

INTERNATIONAL LABOUR OFFICE  
INDIAN BRANCH

I.L.O. MONTREAL B.I.T.	
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Industrial and Labour Developments in October, 1946.

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

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## NATIONAL LABOUR LEGISLATION.

Government of India:

### Industrial Disputes Bill, 1946: Provision for Compulsory Conciliation in Public Utility Services.

Mr. Jagjiwan Ram, Member for Labour, introduced in the Central Legislative Assembly, on 28-10-1946, a Bill to make provision for the investigation and settlement of industrial disputes, entitled the Industrial Disputes Bill, 1946. The Statement of Objects and Reasons, appended to the Bill, points out that experience of the working of the Trade Disputes Act, 1929, has revealed that its main defect is that while restraints have been imposed on the rights of strike and lock-out in public utility services no provision has been made to render the proceedings institutable under the Act for the settlement of an industrial dispute, either by reference to a Board of Conciliation or to a Court of Inquiry, conclusive and binding on the parties to the dispute. During the war period, this defect was overcome by Rule 81A of the Defence of India Rules, empowering the Central Government to refer industrial disputes to adjudicators and to enforce their awards. Rule 81A, which was to lapse on the 1-10-1946, is being kept in force by the Emergency Powers (Continuance) Ordinance, 1946, for a further period of six months; but as industrial unrest, in checking which this rule has proved useful, is gaining momentum due to the stress of post-war industrial readjustment, it is necessary to replace this rule by permanent legislation. This Bill accordingly embodies the essential principles of Rule 81A, which have proved generally acceptable to both employers and workmen, retaining intact, for the most part, the provisions of the Trade Disputes Act, 1929.

Prevention and Settlement of Industrial Disputes.- The Bill provides for the setting up of two new institutions for the prevention and settlement of industrial disputes, namely, Works Committees consisting of representatives of employers and workmen, and Industrial Tribunals consisting of one or more members possessing qualifications ordinarily required for appointment as judges of a High Court. Power is given to the appropriate Government to require Works Committees to be constituted in every industrial establishment employing 100 workmen or more, and their duties will be to remove causes of friction between the employer and workmen in the day-to-day working of the establishment and to promote measures for securing amity and good relations between them. A reference to an Industrial Tribunal will lie where both parties to any industrial dispute apply for such reference, and also where the appropriate Government considers it expedient to do so. An award of a Tribunal may be enforced either wholly or in part by the appropriate Government for a period not exceeding one year.

Compulsory Conciliation of Disputes involving Public Utility Services.- Under the Bill, conciliation will be compulsory in all disputes in public utility services and optional in the case of other industrial establishments. With a view to expedite conciliation proceedings, time limits have been prescribed for the conclusion thereof—14 days in the case of a conciliation officer and two months in the case of a Board of Conciliation, from the date of notice of strike. A settlement arrived at in the course of conciliation proceedings will be binding for such period as may be agreed upon by the parties.

and where no period has been agreed upon, for a period of one year, and will continue to be binding until revoked by a 3 months' notice by either party to the dispute. Power has been given to the appropriate Government to declare, if public interest or emergency so requires, by notification, any industry to be a public utility service, for such period, if any, as may be specified in the notification.

Prohibition of Strikes and Lock-outs during pendency of Conciliation and Adjudication Proceedings.- The Bill also prohibits strikes and lock-outs during the pendency of conciliation and adjudication proceedings, of settlements reached in the course of conciliation proceedings and of awards of Industrial Tribunals declared binding by the appropriate Government. Where on the date of reference to conciliation or adjudication, a strike or lock-out is already in existence, power is given to the appropriate Government to prohibit its continuance, lest the chances of settlement or speedy determination of the dispute should be jeopardized.

Trade Disputes Act, repealed.- The Bill provides for the repeal the Trade Disputes Act of 1929.

On 31-10-1946, moving the reference of the Bill to a Select Committee of the House, Mr. Jagjivan Ram, the Labour Member, explained that the Bill dealt with the fundamental issue as to whether an industrial dispute was a matter of the private law of contract or whether Government was involved. In certain cases industrial disputes were not limited to the field of employer and employees only but meant an economic war between capital and labour by which the community at large was affected. The Government was responsible for the maintenance of the national ~~economic~~ economy and, therefore, it became imperative for it to intervene in such disputes.

Select Committee to report by 1-2-1947.- In deference to the wishes of the House, the Government agreed to extend the time given to the Select Committee from 7-11-1946 to 1-2-1947.

(The Gazette of India dated 2-11-1946, Part V, pages 225-240; 'Dawn', dated 2-11-1946 ).

Factories (Second Amendment) Bill, 1946: Provisions for Canteens in Factories.

A Government Bill, to amend the Factories Act, 1934, in order to make provision for the establishment of canteens in industrial establishments, was introduced in the Central Legislative Assembly on 28-10-1946. The Bill empowers provincial Governments to make rules requiring that in any specified factory wherein more than 250 workers are ordinarily employed, and an adequate canteen shall be provided for the use of the workers. Such rules may prescribe (a) the date by which such canteen shall be provided; (b) the standards in respect of construction, accommodation, furniture and other equipment of the canteen; (c) the foodstuffs to be served therein and the charges which may be made therefor; and (d) representation of the workmen in the management of the canteens.

(The Gazette of India, dated 2-11-1946 Part V, pages 240-241 ).

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Indian Trade Unions (Amendment) Bill, 1946 :  
Referred to Select Committee by Central  
Legislative Assembly.

Government Motion to refer Bill to Select Committee.- In the Central Legislative Assembly, on 29-10-1946, Mr. Jagjivan Ram, the Labour Member, moved that the Bill further to amend the Indian Trade Unions Act, 1926, (vide pages 3 and 9 of the reports of this Office for February and April ~~1946~~ 1946 respectively), be referred to a Select Committee. Explaining the Government's view Mr. Jagjivan Ram stated that the Government had come to the conclusion that the time had come for a statutory provision by which trade unions fulfilling certain conditions should be entitled to be recognised by the employers. The Bill provided for such statutory recognition ~~for~~ by the appropriate Government, which in the case of unions in the Central sphere would be the Central Government, and in regard to trade unions in the provincial sphere the provincial Governments concerned.

Muslim League Opposition to ban on Communal Unions.- Members of the Muslim League Party took exception to the provision in the Bill against the recognition of communal unions, and Mr. Abdul Essak Sait, a member of the party, moved that the measure be circulated for eliciting public opinion. He did not see why the liberty of labourers to organise themselves in whatever form they liked should be curtailed. The plea for the recognition of trade unions organised on a purely communal basis did not receive the support of the House, and the mover later withdrew his motion on an assurance given by the Labour Member that he would get the Bill departmentally circulated and place the opinions gathered before the select committee. He, however, made it clear that the Muslim League Party had not given up its demand for recognition of communal unions.

