 dated  
11-12-43, the Gazette of India,  
dated 11-12-43, part I, section-1,  
page 1336 ).

By a third notification No. L.R. 16(1) dated 11-12-43, the Government of India has directed that in clause (iii) of the order dated 1-8-42 of the Department of Labour, Government of India, (vide page 29 of our August, 1942 report) for the words "When any trade dispute has been referred to a Court of Inquiry", the words "When any or all of the matters of a trade dispute have been referred to a Court of Inquiry" shall be substituted.

(Notification No. L.R. 16(1) dated  
11-12-43, the Gazette of India  
dated 11-12-1943, part I, section-1,  
page 1336 ).

A press note issued by the Government along with the Notifications, explains the notifications as follows :-

Trade disputes referred for adjudication under Rule 81-A of the Defence of India Rules will hereafter be specified in detail instead of being left vague. The Rule has been amended to provide for proper framing of the order referring a trade dispute for adjudication. A notification in the "Gazette of India" says that the order referring trade dispute for adjudication "shall specify, as far as may be practicable, the matter upon which adjudication is necessary or desirable". Another amendment to Rule 81-A now empowers the Government to enforce all or any of the decisions of the adjudicator. There was previously no provision for the partial enforcement of the decision. The clause empowering the Government to prescribe, under certain circumstances, the terms and conditions of employment has also been amended so as to make it binding equally on workers as well as on employers.

( The Hindustan Times, dated 11-12-1943 ).

Compensation for War Injuries.

The War Injuries Compensation Insurance Scheme.

The Government of India has gazetted on 12-12-43 the War Injuries Compensation Insurance Scheme under the War Injuries (Compensation Insurance) Act, 1943, which came into force on 12-11-43, (vide page 52 of our November, 1943, report). Under the Scheme the first premium payable by employers has been fixed at annas four per Rs. 100 of their wage bill. Every employer, other than a contractor, whose contract is for less than a month's duration, to whom the Act applies, is required to take out a policy of insurance from the Central Government. This policy will insure him until the termination of the present hostilities or until the date he ceases to be an employer if that date is earlier. The provisions of compulsory insurance are not binding on the Government or any Federal railway, unless the Central Government orders otherwise. Insurance business under the Act is prohibited otherwise than by authorized agents.

( The Gazette of India dated 12-12-43, part I, section 1, pages 1369-1372, and Hindustan Times dated 12-12-1943 ).

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Employment.

Formation of Technical Unit of Civil  
Pioneer Force.

Reference was made at page 32 of our December 1942 report to the decision of the Government of India to form a Technical Unit of the Indian Civil Pioneer Force composed of trained technicians. The suggestion that the Government should maintain a corps of skilled workmen was made by the late American Technical Mission which visited India in 1942. The idea is pursued and today in specially selected training centres there are a few hundred men receiving training till such time as they are required to go to ordnance or factories doing important work.

The decision to form such a corps, which is known as the Civil Pioneer Force, 1st Central (Technical) Unit, was taken in March 1943. Recruitment to the Unit is now from amongst trainees who have completed air training under the Technical Training Scheme. Preliminary selection is in the hands of Chairmen of National Service Labour Tribunals in different provinces. The Unit consists of fitters, turners, machinists, carpenters, electricians and blacksmiths, and it is proposed to add to these in the near future, engine drivers, moulders, patternmakers and loaders. All craftsmen pioneers are expected to pass the 2nd grade tests in the trade to which they belonged at the time of enrolment and thereafter to take and pass the 3rd grade test in an allied trade, e.g., fitters to be trained as turners, machinists, electricians or engine drivers and vice versa. Carpenters will be trained as patternmakers or loaders and vice versa and blacksmiths as welders and welders as blacksmiths. In the near future, it is hoped that to double the strength of the Unit. For purposes of discipline, accommodation, rationing and eating, uniforms, squad drill and physical training, etc., the Unit is governed by the same rules and orders as are applicable to the ordinary Units of the Civil Pioneer Force. So far, no need has arisen to send out Craftsmen Pioneers for actual work in factories but when it does arise, there will be at hand a number of well-disciplined and efficient workmen who can be sent in organised parties to work where required.

( The Indian Labour Gazette,  
December, 1943 ).

Workers in Mills closed for Reasons  
beyond Control of Employers: No  
Right for compensation when alter-  
native employment is offered.

A communique issued by the Government of Bengal early in the second week of December 1943 states that it has been brought to the notice of the Government that workers employed in certain jute mills which have been closed for reasons beyond control of their employers are refusing to work in other jute mills where employment is offered to them, and are, instead, asking for compensation for loss of employment in the mills closed. As regards compensation, Government emphasizes that no claim for compensation arises when employment is offered to workers in other mills. Government feels that this is the best arrangement possible under the circumstances, and as such urges workers to accept the employment wherever that is offered to them without further delay.

( The Hindustan Times 13-12-43 ).

Labour Welfare Measures in Coal  
Mines: Fact Finding Committee  
Appointed by Government of  
India.

Labour in coal mines is primarily agricultural. This year more labour than usual was drawn to agriculture in the sowing season owing partly to the 'Grow More Food' campaign. Now ~~attains~~ with the successful harvest and to some extent shortage of food supplies at the coalfields, labour is not returning to mines in sufficient numbers. The labour supply has also been affected by increased sickness caused by wet deficiency and by the more attractive work on defence works in the collieries. While the employment of women underground is expected to set the problem of inadequate labour supply, improvement in the conditions of labour are also contemplated. A fact-finding enquiry into the conditions of the coal industry is already on way covering the following subjects: (1) Supplies of grain and other food supplies: (a) Systems in force in various collieries, (b) Extent to which supplies are ~~adequate~~ <sup>and arrangements for the future</sup>, (2) Cooked food and canteens, (3) Housing, (4) Transport, (5) Water supply, (6) Conservancy, (7) Medical arrangements, (8) Welfare, and (9) Educational facilities.

It is also proposed to employ Welfare Officers including a Lady Welfare Officer, in the Bengal and Bihar Coalfields.

Other measures under consideration include the provision of increased quantities of consumer goods and provision of motor transport from and to the mines.

( The Indian Labour Gazette,  
December, 1943 ).

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Textile Industry.

The Textile Industry (Miscellaneous Articles)  
Control Order, 1943.

The Government of India has issued under the Defence of India Act, on 4-12-43, the Textile Industry (Miscellaneous Articles) Control Order, 1943, under which no sale, purchase or disposal of certain articles of use in the textile industry, other than those used in the textile and hosiery industries, is to be carried on except under a license issued by the Textile Commissioner, Bombay. The Articles, listed in the schedule attached to the Order, number more than forty, and include cotton cards clothing and card clothing sundries, halds, reeds, shuttles, bobbins, ring travellers, etc.

The present order cancels the five existing control orders relating to halds, reeds, shuttles, bobbins etc., issued in 1942 and 1943.

( Notification No. 78-Tax (B)/43-(1)  
dated 4-12-43, the Gazette of  
India, dated 4-12-43, part I,  
section 1, pages 1503-1505 ).

Development of Handloom Industry:  
Tentative Decisions reached at by  
Madras Meeting.

Various proposals relating to the development of the handloom industry of India were considered at a meeting of the members of the Handloom Committee of the Indian Textile Board and representatives of Provincial Governments and States, held at Madras on 2-12-43. Sir Maul Bhaque, Commerce Member, Government of India, addressing the meeting emphasized the need to do all that was possible to develop the handloom industry.

It is understood that the meeting reached certain tentative decisions based on the recommendations of the Handloom Committee (see pages 14-15 of our January 1941 report) which will be forwarded to the Government of India for approval. Regarding the fixing of prices for handloom yarn, the meeting is stated to have expressed the view that prices should be so fixed that handloom goods should be able to retain their place in the market as against the products of the weaving mills. The meeting also considered a proposal for the constitution of a central handloom board and decided that provincial Governments should be consulted as regards its constitution, powers and functions. The question of lowering the maximum profits now allowed over ex-mill selling prices for handloom yarn, and the supply of dye-stuffs to the handloom industry controlled prices were among other subjects considered by the meeting.

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( The Times of India, dated  
4-12-1943 ).

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Control Measures.

The Hides ( Movement Control ) Order, 1943.

The Government of India has issued under the Defence of India Rules, 8-12-43, the Hides ( Movement Control ) Order, 1943, under which no consignment of any kind of raw hides of cattle or buffaloes may be transported by rail from any railway station in North-West India to any station outside, except under Government permit. "North-West India" means the Punjab, the North-West Frontier Province, Sind and Baluchistan.

( Notification No. 1301 dated  
2-12-43, The Gazette of India,  
dated 4-12-43, part I-section 1,  
page 1507 ).

The Control of Imported Engineering Stores  
Order, 1943.

The Government of India has issued under the Defence of India Rules, 4-12-43, the Control of Imported Engineering Stores Order, 1943, under which no owner or consignee of any engineering stores imported at, or in transit to, any place in British India by sea, land or air from outside the limits of India, shall sell, transfer or otherwise dispose of, or use such consignment or any part thereof except under a general or special licence granted by the Director General of Munitions Production, Calcutta. "Engineering Stores", in the order, refers to a large number of articles including electric motors, generators, electric cables, insulated wires, fans, metal working tools of various kinds, pneumatic tools, hand tools such as files, rasps, saws etc., compressors, wireless sets, wood-working tools and workshop tools.

( Notification No. 1361 dated  
4-12-43, the Gazette of India,  
dated 11-12-43, part I, section-1,  
pages 1327-1328 ).

Commodities Controlled Under Hoarding  
and Profiteering Prevention Ordinance,  
1943.

Under the Hoarding and Profiteering Prevention Ordinance, a notification was issued on 1-12-1943 by the Controller-General of Civil Supplies, specifying 23 articles of general or wide consumption as coming within the purview of the Ordinance in respect of the limitation on the quantity to be possessed at any time. The articles specified are cigarettes, foodstuffs (other than food grains), including tinned provisions, bottled infant feeds; cooking fats; ghee; vegetable ghee; vegetable oils (groundnut, coconut and other oils), spices, chillies and tamarind; salt; tobacco; wines, spirits and potable liquors; agricultural implements; fertilisers; cement; coir and coir products; cutlery; dyes and other chemicals; electric bulbs; leather and leather goods; matches; paints and varnishes; timber; and motor vehicle spare parts and accessories.

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**Control of Woollen Goods.**- Two other notifications have been gazetted 1-12-43 applying certain control measures, in respect of woollen cloth, under the Ordinance. According to the first, all manufacturers of woollen cloth, including mills and powerlooms but excluding handlooms, are directed to supply to the Controller-General of Civil Supplies, New Delhi, on or before December 16, 1943, certain information relating to woollen cloth other than that purchased by the Supply Department of the Government of India. Articles and varieties manufactured, cost of production of each of the varieties, margin of profit between the manufacturer's factory price and retail price before the war and the possibility of fixing the retail selling price on each piece of cloth—these are some of the particulars on which information is required.