Opposition to Compulsory Recognition.- Supporting the reference of the Bill to the Select Committee, Mr. Griffiths, the spokesman of the European Group, welcomed the development ~~and~~ of sound, healthy and balanced trade unions, but, quoting the Royal Commission on Labour, opposed the element of compulsion in the recognition of trade unions by employers. Unions could not be built up by Government fiat; if recognition were not willing the fruits of recognition would be lost. The onus of recognition must rest primarily on the employer and in case his decision was held to be unreasonable there should be an appeal to a court of law. Mr. Griffiths also demanded that the term "representative union" should be defined by the Central Legislature and not left to the rule-making powers of the provinces, for, there must be some connection between representative capacity and numerical strength.

Mr. Wadilal Lalubhai Shah, another employers' spokesman said that labour legislation should conform to two tests, namely, <sup>first</sup> it should improve the welfare of the working class, and secondly it should not impair the efficiency of any industry. He was opposed to the penalty clause in the Bill. Relationship between employer and employee should be built on the right lines, because they had to work together, and he was afraid the penalty clause might spoil the good relationship aimed at. He hoped the Select Committee would ~~xxxxxx~~ improve upon the draft and eliminate ambiguities.

21-11-46

Labour Representatives' Support for Compulsory Recognition.-  
 Workers' representatives, in general, supported the provisions of the Bill, and opposed communal unions. Mr. N.M. Joshi admitted that it would be better if recognition of trade unions by employers was voluntary. But unfortunately, employers in India had not learnt much during the 15 years that had lapsed since the Royal Commission wrote its report. Statutory provision for recognition was, therefore, essential, but he complained that in order to give this small right to trade unions, the Government was imposing very heavy conditions on them which would hamper the growth of the trade union movement. He hoped that the Bill as it emerged out of the Select Committee would be acceptable to the working classes in the country.

Another labour spokesman, Mr. Guruswami, also opposed the demand for the recognition of communal unions. He felt that the Bill gave no protection against the formation of bogus unions. Again, the rights of recognised trade unions to receive and send replies to employers, which were provided for in the Bill, might only mean the privilege of getting a negative reply. What labour demanded was that its unions should not only get a reasoned reply from employers, but also that the data available to employers must be made available to the unions as well. Finally, he appealed to the Government to take steps to discourage the multiplicity of unions and to make trade union membership compulsory.

Labour Member's Reply.- Replying to the debate on 31-10-1946, Mr. Jagjiwan Ram, admitted that there was sufficient scope in the Bill for improvement, and they would be dealt with in the Select Committee. He, however, felt that the time had come when employers could not afford to ignore an organisation of workers. A number of recent industrial disputes had arisen in connection with the failure to recognise organisations of the workers and there was need for the obligatory recognition of trade unions. Again, the Bill had purposely not defined a "representative union". In a measure like this, which should be given effect to by provincial governments, a certain amount of elasticity was necessary. Finally, he was not in favour of allowing trade unions to be organised on communal lines.

The House finally passed the motion referring the Bill to a Select Committee of the House. The Select Committee is to meet in January 1947.

(The Hindustan Times, 30-10-1946;  
 The Statesman, 31-10-1946 and 1-11-1946).

Indian Boilers (Amendment) Bill, 1946.

A Government Bill to amend the Indian Boilers Act, 1923, was introduced in the Central Legislative Assembly on 28-10-1946. ~~When the Bill was introduced in 1945~~

The Bill provides for the independent registration of economisers. The statement of Objects and Reasons, attached to the Bill, points out that when the Act was amended in 1945 (vide page 1 of the report of this office for July 1945), the fact that fittings connected to feed pipes would require to be separately registered was not contemplated. Economisers are rarely if ever moved from one boiler or from one set of boilers to another, and it was intended that they should be included in the registration certificates relating to the boiler or boilers to which they were attached and that the penalties provided for under the Act in the case of steam pipes and their connected fittings

should apply to feed pipes and their connected fittings also. The question was further examined in connection with the preparation of draft feed pipe regulations and it is now considered that the independent registration of economisers is essential to provide for their satisfactory inspection and safe operation.

(The Gazette of India, dated 2-11-1946, Part V, pages 243-244 ).

#### Indian Boiler Regulations, 1946 - Draft.

The Government of India has gazetted this month the draft of the Indian Boiler Regulations, 1946, which the Central Boilers Board proposes to make in exercise of the powers conferred by section 28 of the Indian Boilers Act, 1923. In framing these regulations the existing Indian Boiler Regulations, 1924, have been adopted as far as possible and some extracts from the British standard specifications have also been incorporated. The most important change in the Revised Regulations is the addition of a new chapter relating to fusion welded drums for water-tube boilers.

The draft will be taken into consideration on or after 1-2-1947.

(The Gazette of India, Extraordinary, dated 3-10-1946, pages 803-984 ).

#### Industrial Employment (Standing Orders) Central Rules, 1946.

The Government of India has gazetted this month the draft of certain rules it proposes to make in exercise of the powers conferred by section 15 of the Industrial Employment (Standing Orders) Act, 1946, referred to at pages 4-5 of the report of this office for April, 1946. The rules extend to all Chief Commissioners' Provinces and also apply to industrial establishments under the control of the Central Government, Federal Railways, major ports, mines and oilfields, throughout British India.

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

The draft will be taken into consideration on or after 21-10-1946.

By a notification, dated 4-10-1946, the Government of India has announced that the Chief Labour Commissioner (Central) will exercise the functions of an appellate authority and the Regional Labour Commissioners (Central) at Lahore, Calcutta and Bombay will exercise the functions of a certifying officer under the Act in respect of industrial establishments, Federal Railways, major ports, mines and oilfields.

(The Gazette of India, Extraordinary, dated 4 and 15-10-1946, pages 985-986 and 1054-1061 ).

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Bengal Industrial Employment (Standing Orders)  
Rules, 1946.

The draft of the Bengal Industrial Employment (Standing Orders) Rules, 1946 (vide page 5 of the report of this office for September, 1946), has been accepted, and the final rules have been gazetted this month

(The Calcutta Gazette, Extraordinary,  
dated 15-10-1946, Part I, pages 1-iv).

Bihar:

Draft Rules under Section 43 of Factories Act, 1934.

The Government of Bihar has gazetted this month the draft of certain rules which it proposes to make in exercise of the powers conferred by section 43 of the Factories Act, 1934. The Rules prescribe the conditions under which persons exempted from the hours of work provisions of the Factories Act under section 43 shall be so exempted.

The draft is to be taken into consideration on or after 9-1-1947.

(The Bihar Gazette, dated 9-10-1946,  
Part I, pages 539-544 ).

Bombay:

Bombay Industrial Relations Bill, 1946:  
Third Reading Passed by Legislative  
Assembly, 10-10-1946.