According to the second notification, all dealers in woollen cloth, articles and goods in all the district headquarters towns of all the British Indian Provinces are directed to mark woollen articles exposed for sale intended for sale, with the sale prices, or where the marking of articles is not feasible, to exhibit on the premises a price list of articles held for sale. This should be done within 15 days from December, 1943.

( Notifications No. 1/2/43-C.G.  
(C.S.), dated 1-12-1943,  
Gazette of India dated 4-12-43  
Part I - section 1, page 1302 ).

**New Controller for Indian Shipping**  
**Appointed.**

Mr. L.T. Ghelap I.C.S. has been appointed Controller of Indian Shipping with headquarters in Bombay. To begin with, Mr. Ghelap's task will be to work out compensation for ships requisitioned for war work, subject that has been kept pending for about four years. It also includes a study of India's shipping needs and the formulation of plans for the development of her shipping industry in the post-war period.

( The Statesman, Calcutta,  
18-12-1943 ).

**Coal and Steel Commissioners for**  
**India Appointed.**

Owing to the critical situation which has arisen as a result of a drop in coal raisings recently, and in order to co-ordinate action for increasing production and distribution, the Government of India, has appointed Mr. P.C. Young, C.B.E., as Coal Commissioner. He has experience in mining and was recently Coal Supplies Officer in Scotland.

The Government has also appointed Mr. Frank Farr of the U.K. Iron and Steel Control as Steel Commissioner. The duties of the Steel Commissioner will include co-ordination on behalf of the Government of India of the working of the various authorities dealing with iron and steel. He will also centralize and maintain in a standardized form the statistics of iron and steel use and production. Mr. E.D. McCallum, also of the U.K. Iron and Steel Control, has been appointed to assist him in organizing the statistical work.

( The Hindustan Times 28-12-43,  
The Statesman 31-12-43 ).

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Economic Advisory Board, to be set up  
in Bihar.

Speaking at the 17th General Meeting of the Bihar Government, Mr. R.P. Misra, Governor of Bihar, announced that the Bihar Government has decided to set up an Economic Advisory Board to advise the Government on the working of the various control measures that it may find it necessary to enforce. The ordinary consumer will also be represented on the Board. This Board will take the place of the existing Price Control Advisory Committee whose functions are at present too restricted.

( The Hindustan Times, 13-12-43 ).



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War Finance.

Government of India's Small Savings  
Scheme Launched.

The Finance Department, Government of India, has launched, early in December, 1943, a scheme to encourage savings to be known as the Small Savings Scheme. It is understood that it will soon be put into operation in most provinces and is likely to be extended also to the Indian States. Under the scheme Government proposes to appoint authorised agents for the sale of National Savings Certificates. The commission earned by these agents will be paid by the Government, thus their services to the public will be entirely free.

( The Hindu, dated 4-12-43 ).

Issues

Issue of Capital for Long Range Industrial  
Schemes: Conditions of Sanction Revised by  
Government of India.

The Government of India has revised its procedure for dealing with application for issues of capital in respect of long-range industrial schemes which are not expected to reach production stage till the end of the war.

It has already been made known that such issues would be so regulated as to discourage the companies concerned from competing with enterprises of immediate value for plant, construction materials, skilled labour and transport, and that where consent was given for such issues, it could only be on condition that an order had been placed for the plant or machinery to be delivered after the war and that the money required to pay for such plant should in the meantime be invested in Government loans until required.

"Early" and "Ultimate" Expenditure.-- Government has now found that the condition that an actual order should have been placed has been found to operate with undue severity in the case of new concerns, since suppliers of machinery are unlikely to accept orders from companies that have not already acquired a substantial capital. The procedure, as now revised, will meet this difficulty, while maintaining the position that no facilities can be given to expenditure involving undesirable competition.

Under the revised procedure, capital expenditure is split up into "early" and "ultimate" expenditure. The former means expenditure on purposes which can be satisfied without involving undesirable competition, such as preliminary expenses, purchase of land, office expenses (including the salary of experts), advance payments for plant, etc. When a general scheme is approved, the consent order will not interfere with the collection and disbursement of the amount of capital required for such purposes. 'Ultimate expenditure' means that which will fall due at a later stage, as for example, the payments of the balance cost of plant and machinery at the time of delivery and the cost of constructing buildings, which should not be undertaken until the prospect of delivery of the plant has become definite.

Disposal of Excess Capital.-- Alternative arrangements are possible as regards capital issued in such cases; issue of the whole capital, subject to the condition of not calling up, without the further approval

Government, more than enough to cover the "early" expenditure ; or, use of the whole capital, subject to the condition that what can be realized in excess of that required for "early" expenditure is invested in Government securities and kept so invested until the time for setting the objects of "ultimate" expenditure.

Government has, however, made clear that applications for consent to the conditions laid down in the alternatives mentioned above will not be admitted until the promoters have carried their plans to the extent of a definite scheme, revealing the nature and quantity of machinery, etc., required, and have also carried negotiations with the suppliers of machinery to a point which will enable them to give at least an approximate figure of the total cost and an indication of the proportion required for advance payments.

( The Hindustan Times, dated  
15-12-1945 ).

Government of India's Drive against Inflation:  
Interest-free Prize Bonds to be Issued.

According to a Finance Department Notification dated 15-12-45, the Government of India has decided to issue, from 15-12-45, as part of its anti-inflationary drive, 5-year Interest Free Prize Bonds in the form of series bonds in denominations of Rs. 100 and Rs. 10.

The bonds will be issued in serial form. Each series of Rs. 100 bonds will be for Rs 10 million (i.e. 100,000 bonds of Rs. 100 each) and each series of Rs. 10 bonds will be Rs. 1 million (i.e. 100,000 bonds of Rs. 10 each). The bonds will not bear interest, but there will be a draw by lot for prizes half-yearly on the 15th January and 15th July, commencing from the 15th July 1944 and including the 15th January 1949 in respect of all series of which advice has been received that they have been fully sold. Lots will be drawn under the supervision of the Government of India half-yearly and the following prizes will be awarded: one prize of Rs. 50,000, 2 prizes of Rs. 20,000 each, and 2 prizes of Rs. 5,000 each in respect of each completed series of Rs. 100 bonds and one prize of Rs. 2,500, 2 prizes of Rs. 1,250 each, 5 prizes of Rs 500 each and 10 prizes of Rs.250 each in respect of each completed series of Rs. 10 bonds. Payment of prize money in respect of the Rs. 10 series will be made in cash and in respect of the Rs. 100 series will be made half in cash and the balance in the form of current Defence Bonds or in National Savings Certificates, up to the prescribed maximum, at the option of the prize-winner. All prize money will be free of income tax.

( Finance Department (Government of India) Notification No.D-8605-B/45 dated 15-12-45, republished in the Sind Gazette dated 30-12-45, part I, page 1650 ).

## Production.

### Increasing Production of Coal: Tripartite Meeting at Dhanbad, 11-12-1943.

The reasons for the present shortage of mine coal and the measures to overcome it were discussed on 11-12-1943 at Dhanbad at a conference attended by representatives of the Central Government, the Governments of Bengal and Bihar, the three mining associations and spokesmen of labour. Dr. Ambedkar, the Labour Member, presided.

In a short opening speech, the Chairman compared the conference with the tripartite labour conferences at which questions relating to industrial labour are discussed. He emphasised the importance of producing more coal both for India's industries and war effort and hoped that the representatives of employers and employees would be able to give their best advice on the matter.

Reasons for Labour Shortage.— In the course of the discussion that followed the speech, the reasons for the shortage in labour were given as the exceptionally good harvest, which required more labour than usual, owing to the "Grow More Food campaign" and competition of military works. Measures to meet the situation were considered, and employers' representatives asked for more petrol and tyres to help in bringing labour from neighbouring villages to the collieries.

Rationing Scheme.— The conference considered a scheme proposed by the Central Government some time ago, aiming at providing men and women, employed in the arduous work of mining, and adequate food ration. The possibility of the introduction by the Bihar Government of a rationing scheme in the area was mentioned and it was decided that the scheme introduced for the mines would have to be reconsidered if this occurred. The scheme for miners' supplies includes provision for food for mine workers' dependents. While fixing 15 days as the minimum number of days that must be worked to ensure the full week's return, the scheme also provides for adequate supplies for those who work fewer days. It was agreed that rice should be sold initially to workers at six seers per rupee, and that necessary quantities of dal should also be sold at the same price.

Supply of Other Necessaries.— The conference examined a scheme proposed by the Central Government for the supply of other commodities like salt, mustard oil, standard cloth and other consumer goods to workers—the intention being that bulk supplies should be placed at the disposal of mining associations for distribution to collieries.

Welfare Schemes to be Financed by Cess.— Amongst other measures put forward by Government for consideration was a scheme for a welfare cess to be imposed forthwith to first create a fund from which expenditure on welfare would be incurred and a proposal to appoint labour officers in all collieries with a production of over one lakh tons.

Wage Increases.— It appeared in the course of further discussion that mining associations were ready to make a further increase over the wages prevailing in 1939 bringing the temporary war increase to a total of 50 per cent above pre war wages. They were, however, appre-

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insive that this increase would be wasted unless adequate stocks of consumers' goods were available in the coalfields and the necessity of ensuring this was recognised. It was decided to increase dearness allowance by 27½ per cent.

Other Subjects discussed.- Other items discussed included the feasibility of applying the Payment of Wages Act to coal mines; certain difficulties of its application to coal industry were noted. Requests from the industry in regard to assistance in matters of Excess Profits tax and provision of machinery were also considered.

(The Amrita Bazar Patrika, 17-12-1943, and The Hindustan Times 16-12-1943).

Encouragement of Import of Consumers' Goods: Government Policy Criticised by Committee of F.I.C.C.I.

At a meeting held at New Delhi on 14-12-43, the Committee of the Federation of Indian Chambers of Commerce and Industry, passed a resolution criticising the policy of the Government of India regarding import of consumers' goods from abroad.

Goods not Essential.- In the course of the resolution the Committee stated that, whilst, presumably imports of consumer goods are being arranged to make larger supplies of goods available for civilian consumption and so with a view to reducing the prices at which they are being sold at present in the country, the Committee emphatically protests against the policy underlying the step. The Committee held that increased imports of such goods, with the possible exception of drugs, are neither essential nor of such utility and importance that the temporary shortage of their supplies can be a matter of serious concern to the country.

Better Alternative: To help Expansion of Existing Industries.- Assuming, however, that increased supplies of these goods are urgently required for civilian consumption, the object can be achieved with a real benefit to the country by mobilising the available industrial resources within the country itself for making possible larger supplies of these goods. During recent years a number of new industries have been started in the country, which have succeeded, to a measurable extent in meeting the requirements of the country in respect of several products, the shortage of which would have been otherwise acutely felt owing to either complete stoppage or severe curtailment of imports. These industries today are in a position to meet the increasing demands in the country for such products if only Government would extend assistance to them in the shape of making possible import of further plant and machinery and of materials and stores necessary for increased output.