The Bombay Legislative Assembly passed the third reading of the Bombay Industrial Relations Bill on 10-10-1946, after a debate lasting over ten sittings. (Reference was made to the introduction of the Bill at pages 9-11 of the report of this Office for September, 1946).

Registration of Trade Unions.- During the second reading a number of amendments were moved by members representing employers' as well as workers' constituencies. One of these was moved by Mr. S.A. Dange (Bombay Textile Unions) who wanted deletion of the provision which prevented "registration of more than one union in respect of the same industry in any local area". He was also against the proposal that, when two or more unions applied for registration in respect of the same industry "the union having the largest membership of employees employed in the industry shall be registered". Mr. Dange did not want any compulsion to be imposed on the working class. Unity was desirable but should not be imposed by legislation. He did not agree with the assumption that registration of a large number of unions would lead to unhealthy rivalry. He thought the clause really favoured employers and prevented them from being faced with more than one organisation of workers.

The Labour Minister Mr. Nanda, replying, said that the Bill did not abolish unions registered under the Trade Unions Act. They could exist.

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But the new legislation created a certain procedure for arriving at agreements ~~made~~ by collective bargaining. That procedure could not function smoothly if there were more than one union. If several unions, each competing on a different footing, were to be in the field, it would be difficult to give awards which would be binding on the workers. The amendment was put to the vote and lost.

Functions of Labour Officers.- Three amendments to the clause dealing with the powers and duties of Labour Officers were moved by Sir Sorabji Saklatvala, representing the Bombay Millowners' Association. One of them wanted "reasonable notice to be given to employers when Labour Officers desired to exercise their powers of inspecting industrial places". Sir Sorabji said reasonable notice was required so that a responsible officer of the employers may be present when such inspection took place. Mr. S.A. Dange moved a number of amendments and said he was totally opposed to the institution of Labour Officers, as they in the past had worked as officers of millowners. He said they were "useless pieces of furniture" in relations between employers and labour. Mr. Dange, therefore, did not want the interference of Labour Officers in an undertaking of industry which was served by unions. The effect of his amendments was, that Labour Officers could represent workers only when there were no organised unions. By an amendment, Mr. Dange <sup>further</sup> wanted that where Labour Officers investigated grievances of employees, the recommendations they would make to employers should always be made "in consultation with the employees concerned". This particular amendment of Mr. Dange was accepted by the Labour Minister and adopted. The other amendments of Mr. Dange and Sir Sorabji Saklatvala were rejected.

Joint Committees.- The constitution of joint committees to decide changes in industrial matters underwent various changes as a result of amendments moved on behalf of <sup>the</sup> Government. Members of the committee would consist of representatives of employers and nominated representatives of employees' unions. A representative of a registered trade union also would be allowed to attend meetings of committees and advise representatives of employers. By an amendment Mr. Dange, suggested that representatives of labour should be elected by the union and ~~not~~ not be nominated, as required by the Bill. The Minister opposing the amendment, said Mr. Dange's suggestion was not in accordance with the spirit of the clause. No person in whom the union lacked confidence would be nominated to committees. The idea of the Government was that joint committees should not act as rival trade unions. Mr. Dange's amendment was negatived by the House.

Industrial Court: Compulsory Arbitration.- The clause introducing the principle of compulsory arbitration in industrial disputes was opposed both by Mr. Dange and Sir Sorabji Saklatvala. Moving a number of amendments, Mr. Dange expressed the fear that Government's right to intervene in industrial disputes and to compel arbitration might result in suppression of workers' right to strike. He did not want the Government to intervene on the report made by the Labour officer. He wanted a much simpler procedure, viz., when workers asked for arbitration and approached the provincial Government with that request, it should be granted. Under the ~~Bill~~ Bill compulsory arbitration ~~and~~ could ~~not~~ be imposed if the Government was satisfied that continuance of a dispute might lead to a breach of the peace or cause hardships to the community. He feared that these powers were very wide because "Government was always haunted by the phantom of disorders" when industrial disputes occurred. He thought the clause, as it stood, severely curtailed the workers' right to strike and their power for collective bargaining. He, however, had no objection to voluntary arbitration.

Factories in Plantations Declared Non-Seasonal  
Factories: Notification under Factories Act.

In exercise of the powers conferred by section 4(1) of the Factories Act, 1934, the Governor of Madras has declared all factories in plantations, working for more than 180 working days in the year, to be non-seasonal factories for the purposes of the said Act.

(The Fort St. George Gazette, dated 8-10-1946, part 1, page 677 ).

Punjab:

Census of Manufacturing Industries Rules, 1946:  
Scope Extended to Additional Industries.

Reference was made at page 4 of the report of this office for September, 1946, to the draft amendments to the Census of Manufacturing Industries Rules, 1945, proposed to be made by the Governments of ~~the~~ ~~the~~ Bombay, Sind and the United Provinces. The Government of the Punjab, now proposes to extend the ~~scope~~ scope of the rules to a number of new industries. The forms in which returns are to be submitted by establishments, coming under the scope of the rules, have been gazetted.

(The Punjab Gazette, Extraordinary, dated 4-10-1946, pages 471-950 ).

U.P.

The United Provinces Industrial Employment  
(Standing Orders) Rules, 1946: Draft.

The Government of the United Provinces has gazetted this month the draft of certain rules, it proposes to make in exercise of the powers conferred by section 15 of the Industrial Employment (Standing Orders) Act, 1946 (vide pages 4-5 of the report of this office for April, 1946). The Rules prescribe the various forms to be used by employers in submitting the draft standing orders and the particulars regarding workmen, trade unions of workmen etc., required under the Act.

The draft is to be taken into consideration on or after 28-10-1946.

(The Government Gazette of the United Provinces, dated 19-10-1946, part I-A, pages 970-973 ).

## SOCIAL POLICY.

### Five-Year Programme of Labour Reforms: Government of India's Proposals.

A memorandum, prepared by the Labour Department of the Government of India in connection with the Labour Ministers' Conference held at New Delhi on 14 and 15-10-1946 (vide pages 20-22 of this report), outlines a programme of action in the field of labour legislation and administration in India to be implemented by the Central and provincial Governments during the next five years. The memorandum points out that a number of recommendations made by the Royal Commission on Labour in India, as early as 1931, still remain unimplemented and refers to a number of defects noticed by the Labour Investigation Committee set up by the Government of India in 1944, relating to the low level of basic wages in most industries, absence of standardisation of occupational terms and wages, lack of uniformity in the rates of dearness allowance, unsatisfactory systems of recruitment, promotions, discharge and dismissal, bad working conditions due mostly to the inadequate enforcement of the Factories Act, absence of provision for medical treatment and monetary relief to workers during sickness and bad housing conditions. It urges that immediate action should be initiated to remedy these defects.

#### The Programme.

The programme of action falls into two distinct parts, the first relating to industrial workers and the second to agricultural workers.

A. Industrial Workers.— The programme with regard to industrial workers includes measures to ensure fair wages, regulate and improve working conditions, prescribe methods of recruitment and terms of service, promote social security, provide for welfare work and housing and promote healthy industrial relations. The following are the measures suggested:—

##### I. Wages.—

(i) Statutory prescription of minimum wages in sweated industries and occupations; (ii) standardisation of occupational terms and wages in all the determination of differentials in wage rates as between various occupations in an industry; (iii) Rationalisation of rates of dearness allowances; (iv) promotion of 'fair wages' agreements including the introduction of time-scales, wherever possible, with due regard to the capacity of industry to pay; and (v) organisation of industrial training and apprenticeship schemes on a large scale with a view to improving the productive and earning capacity of workers and enabling them to qualify for promotions to higher grades.

##### II. Regulation and improvement of working conditions.

(i) Reduction in the hours of work in mines to 48 a week; (ii) overhaul of the Factories Act with a view to the prescription and enforcement of right standards in regard to lighting, ventilation, safety, health and welfare of workers; (iii) a revision of the Mines Act to bring about a

similar improvement in the working conditions in mines; (iv) legislation to regulate hours of work, spreadover, weekly rest periods and holidays with pay for other classes of workers not now subject to regulation, e.g., those employed in shops and commercial undertakings, road transport services dock and municipal labour; and (v) organisation, in consultation with the provincial governments of adequate inspection services for the enforcement of labour laws, particularly the Factories and Mines Acts.

III. Recruitment and Terms of Service.-

(i) Elimination, and where it is not possible, strict control of contract labour; (ii) Extension of employment exchange services to cover all classes of workers; (iii) evolution, in agreement with employers and workers, of fair terms of service, particularly in regard to security of tenure and the elimination of unjust reductions and discharges from service; and (iv) revision of Payment of Wages Act and its extension to as many industrial establishments as practicable.

IV. Social security Measures.-

(i) Organisation of a Health Insurance Scheme, applicable to factory workers to start with, for the provision of medical treatment and monetary relief during sickness, maternity benefit on an extended scale, medical treatment in case of disablement and the substitution of pensions during periods of disablement (and to dependents in case of death) in place of the present lump sum payments; (ii) revision of the Workmen's Compensation Act with a view to extending to other classes of workers the benefits provided under the health insurance scheme in respect of disablement and dependent benefits; (iii) a Central law for maternity benefits to secure for non-factory workers the extended scale of benefits provided under the health insurance scheme; (iv) extension to other classes of workers the right, within specified limits, to leave with allowances during periods of sickness; and (v) the organisation of adequate health, hospital and dispensary services in the coal and mica mining areas, organisation of adult education and training schemes with a view to improving the productive and earning capacity of coal miners.

V. Welfare Work.-

(i) Provision of canteens and creches; and (ii) organisation of facilities for recreation, health camps, etc.

VI. Housing.-

Provision of adequate housing for workers to the extent of the resources, both of manpower and materials, that can be made available for this service.

VII. Industrial relations.-

(i) Amendment of the Trade Unions Act providing for compulsory recognition of unions satisfying certain prescribed conditions and penalising unfair practices; (ii) Trade Disputes legislation to provide conciliation, enquiry and adjudication machinery in respect of essential public utility services and important industrial undertakings; (iii) appointment of joint works committees to smoothen the day to day difficulties; (iv) organisation of industrial committees on a tripartite basis for important industries, namely, coal, cotton textiles, jute, plantations and engineering to discuss and evolve agreements on questions like, wages, conditions of service, etc., with a view to their enforcement, either in the form of collective agreements or with legislative authority, where necessary.

B. Agricultural Workers.- As regards agricultural workers, it is proposed that in the case of plantation workers steps should be taken

(i) for securing for them a living wage, adequate housing, medical relief and welfare services wherever they are inadequate at present; and (ii) for extending to them the proposed Central legislation for the grant of maternity benefit on an extended scale.

With regard to other classes of agricultural labour it is proposed to set up an enquiry into the earnings of agricultural labourers. Some preparatory work has already been done in this connection. The nature and extent of the measures necessary to protect the wages of these classes of workers from sliding below the minimum, will naturally depend upon the results of this enquiry.

The memorandum then proceeds to outline the measures contemplated for the benefit of each of the following groups of wage earners in India :

- (a) factory or quasi - factory labourers;
- (b) workers in transport, road and building industries;
- (c) workers in shops and commercial establishments;
- (d) mining labourers;
- (e) plantation labourers;
- and (f) agricultural labourers.

Factory Labour.

Revision of Factories Act.- The measures contemplated for the benefit of this class of labour, in the field of wages and industrial training, have already been referred to above. In addition to these it is now proposed to undertake a ~~xxxx~~ thorough revision of the Indian Factories Act, 1934, with the twin objects of - (a) extending the scope of the Act virtually to all work places where work or manufacturing processes are carried on with a view to sale or profit, and (b) laying down in the Act itself all the essential measures necessary for securing proper lighting and ventilation standards, the health, safety and the welfare of the workers. The new Act will cover "unregulated" factories as well, so that workers in these establishments will secure not only a definite improvement in working conditions but also the right to holidays with pay.

Expansion of Factory Inspectorates.- With the revision of the Factories Act, provincial Governments will have to strengthen their factory inspectorates. The office of the Chief Adviser of Factories which the Government of India has already set up (vide page 5 of the report of this Office for Nov. 1945), will ~~and~~ co-ordinate the activities of the Provincial Inspectorates and be available for consultation by provincial Governments or their Chief Inspectors on all matters relating to factory inspection and the improvement of working conditions in factories generally. It is also proposed to hold periodical training and refresher courses for factory inspectors and others interested in the administration of Factories Act. An Industrial Museum will also be set up to serve as a practical centre of demonstration, and a permanent exhibition of methods, arrangements and appliances for promoting the safety, health and welfare of industrial workers.

Revision and Extension of Payment of Wages Act.- The Payment of Wages Act, when it was passed in 1936 was regarded as an experimental measure. It is now to be revised to rectify the defects that have come to notice in the course of its working during the last 10 years. In consultation with provincial Governments steps will be taken to extend the Act to as many industrial establishments as practicable. In the Central sphere action will be taken to extend the Act to persons employed in mines and oilfields.

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Elimination and Control of Contract Labour.- Although the majority of factory workers are engaged directly by employers, there is still a considerable proportion recruited or employed through contractors. Steps will be taken to eliminate, wherever possible, recruitment through middlemen, or where it may be necessary to continue it, to secure for contract labour conditions of work, pay and other rights similar to those enjoyed by workers recruited and paid directly by the principal employers.

Employment Exchanges.- The Employment Exchange Organisation now functioning is concerned mainly with demobilised service personnel and discharged war workers. The question of extending its scope to cover all employment seekers will be examined in consultation with the Provinces.