The Committee expresses surprise that the Government of India, which has repeatedly pleaded shortage of shipping facilities as excuse for not importing goods essential for the expansion of the output of even already established industries, and held out the same argument when demand was made for more adequate import of food materials from abroad, during the recent crisis, should now go out of its way to provide shipping facilities for importing consumer goods of no great importance.

Dumping - Detrimental to Indian Interests.- Referring to the report at bicycles proposed to be imported from the United Kingdom would be sold in India at prices lower than those prevailing in the United Kingdom, the Committee points out that this form of dumping cannot but prove most detrimental to India's young industry. The least that Government can do is to see that imported articles are not allowed to be sold under a price which is considered fair and reasonable for similar products manufactured in this country.

Government Supporting British Industries at the Expense of Indian Industries.- The Committee apprehends that if Government persists in encouraging increased imports of these goods, it is committing a serious breach of faith with the Indian industrialists who were encouraged to start new industries and expand the capacity of the existing factories, with an assurance that they will be duly protected after the war. The only construction it can put upon the proposed action of Government is that under the guise of making available larger supplies of consumers' goods, the Government of India is assisting British industries at the expense of nascent Indian industries.

( The <sup>11</sup>Industrial Times, dated 16-12-1943 ).

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Food.

The Bengal Close Season for Fishes  
Bill, 1943.

A Bill to provide a close season for fishes was introduced by a non-official member in the Bengal Legislative Assembly on 28-9-1943. The Statement of Objects and Reasons points out that it has become a matter of great urgency to provide a measure to promote the growth of fish and to save fishes from extinction. The supply of fish is growing scarce day by day. The pinch is being most keenly felt by rural people who have to depend for their supply of their own catch in the neighbouring natural waters. Fish is a principal dish for the rice-eating Bengalis and, as such, the promotion of its growth is a vital concern for the state as well as the people.

The present Bill aims at checking indiscriminate fishing and destruction of fries and ova during the spawning season.

( The Calcutta Gazette dated  
25-11-43, Part IV-A, page 55 ).

Food Supply to Tea District Emigrant  
Labourers : Central Government Orders  
to regulate Consumption of Rice .

In exercise of powers conferred by the Tea Districts Emigrant Labour Act, 1922, the Government of India has introduced on 2-12-43, certain amendments in the Tea Districts Emigrant Labour Act in Assam, Bengal, Bihar, Orissa, United Provinces, the Central Provinces, and Madras. The amendments provide that, while an order for rationing rice is in force in a district, the supply of rice to an assisted migrant labourer and members of his family accommodated at a depot may be limited to the scale prescribed in the rationing Order, and also that where any rationing order in force provides for the substitution of rice or flour by other foodgrains, such substitute foodgrains shall be supplied, in lieu of rice or flour as the case may be to the assisted migrant and the members of his family, so as to provide for a substantially equivalent ration of foodgrains.

( Notifications Nos. L-3030 (1),  
(2), (3), (4), (5) and (6), The  
Gazette of India, dated 4-12-43,  
part I - section 1, page 1368 ).

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Procurement of Food Grains:  
Outline of Machinery set up  
by Governments.

The Machinery set up by the Governments of the provinces and States for the procurement of food grains varies from place to place. It has been so fashioned as to procure and make food available at reasonable prices to the cultivators, consumers and for export to deficit provinces, while keeping down the middle-man's profit to the minimum. The salient feature of the procurement arrangements in the provinces and States is the purchase of food grains by Government direct from the grower or through agents. The purchases are for the purpose of feeding the urban masses and deficit areas, for building up reserves and for exporting to deficit units under the revised basic plan.

Arrangements in Various Areas.- In the Province of Madras, grain purchase officers have been appointed under the Commissioner of Civil Supplies who assigns to them monthly quotas for purchase and also prescribes ceiling prices. Paddy and rice cannot be exported outside the surplus areas without a permit. In the States of Travancore and Cochin, all private sale of rice and paddy is prohibited and all surplus stocks of paddy available with the cultivators are purchased by the State. In the Province of Bombay, the Revenue Department is responsible for procurement arrangements. The Department intends to buy 25 per cent of the total output of rice and 15 per cent of the total output of millets.

In the United Provinces, purchasing agents have been appointed to work under the close supervision and control of five provincial Regional and Controllers and a large marketing staff. In Orissa, private purchase of more than ten maunds (1 maund 88 lbs.) of rice has been prohibited and official purchasing agents have been appointed in all districts. Storage and distribution arrangements have been made and scales of prices have been fixed for each district. In the Central Provinces, an official agency to procure supplies needed for both export and domestic consumption has been appointed but the existing trade channels will be utilized for the purpose. A virtual Government monopoly in respect of sales in markets and mills has been established. In addition to the control of prices, there is control of movement by rail as well as road by a permit system. In Assam, Government's procurement arrangements are being completed in readiness for the new crop which is about to be harvested.

In Sind, two syndicates, one for wheat and the other for other grains, can alone buy food grains for export purposes. The policy which Government pursues is of clearing out the entire previous crop before the new crop comes into the market. All producers must sell their surplus to licensed dealers in the province and whatever they are unable to dispose of by a certain date, may be requisitioned by the Government through its purchase syndicates. Bihar has been divided into six regions, each in the charge of a grain supply officer whose business it is to buy food grains from surplus areas and to despatch them to deficit areas. In the Punjab, Government has made procurement arrangements through agents appointed for the purpose. In Bengal, no undue demand making is being made on the cultivators' own necessary supplies. The Central Government has taken over the responsibility of feeding Greater Calcutta.