Standardisation of Terms of Service.- The Industrial Employment (Standing Orders) Act, 1946 (vide pages 4-5 of the report of this Office for April 1946) makes it obligatory for industrial establishments to frame standing orders which will cover most of the conditions of service of factory workers. It is, however, necessary to evolve, in discussion with employers and workers, the general terms of service which should be incorporated in the standing orders. An immediate examination will be undertaken of these questions in consultation with provincial Governments and the representatives of employers and workers.

Social Insurance.- The Government of India has had under consideration during the last 3 years, the introduction of a unified scheme of health insurance for industrial workers. A bill is being drafted and will be ready for introduction when the Central Assembly meets in November next. The Bill will apply, in the first instance, only to factory workers. After experience is gained and the requisite administrative organisation is set up, it is proposed to extend the scheme to other workers.

Workers covered by the schemes will get - (a) medical treatment, out-door (without limit) or in-patient (to the extent facilities are available and for specified periods), while sick or disabled, or in the case of women, during confinement; (b) cash payments during periods of sickness, equivalent ~~of~~ to half of their average earnings for a period not exceeding 8 weeks in any period of 12 months; (c) maternity allowance at the rate of 12 annas a day for a period of 12 weeks, 6 weeks before and 6 weeks after confinement provided the beneficiary is on leave during the period; and (d) monthly or fortnightly payments on a prescribed scale while disabled as a result of employment injury, i.e., accidents sustained during or disease contracted as a result of the employment. The scheme will be financed in the main by contributions from employers and workers and will be administered by a quasi-Government Corporation. It will be an all-India organisation with branch offices in all important industrial centres and control offices at convenient centres.

Along with the enactment of the above legislation, it is proposed to revise the Workmen's Compensation Act at present in force so as to secure for other workers also monthly or fortnightly payments on the scale proposed under the health insurance scheme and a right to a measure of ~~the~~ medical treatment, and to require as many categories of employers as possible to join a scheme of compulsory ~~accident~~ accident insurance administered by a quasi-<sup>State</sup> Corporation. It is also proposed to extend the scope of the protection given by the Act to certain classes of people not now covered by it, for example, workers working in ~~and shallow excavations in the mica~~ Uparchalla and shallow excavations in the mica mining districts, and for diseases not now specified by the Act, e.g. silicosis, a disease which miners are prone to.

It is also proposed to enact a Government of India Act giving women workers, not covered by the health insurance scheme, the same rights as regards maternity benefit as those provided in the health insurance scheme.

The introduction of other forms of social security such as children's allowances, old age and invalid pensions and unemployment benefits is not at present considered feasible in India, but the financial and administrative aspects, of unemployment relief will be examined.

Welfare.- There is at present no adequate legislative provision in regard to welfare measures for workers such as canteens, supply of hot meals, refreshments, drinks, rest halls, recreation, games, etc. It will be the endeavour of the Labour Department to take action in regard to the provision of these amenities. It has already been decided to amend the Factories Act with a view to making it obligatory on the part of owners of factories employing more than a specified number of workers to run canteens. Certain proposals have also been circulated to employers urging the desirability of making an allocation from profits for financing welfare schemes. The response will be reviewed after sometime and, if necessary, legislative authority will be sought for making it obligatory on the part of employers to assist and contribute to the ~~organised~~ organisation of welfare services.

Industrial Relations.- In the sphere of industrial relations the main steps contemplated are an ~~amending~~ amendment of the Trade Unions Act, enactment of comprehensive legislation to deal with industrial disputes, constitution of joint workers committees and the appointment of labour officers. A Bill to amend the Indian Trade Unions Act, providing for the compulsory recognition of trade unions satisfying certain prescribed conditions, has already been introduced in the Central Legislature, (vide pages 3-4 of the report of this office for February 1946). As regards industrial disputes, it is proposed to enact fairly comprehensive legislation for - (a) the prevention of strikes and lockouts especially in public utility services and essential undertakings, and (b) providing machinery for conciliation, investigation by a Court of Enquiry, and, if necessary, compulsory adjudication in disputes between workers and employers.

To enquire into and set right individual grievances, which are bound to arise from day to day or from time to time in any industrial establishment, the setting up of Joint Committees consisting of representatives of workers and employers either for individual undertakings or a group of undertakings in a locality is to be considered.

Encouragement is also to be given to the employment of labour and personal relations officers in industrial establishments with a view to - (a) promoting healthy contact between workers and employers, and (b) enquiring into the grievances of the workers and redressing them. The Labour Department has, under consideration, the institution of proper training course for a period of about two to three years, to persons desirous of qualifying themselves for appointment as Labour officers in industrial establishments or under Government.

Housing.- One of the urgent tasks of Government in the near future will be to do all it can to provide housing for workers. The Labour Department has been working on this subject for the last one year. In consultation with representatives of employers and workers, an agreement has been reached as regards the scale of accommodation to be provided in the workers' houses. Action will now be taken to settle the extent and terms of subsidy, the design of the building and the extent to which economies can be effected in construction by rationalisation. The main responsibility for the actual construction, however, will be that of the Provinces.

## Transport and Construction Workers.

Among the transport workers, Railway workers constitute, by far, the great majority, being as many as about 900,000. About 100,000 ~~of~~ workers find employment in docks either directly or through contractors, and possibly another 100,000 in tramways, buses and other vehicles plying for the transport of goods. No accurate estimate is possible about the number of workers employed in roads and building industries, but according to an estimate made by the Labour Investigation Committee, about 150,000 people were employed in works done through the agency of the Central Public Works Department during wartime. The question of pay of Railway employees is now under examination by the Government of India's Pay Commission and the hours of work and leave privileges of railway workers are under adjudication. Most of the new measures proposed in connection with factory workers, such as, revision of the Workmen's Compensation, Factories, Trade Unions and Payment of Wages Acts, and enactment of central legislation for minimum wages and maternity benefits are likely to benefit transport and construction workers also.

The question of prescribing and enforcing safety measures in places where large scale building activity is undertaken will also be examined. Orders have been issued requiring the provision of huts, sanitary services and medical assistance wherever labour camps have to be established for carrying on road and building work executed through the agency of the Central Public Works Department. The Central Public Works Department contracts ~~from~~ forms have also been revised, making it obligatory on the part of the contractors to pay a fair wage. Efforts will be made to have these concessions extended to workers employed in works executed through the agency of Provincial and State Public Works Departments. The questions of holidays with pay and cash allowances and medical relief during sickness to this class of workers, which is mostly casual labour, bristle with administrative difficulties but are to be studied ~~from the~~ from the angle of administrative practicability.

Finally, legislation is to be enacted for securing to workers employed in motor transport, tramways and in the dock areas ~~regulated~~ regulated conditions of work, rest periods and holidays with pay. Concessions, like holidays with pay, can be applied only if the labour force is a steady one. The problem of decasualising dock labour is already under examination. The question of extending to these workers benefits similar to those provided to factory workers under the health insurance scheme, viz., the grant of a cash allowance during periods of sickness, and medical assistance, will be also examined from the point of view of administrative practicability.

## Shops Workers and Municipal Employees.

For the protection of this class of workers, it is proposed to put on the statute book a Central Act ~~which~~ <sup>highly</sup> comprehensive in its scope. Central legislation will also ensure uniformity in application in all provinces, and a Bill is now being drafted for the purpose. Briefly, the proposed Act will be applied, in the first instance, to municipal areas and will cover persons employed in commercial and trading undertakings, the office sections of factories, restaurants, eating houses, theatres and other places of public amusement and such other establishments to which the Act may be applied by provincial Governments. The Act will regulate hours of work, intervals and rest periods, spreadover, opening and closing hours, weekly holidays, holidays with pay, payment of wages, cleanliness of premises and lighting, and will, in addition, contain special provisions in regard to the employment of young persons. The provision of minimum

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wages, regulated conditions of work, weekly rest periods, holidays with pay, a measure of monetary relief during sickness and maternity benefits will be extended to other classes of workers as well, particularly municipal employees.

### Mining Labour.

Revision of Mines Act.- For the protection of mine workers, who number about 550,000, it is proposed to amend the Indian Mines Act to reduce the hours of work both above and underground so as to bring it in conformity with the reduction of hours in respect of factories. It will also be necessary to incorporate in the Mines Act provisions corresponding to those relating to holidays with pay in the Factories Act. Mine workers also will have to be granted the monetary relief during sickness which factory workers will get under the health insurance scheme.

Welfare Measures for Miners: Hospital Services to be Strengthened.- In ~~addition~~ the sphere of welfare measures for miners, the Ordinance constituting the Coal Mines Welfare Fund is to be replaced by an Act of the Legislature and diverse steps are to be taken to improve the working of the Fund. In addition to the hospital services provided by the Coal Mines Welfare Fund, it is proposed to introduce a Bill laying an obligation on every colliery owner to contribute 8 annas per worker per month. This fund will be utilised either for the provision of dispensaries at or near the coal-mines or to give grants in aid to such approved services as are maintained by the colliery owners.

Expansion of Mines Inspectorate.- At present, the Mines Act, especially its provisions ~~now~~ relating to the ventilation and lighting of mines and the supply of drinking water to workers, is inadequately enforced, due, mainly to inadequate staff. It is proposed to strengthen the Mines Inspectorate adequately so that the inspectors would be able to inspect the mines frequently and enforce the law strictly.

Wages of Coal Miners.- Broadly speaking, coalminers earn today on an average 14 annas to Re. 1 a day while women coolies earn about 8 annas a day. The value of the food concessions works out to about 3 to 4 annas a day. This wage is neither inadequate to enable the miner to buy the essential necessities of life nor does it compare favourably with wages obtainable in other and more congenial occupations in the neighbourhood. The extent to which the present level of earnings should be increased is, therefore, to be investigated in consultation with the industry and the miners' representatives.

Training Courses for Miners.- To enable the industry to pay higher wages and meet the cost of the social services suggested, steps are to be taken to increase the efficiency of the miners. The problem will be investigated in all its aspects and steps taken to devise methods for giving an adequate training to the miners in conjunction with correlated schemes of adult education.

Mica Miners.- Particular attention is to be paid to the amelioration of the lot of the 60,000 workers in the mica mines. Steps are already being taken to have rules framed under the Mica Mines Welfare Fund Act and to set up administrative machinery for planning and executing the necessary ameliorative measures.

## Agricultural Labour.

plantation labour.- In the sphere of agriculture, the plantations employ about a million workers, mostly in tea gardens. An improvement of wages and living conditions of these workers will be one of the first tasks of the Government. It is proposed to convene a conference of the representatives of provincial and State Governments in whose areas tea is grown largely, tea growers and workers, to work out a programme of action for bringing about the much needed improvements in the conditions of plantation workers. If necessary, legislation will be enacted to give effect to the policy that may be agreed upon and for providing for proper inspection by health authorities.

Agricultural Labour: Proposed Enquiry into Earnings.- The great mass of workers in India are employed in agricultural pursuits and the improvements necessary in their case relate to - (a) wages and (b) the provision of social services. Social insurance schemes for the benefit of the agricultural workers, however, are at the moment not feasible. As regards wages, the Minimum Wages Bill provides for the prescription of minimum wages for agricultural occupations. Before any action can be taken, it is considered necessary to get a fairly accurate idea of the level of earnings of agricultural labourers, taking into account all payments in kind and perquisites. It is proposed, therefore, to set up an enquiry for the purpose. A questionnaire has been drawn up. It will be shortly circulated, for comments and criticism, to provincial Governments and their assistance will be sought for conducting the enquiry.

### Labour Bureau, Industrial Committees for Coal, Jute Cotton Textiles, etc.

Finally, for the benefit of all groups of wage earners in the country, a Labour Bureau is to be set up to organise the collection and publication of labour statistics including the maintenance of cost of living indices. This organisation will also edit the Indian Labour Gazette, publish authoritative editions of labour laws and the rules made thereunder and bring out popular expositions of the principal labour laws.

Also, the plan proposes that following the International Labour Organisation's procedure, Industrial Committees should be organised for the principal industries. These Committees will consist of representatives of the provincial and State Governments concerned, employers and workers in the industry. Proposals for setting up such a committee for the coal industry have already been circulated to provincial Governments, employers and workers' organisations and it may be possible to have the first meeting of the Committee early in 1947. It is proposed to set up similar committees for the other principal Indian industries, namely, plantations, cotton textiles, jute and engineering. If it is found by experience that more committees should be set up, or one or more of these Committees should be sub-divided further, necessary action will be taken.

I.L.O. Conventions to be implemented.- In enacting all legislation relating to labour, the memorandum states, "an effort will be made to implement, as far as possible, the provisions of the International Labour Conventions, specially those relating to the employment of children and young persons. In many cases, however, it is not possible to accept them in full, because the social and economic conditions necessary for their enforcement do not, as yet, exist in India."

(Summarised from a copy of the memorandum entitled "Programme of work during the next five years", forwarded to this Office on 18-10-1946 by the Labour Department of the Government of India).

## Labour Enquiry Committee in Cochin.

Reference was made at page 4 of the report of this office for June 1946, to the appointment of a Labour Committee by the Government of the Cochin State.

It is understood that the scope of the enquiry has been widened so as to include all classes of labour excepting agricultural labour.

(The Cochin Government Order No. D3  
34940/21 dated 1-6-1946, reproduced in  
the Indian Labour Gazette of September,  
1946 ).

## Central Labour Bureau Opened.

The Labour Department of the Government of India has opened a new office in Simla called the Labour Bureau. Its present director is Mr. S. R. Deshpande, formerly member of the Labour Investigation Committee of the Government of India.