Normal trade will be allowed to function under strict control to meet the normal internal requirements within the districts; - Deficit

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district will be linked to a specified surplus district and traders in deficit district will be licensed to procure specific quantities from the surplus district. A further factor which is expected to assist in the lowering of prices generally will be the limitation of competition in the market. This will be made effective by the rationing of all urban and industrial areas; the elimination of all large consumers, such as essential services and industries; control over movement from the surplus to the deficit areas; and control over purchases in a district for consumption within the district.

( The Hindu, dated, 2-12-1943,  
and The Times of India, dated,  
3-12-1943 ).  
and Indian Information dated  
13-12-1943 ).

Rehabilitation of Famine-affected People:  
Bengal Government's Measures.

It is understood that the Government of Bengal is examining the question of rehabilitating the various classes of people who have been affected by the famine of 1943 and by the cyclone of the previous year.

Besides the restoration of land sold by the petty cultivators, the Ordinance for effecting this was issued on 24-12-43 - vide section 'Agriculture' in this report), the measures under consideration of the Government in this connection include rehabilitation of (1) those who have lost their vitality and strength due to continued privations and part-starvation over a long period, (2) those who have sold their assets and migrated to other areas in quest of food and are at present homeless, (3) those who have sold or lost their houses, (4) fishermen who have lost their means of livelihood because of having sold their boats, (5) artisans, agriculturists and others who have sold their professional requisites or agricultural implements and are consequently unable to earn their livelihood, (6) cultivators who have run through their capital or lost their occupations, (7) lower middle class people, and others who have had to borrow money at high rates with or without mortgage of property, and (8) labourers who have become physical wrecks and are consequently unable to earn a living for themselves and their families; all these classes are proposed to be brought within the scope of the scheme.

The method of rehabilitation will include supply of nourishing food free, or at cheap rates, through existing relief organisations, collection of various classes of homeless people in work centres where appropriate occupation will be given to them and from where they will ultimately be sent to their home areas and re-established in life, house building loans and grants, loans and grants for purchasing cattle and agricultural implements and re-purchase of professional tools and other essential articles. Long-term loans are also contemplated for persons who are intended to restart on their business or occupation, as also those who may have borrowed money from mahajans at high rates of interest.

( Amrita Bazar Patrika, dated  
25-12-1943 ).



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The Bihar Fowls, Eggs, Sheep and Goats  
(Movement) Control Order, 1943.

Under the Bihar Fowls, Eggs, Sheep and Goats (Movement) Control Order, 1943, issued under the Defence of India Rules by the provincial Government on 28-12-1943, the transport of fowls (in excess of one), eggs (in excess of six), and sheep and goats from the province to any place outside is prohibited except under licence.

( The Bihar Gazette Extra-Ordinary, dated 29-12-1943 ).

The Bengal Rice Mills Control Order,  
1943.

Under the Bengal Rice Mills Control Order, 1943, issued under the Defence of India Rules, by the Bengal Government on 30-11-43, the purchase sale and distribution of rice unhusked or husked by owners and managers of rice mills in the province, as also the milling of rice by power driven machinery, may be carried on only under the terms of a licence granted by the Food and Civil Supplies Commissioner, Bengal.

( Other provinces which have already adopted similar measures, are referred to at page 48 of our November, 1943, report ).

( The Calcutta Gazette, dated 2-12-1943, part I, page 1756 ).

Food Rationing in Assam and the Central  
Provinces.

The Government of Assam has issued, under the Defence of India Rules, the Assam Controlled Commodities Distribution Order, 1943, and the Assam Rationing Order on 20-12-43 and 15-12-43, respectively, for restricting and controlling the sale, purchase and disposal of certain essential articles including food materials in the province.

( Notifications No. SD-403/41/1 dated 20-12-43, The Assam Gazette dated 22-12-43 part II, pages 1023-1025, and No. SD-24/43/107 dated 15-12-43, The Assam Gazette dated 15-12-43, part II, pages 939-941 ).

The Government of the Central Provinces and Berar also has Gazetted under the Defence of India Rules, the Central Provinces and Berar Rationing Order, 1943, for controlling the sale, purchase and distribution of certain essential articles like food materials.

( Notification No. 12683-6181 PS, dated 30-12-43, The C.P. and Berar Gazette Extraordinary, dated 31-12-43, pages 201-202 ).

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Food Rationing introduced in Ahmedabad.

The introduction of rationing in Bombay City was reported on pages 1-41 of our May 1943 report. On 18-12-43, the Provincial Government is notified the extension of the Bombay Rationing Order, 1943, to the City of Ahmedabad. The notification, under which rice, wheat, bajri and their products, sugar and baker's bread will be rationed, comes into force on 19-12-43.

( Notifications No. 229 (1) a, and 229 (1) b, dated 18-12-43, The Bombay Government Gazette Extraordinary dated 19-12-43, pages 2798-2806 ).

War Transport.

46th Session of Indian Railway Conference Association, November 1943.

The 46th session of the Indian Railway Conference Association was held at New Delhi on 26-11-43, Mr. G.G.W. Gordon, Agent, M & S.W. Railway, residing. In his presidential address, among other matters, Mr. Gordon dealt with the war effort of Indian Railways. On this subject, Mr. Gordon said:

It was not possible to assess in one comprehensive figure the volume of transport provided by railways. Earnings are a rough indication, though this criterion is upset on the one side by the extra charges in force and on the other by the large volume of <sup>war-related</sup> military traffic now being carried. The earnings, of the State-owned group of Railways in 1942-43 are 78 per cent higher than in 1939. The pressure was heaviest on the main broad gauge routes, the following figures showing the traffic by the broad gauge public passenger train service on the M & S.W. Railway during 1942-43 as compared with 1938-39 may be taken as an illustrative of the greatly increased volume of traffic carried by India's railways under war conditions.