Functions.— The Labour Bureau will collect and publish statistics relating to labour, and examine the statistical methods employed by the various agencies with a view to facilitating the adoption of a uniform and scientific technique. It will also maintain the cost of living index numbers now under preparation. It is further reported that the Bureau will also bring out Year Books giving authoritative descriptions of labour conditions in the country, edit the Indian Labour Gazette and Labour Code containing the various legislative enactments and the statutory rules made thereunder, and keep up to date the factual data relating to working conditions collected by the Labour Investigation Committee. It will also conduct research into specific labour problems with a view to furnishing data whenever required. The Bureau began functioning on 1-10-1946.

(The Hindustan Times, 13-10-1946;  
The National Call, 13-10-1946 ).

## Co-ordination of Labour Policy: States' Ministers to confer in Delhi.

A conference of Ministers of Indian States is to be held at New Delhi, on 29 and 30-11-1946, to discuss questions arising from the Central Government's labour programme, (vide pages 11-18 of this report). The conference will be presided over by Mr. Jagjivan Ram, Labour Member of the Government of India.

Agenda.— The agenda will include in a programme of work during the next five years, co-ordination between the Central, provincial and States Governments in regard to labour policy and administrations, and organisation of an adequate factory inspection service.

(The Times of India, 31-10-1946).

Provincial Labour Ministers' Conference, New Delhi,  
14 and 15-10-1946: Support for Co-ordination of Labour  
Policy by Centre.

Proposals for the improvement of the conditions of work of India's labour, both industrial and agricultural, and the co-ordination of labour legislation with adequate administrative and inspection services to secure a proper enforcement of such legislation, and a definite five-year programme of action for the improvement of labour, were among the subjects discussed at the Provincial Labour Ministers' Conference, which met at New Delhi, on 14 and 15-10-1946. The conference, which was inaugurated by Pandit Jawaharlal Nehru, the Vice-President of the Interim Government, was presided over by Mr. Jagjiwan Ram, Member for Labour in the Interim Government, and was attended by the following provincial Labour Ministers: Mr. Anugraha Narain Sinha (Bihar), Mr. Gulzarilal Nanda (Bombay), Mr. V.V. Giri (Madras), ~~Mr.~~ Jala Bhim Sen Sachar (Punjab), Dr. Rajju (U.P.), Mr. S.V. Gokhale (C.P.), and Mr. Rammath Das (Assam). The provinces of Bengal and *the* N.W.F.P. were represented by the official advisers of the Ministers of the provinces.

Labour Member's Address: Five-Year Programme of Action outlined:  
Need for regular Ministers' Conferences.- Addressing the conference Mr. Jagjiwan Ram stated that long hours of work, often under trying conditions, reduction in the standards of living and brought about by war-time scarcities and high prices, which unfortunately were likely to continue for a few years more, an acute shortage of housing and the fear of unemployment resulting from the contraction of war-time activity had all combined in India today to produce a complex of intense dissatisfaction, fatigue, fear and a nervy feeling which tended to explode in strikes or threats of strikes, sometimes over perfectly genuine grievances and sometimes over completely trivial matters. A bold and well conceived programme of action which could be implemented in the next five years or so was urgently needed. Such a programme, the Government of India felt, should include the following measures:- promotion of fair wage agreements, organisation of industrial training and apprenticeship schemes with a view to improving the productive and earning capacity of workers, improvement of working conditions, elimination, wherever possible, of contract labour, the evolution of fair terms of service, particularly in regard to security of tenure, social security measures, welfare work, housing, and the institution of a suitable machinery for the promotion of industrial peace and maintenance of cordial relations between the employers and workers. These proposals when given effect to, would bring about a substantial and marked improvement in the health, efficiency and working conditions and the standards of living of workers in industries, mines and plantations. As regards the millions of wage earners employed in India's agriculture, the Labour Member felt that they might require a measure of protection in regard to wages. It was proposed, accordingly, to institute an enquiry into the earnings of agricultural labourers.

Whatever the details of the programme that might eventually be evolved there was little difference of opinion as to the need for the fullest measures of co-operation between the Centre and the provinces, and there was also a widespread demand for the maximum measure of uniformity of labour laws and standards. A suggestion had, therefore, been placed before the conference that all major legislation should be central and that the provinces should pay special ~~xxxix~~ attention to the organisation of adequate administrative and inspection services to secure a proper enforcement of labour legislation, a sphere of activity which for one ~~xx~~ reason or another, had not received sufficient attention in the past and without which no real improvement in working conditions could be brought about. In this connection, Mr. Jagjiwan Ram, suggested the institution

of a Ministers' Conference, which would meet regularly once a year, or more often, to formulate policy and review its execution. He added that future Labour Ministers' Conferences will include States' Ministers as well. There was of course a certain measure of uncertainty regarding the future of the constitutional set-up in India, but the immediate formulation of a five-year programme of action would be of great assistance to those who might be charged with responsibility for labour administration under the new constitution and enable them to proceed ahead.

Conference Proceedings: Central Bill to regulate Industrial Relations:  
After the Labour Member's opening address, the conference discussed a Bill the Government of India proposes to enact to regulate industrial relations for (for details regarding the Bill see pages 1-2 of this report). The Bill aims at setting up Works Committees in industrial establishments to smoothen the day to day difficulties. It also aims at creating a machinery of conciliation, inquiry and adjudication for all utility services, and other industries and services which may under the provisions of the Bill be declared utility services. Explaining the provisions of the proposed legislation, the Labour Member pointed out that in the matter of referring disputes to conciliation, inquiry or adjudication, a distinction had been made between public utility services, that is to say, railways, water, transport, postal, telegraph and telephone services, industrial establishments supplying power, light or water or public health services, on the one hand, and other essential industries, on the other. In regard to public utility services, the Labour Member said, no strike or lockout would be legal unless due notice was given and if such ~~has~~ notice was given, Government would have the right on its own volition to refer the disputes ~~xxxx~~ to conciliation, inquiry or adjudication as the case may be, and enforce the award. It was, however, possible to take a less serious view in regard to other industrial undertakings and set the machinery in motion only if the parties to a dispute made a request. The Bill further provided that wherever the appropriate Government was satisfied that public emergency and public interests so required, it might declare any industry to be a public utility service and the procedure applicable to public utility services would accordingly apply. The scope of the Bill had been left ~~xxx~~ purposely elastic. It could be expanded and the machinery set in motion to settle disputes in almost all important industrial undertakings or it could be limited to the minimum number, viz., the public utility services, as <sup>the</sup> provincial Government might decide from time to time.

In the course of the discussion that followed suggestions were made that when <sup>the</sup> Government was satisfied that no alternative was possible, reference to the adjudicator might be made directly without waiting for the process of conciliation, and that this could be done in the case of both public utility industries and other industries and services.