Passenger miles:-

|   |    | per cent. |
|---|----|-----------|
| First Class increase  | .. | 605       |
| Second Class increase   | .. | 339       |
| Intermediate Class increase                                   | .. | 220       |
| Third Class increase  | .. | 44        |
| Parcels and other Coaching                                    |    |           |
| Earnings after deducting the increase due to the extra charge | .. | 156.      |

( Indian Information, dated 15-12-43 ).

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Post-war Reconstruction.

Inauguration of Post-war Planning Board in  
Hyderabad State.

Reference was made at pages 33 to 34 of our June 1943 report to the setting up of a Post-war Planning Board in Hyderabad State. The inaugural meeting of the Board was held at Hyderabad in the latter half of November 1943 with the Nawab of Chhatari, President of the Nizam's Executive Council, in the Chair.

Chairman's Address: Post-war Reconstruction in Indian States.— In the inaugural address, the Nawab of Chhatari, after referring to the steps taken by the Government of India to plan post-war reconstruction, pointed out that the question of post-war reconstruction is of vital concern to the Indian States no less than to the rest of India, and that in pursuance of the recommendations of the Committee of Ministers of the Chamber of Princes, a special Post-war Reconstruction Committee has been set up to deal exclusively with the work of Post-war Reconstruction affecting the States in general. Sub-Committees to deal with the following subjects in relation to Post-war Reconstruction in the States are also being set up:— (1) Labour and Demobilization. (This Committee will inter alia devote special attention to the question of utilising in the States the services of trained technicians on their return after the war.) (2) Disposal. (3) Public Works. (4) Trade, fiscal and currency. (5) Agriculture, including forests. (6) Industries, including cottage, small and engineering industries. (7) Social Services. (8) A special committee which will assist in getting for the States necessary plant and machinery for the duration of the war and thereafter, through lease and arrangements or otherwise.

Post-war Reconstruction in Hyderabad.— He emphasized the need for Hyderabad State also to get ready plans for reconstruction and post-war development of the industries. Reconstruction problems will be limited in the main to the diversion of trained man-power to peace-time needs and the realignment of nascent industries set up during the war, in order that they might continue to function when the abnormal prices prevailing would have been reduced, and when there would be a contraction in the market consequent upon an increase in production. It is necessary to inaugurate immediately a proper statistical service relating to the increasing volume of employment in the industries affected by war demands, and to consider how far labour can be re-employed without retraining and what arrangements for the latter will be absolutely necessary. It is also necessary to keep in touch with the army's plans for demobilization, and to review the effectiveness of the existing machinery for putting those in search of employment in touch with proper jobs. At the same time complete plans will have to be got ready for new industries and the State's requirements of machinery so that the State might not be left behind in the scramble for machinery, which is bound to ensue. Detailed statistics will have to be collected and schemes worked out on the possibilities of industrial and agricultural development including small-scale and cottage industries, the potentialities of irrigation and the co-operation possible with States and Provinces in the field of economic progress.

Agricultural Development.— Agriculture being the mainstay of a vast majority of the population, rural development will have to receive special attention through the opening up of communications, the provision of cheap power, the extension of irrigation, the development of

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agricultural research and education and the improvement of live-stock. The vastness of these problems have necessitated the setting up of two committees to deal with them. One will tackle agriculture while the other will be concerned with the other aspects of Rural Development. The war has led to the establishment of a Board for Scientific and Industrial Research in Hyderabad. It will, however, be necessary not only to develop but to establish on a permanent basis such an organization, <sup>the</sup> services of which will be available for the development of industry, agriculture and other resources.

Three lines of Planning.- The plans for post-war development will be in three steps: (1) Preparation during the duration of the war. (2) Post-war development to be undertaken immediately on the cessation of hostilities. (3) Long-range Planning. Hyderabad is comparatively a late-comer in the field of industrial progress and it has much leeway to make up.

Machinery Set up.- To prepare all these plans a separate Secretariat for Post-War Planning has already been set up and is functioning. A Board for Post-War Planning has been constituted and 15 Committees have been appointed to deal with: (1) Irrigation and power. (2) General Industries not covered by Committees Nos. 3 and 4. (3) Small-scale rural and cottage industries. (4) Textiles, woolsens, oils, ceramics and electrical industries. (5) Mineral Resources. (6) Communications other than railways. (7) Scientific and industrial research. (8) ~~Education~~ <sup>Education</sup> (with special reference to technical education) including agriculture. (9) Training of personnel ~~and~~ for industries. (10) Rural Development. (11) Man-power. (12) Public Health, and (13) Finance, currency, banking, exchange, and trade. Since the problems that will come up for discussion in these Committees are not limited merely to matters of industrial, commercial and engineering interest, but include within their sphere agricultural, economic and social questions, they have been constituted in such a manner as to include not only official and non-official expert technicians and industrialists, but also economists, thinkers and leaders of public ~~and~~ opinion, so that the recommendations of the various Committees will be comprehensive.

( Hyderabad Information, December, 1943, issue ).

New Social Security Committee Set up  
by Government of India.

A fact-finding social security committee has been set up by the Labour Department, Government of India, in pursuance of the resolution adopted by the last meeting of the Tripartite Labour Conference in September 1943. It is understood that Mr. D.V. Nago, Labour Commissioner, Central Provinces, will be the Chairman of the Committee and Prof. B.P. Adarkar and Dr. Ahmed Mukhtar, members.

( Bulletin issued by the ~~Central~~ <sup>Central</sup> Jute Committee,  
November, 1943 ).

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Post-war Development of Agriculture:  
Agricultural Board's Suggestions.

Comprehensive proposals for the absorption of the demobilised Indian soldier in civil life after the war, have emerged from the Biennial session of the Crops and Soils Wing of the Board of Agriculture and Animal Husbandry, held at New Delhi recently. The Board includes agricultural scientists, administrators, big farmers and representatives of the co-operative movement and the Inter-University Board.

Survey of Cultivable lands.-- The Board put the greatest emphasis on a better utilisation of the land resources and urged three surveys; first, a survey of cultivable waste areas to ascertain why they are not cultivated and to whom they belong; secondly, a ~~summary~~ survey of river catchment areas with a view to controlling erosion and providing irrigation; and thirdly, a survey of cultivable lands not fully utilised because of deep-rooted weeds, waterlogging, salt and sand dunes, in order to prepare projects for their improvement. Projects ~~also~~ also to be prepared for the rapid development of roads and river communications in the rural areas.

Recommendations.-- The Board's recommendations included the introduction of the cooperative technique in all phases of production and marketing of agricultural products, adoption of a short-term programme of consolidation of holdings, introduction of selected cropping, guarantee of security of tenure to all farmers and restriction of the right of alienation in the case of new settlers. Arrangements are suggested for the provision on an adequate scale of technical advice to farmers.

In the Board's opinion, better exploitation of land must be accompanied by plans to develop all natural resources. In any industrial programme, priority should be given to the manufacture of more efficient agricultural equipment such as fertilizers, farming implements, cane crushers, oil crushers and pumps for lifting water and to small scale auxiliary industries. Such a programme will avoid conflict of interest between India and the industrial West since the post-war world must be so adjusted as to raise the general level of production in an ever-expanding economy.

Demobilised Personnel and settlement in Agriculture.-- Referring to the pace at which servicemen may be demobilised, the Board suggested that military authorities should not demobilise in excess of the capacity of civil life to absorb soldiers and that the rate of demobilisation should be determined by provincial or State Governments. The period between mobilisation and demobilisation should be utilized for vocational training of soldiers, suitable soldiers being selected for training ~~in~~ in various trades in the various aspects of rural development. The scheme envisages rural institutes, a development commissioner for each province or State and a suitable co-ordinating and directing authority in the Central Government.

Planning Authority to be Instituted.-- Another subject discussed by the Board was the capacity of different regions to produce agricultural commodities from the technical point of view as distinct from economic factors governing production. Discussions envisaged a planning authority <sup>which will have to establish a system of priorities, collect information to judge the productive capacity of different regions for different commodities.</sup> ~~which will have to establish a system of priorities, collect information to judge the productive capacity of different regions for different commodities.~~

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Plan for Post-war Industrial Reconstruction in India  
drawn up by Government of India.

The Government of India has drawn up a questionnaire, in consultation with the Trade and Industry Reconstruction Policy Committee, for collection of all relevant information for formulation of plans for Indian industrial reconstruction. The industries covered are cotton textiles, textile accessories, jute textiles, woollen textiles, silk, rayon, iron and steel, power machinery, manufacturing machinery and mine tools, agricultural implements, shipbuilding, and aircraft.

( The Times of India, dated  
18-12-1943 ).

Construction of Rs. 3,500 Million Road System Recommended by Chief Engineers' Conference.

The immediate setting up of a Road Board with sufficient authority and adequate powers was recommended by the Chief Engineers' Conference convened by the Government of India and held at Nagpur about the middle of December 1943. Such a Board, the conference felt, was more essential for co-ordination and direction at home than the time of planning than during execution of road programmes.

The conference discussed technical, financial and administrative problems concerning the future development of roads in India. It suggested that a Highway Act should be passed for all India or uniform Acts in all parts of the country. Along with this, the conference urged another Act to prevent ribbon development of roads.

In order to bring all the villages of the country reasonably close to a planned system of all-weather roads, the conference felt, there should be constructed at least 400,000 miles of roads, half of which should be all-weather surfaced roads. To carry out this plan, the conference recommended a system of national highways to serve as a framework within which to fit a network of provincial, district and village roads. In the national highways were included certain trails and temporary communications through large undeveloped tracts which are not the particular concern of any province or State. It was estimated that such a system would cost at least Rs. 3,500 million, to which a further Rs. 500 million would have to be added for land acquisition and another Rs. 500 million for bridges. The difficulty of establishing through communications, owing to the lack of bridges was stressed during the discussions.

( The Statesman, dated  
20 and 22-12-1943 ).

List of the more important publications received in this Office  
during December 1943 .

Conditions.-

Annual Report of the Department of Commerce, Baroda state, for the year 1940-41 (ending 31-7-1941). Baroda State Press. 1943.  
See Re. 0-9-0.

Policy in War Times.-

Report of the Foodgrains Policy Committee. 1943. Chairman - Sir Frederic Gregory, D.Sc., Kt.. Published by the Manager of Publications, C.M.I. 1943. Price As. 8/- or 10d.

Issues.-

Administration Report of the Municipal Commissioner for the City of Bombay for the year 1942-43. Bombay: Municipal Printing Press. 1943.

Bombay Municipality : Administration Report of Municipal Chief Auditor for the year 1942-43. Municipal Printing Press, Bombay.

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