Major legislation to be left to the Centre: Measures to ensure Co-ordination.— The Conference agreed to the principle enunciated by the Labour Member in his speech, that major legislation on labour must, as far as possible, be initiated by the Centre. Expressing appreciation of the need to coordinate policy and administration, representatives of provinces approved of the suggestion that the conference might meet as frequently as necessary. It was also agreed that before any Government decided on any important line of action, the Central Government and other provincial Governments, which might be concerned in it, must be fully consulted. As there was need for full and free exchange of information between the Central and provincial Governments it was agreed that the Centre would act as a clearing house of information receiving fortnightly reports on strikes, etc., from the provinces, and monthly reviews of their respective measures pertaining to labour. These the Central Government would circulate to all the provinces.

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Health Insurance Bill Welcomed: Training of Factory Inspectorate.-The conference gave full support to the Government of India's forthcoming Health Insurance Bill, and also welcomed the Centre's suggestion that it would provide facilities for training new recruits for the Factory ~~Inspection~~ Inspection Service under the direction of the Chief Inspector of Factories. It also ~~gave~~ generally approved of the proposal to expand and improve Factory Inspection Service with a view to securing ~~the~~ due observance of the Factories Act.

Employment Exchanges and Resettlement Schemes.- Finally, the conference also discussed the central Government's schemes for resettlement and employment exchanges. The Labour Member of the Government of India felt that for the time being the exchanges should be left to the Central Government, but the provincial Governments might be given facilities to use these exchanges. The regional exchanges might be directed to supply the provincial Governments all the information that they might require and to register all categories of persons that they directed them to register. In Bengal, the United Provinces and Bihar, the provincial Governments had already required the regional ~~and provincial~~ exchanges in their areas to register certain categories of persons. In that case, it became the responsibility of the provincial Government to find employment for as many of the registered persons as possible. As regards the various training schemes planned by the Directorate-General of Resettlement, the Labour ~~Minister~~ Minister revealed his intention to examine their availability to civilians also.

(The Hindustan Times, 15, 17 and 21-10-1946).

#### Bombay Government to appoint Labour Enquiry Commission.

A province-wide inquiry into the prevailing industrial unrest is shortly to be instituted by the Government of Bombay. The inquiry is a sequel to the decision taken by the Provincial Labour Ministers at their recent conference in Delhi. ~~an~~

The commission of enquiry will go into the question whether there has been a fall in the efficiency of industrial workers, any deterioration in their discipline, <sup>such</sup> as to cause serious embarrassment to industries, and also into the questions of absenteeism and shortage of labour. From the point of view of the workers, the commission will inquire whether the workers have grounds for complaint as to the treatment meted out to them by the employers and whether adequate amenities are being provided; and <sup>investigate</sup> all other factors which have led to discontent among workers. While the commission's purview will be the whole province, its main centre of work, it is understood, will be Bombay City itself. This inquiry is expected to be followed by another inquiry into agricultural wages and allied matters, regarding which the Central Government is issuing a questionnaire.

(The Times of India, 23-10-1946).

Review of Labour Administration in Mysore State  
during 1944-45.

The following is a summary of the report on the administration of the Labour Department of the Government of Mysore for the year ending 30-6-1945.

Employment Exchange.- The Employment Exchange was started in June 1944. During the year under review the number of persons registered at the exchange was 1,043, the number of demands placed by the employing agencies 1,481, and the number of persons referred to employers 919. Definite programmes with regard to the absorption of the ex-service men and demobilised personnel were chalked out and will be put into operation on the lines indicated by the Government of India.

Labour Welfare.- The provision of amenities and welfare measures continued to receive the constant attention of the employers of labour in the state. Some of the welfare measures recommended by the Department were the following:- (1) Starting of industrial canteens for the supply of healthy cooked food either free or on the basis of payment (payment meaning supply of food at net cost). (2) Housing. (3) Concessions in the matter of service taxes to canteens run departmentally by the industrial workers and free supply of electricity to canteens, tea-rooms, refreshment rooms, tiffin rooms, and lunch rooms, according to the procedure followed by the Government of India. (4) Free Medical Aid. (5) Co-operative Societies attached to industrial concerns for supply of food grains. (6) Recreation and Sports Clubs. (7) Free Reading Rooms and Library. (8) In addition to the welfare amenities provided by the industrial concerns, two model labour recreation centres are run by the Department in the working class areas in Bangalore City. These continue to attract about 800 to 1,000 labourers every day. Indoor games, Bhajana (sing-songs) parties, reading rooms and libraries provided at each centre are growing in popularity. As a result, registered labour associations are coming forward to start similar centres under their auspices, and have represented to the Government, the need for its grant of subsidies as funds at their disposal are inadequate.

Labour Associations.- At the beginning of the year under review, there were 52 associations of employees registered under the Mysore Labour Act. During the year, 6 more associations were registered, bringing the total number of associations at the close of the year to 58, with a total membership of 27,962. Of these, 12 associations belonged to Government owned industrial concerns and 46 to private concerns run on a joint stock basis. The total receipts of the Labour Associations, during the year under report, amounted to Rs. 49,210 and expenditure to Rs. 26,662. ~~during the year under report.~~

Standing Orders.- During the year, standing orders in respect of 52 industrial undertakings were settled; standing orders in respect of 6 Labour Associations registered during the year were pending at the close of the year.

Industrial Disputes.- 7 disputes were pending with the Chief Conciliator at the beginning of the year. During the year, 48 cases were referred to him, thus bringing the total number of cases for disposal to 55. Out of these, settlements were reached in 3 cases, 4 cases were withdrawn, failure reports were published in 20 cases and 28 cases were pending. 4 industrial disputes, in which conciliation proceedings failed, were referred to the Court of Arbitration.

Workmen's Compensation Act.- There were 3,278 cases of injuries by accidents, during the year, in respect of which compensation paid under the Mysore Workmen's Compensation Act amounted to Rs. 373,838. Out of these, compensation paid in respect of occupational diseases, particularly silicosis in the Kolar Gold Fields, amounted to Rs. 272,124. The question of appointing a medical officer for conducting a survey of occupational diseases is under the consideration of Government.

Maternity Benefit Act.- The provisions of the Mysore Maternity Benefit Act were extended to the mining areas during the year under report.

Labour Welfare Board.- The Labour Welfare Board met twice, during the year, and reviewed the labour conditions. The following are some of the important subjects considered by the Board:- (1) Starting of industrial canteens. (2) Starting of a labour journal. (3) Training classes in spinning and mat weaving at the Kolar Gold Fields. (4) Housing of industrial labour in Bangalore and Mysore cities. (5) Introduction of legislation to fix minimum wages to workers engaged in sweated industries. (6) Compulsory insurance of liability under the Workmen's Compensation Act. (7) Revision of the Indian Trade Disputes Act. (8) Participation of States in the sickness Insurance Scheme for industrial labour in India. (9) Organisation of employment in the transition period from war to peace.

Labour Legislation.- The enactment of legislation regarding the employment of children in factories, and the question of conducting a survey of occupational diseases in the State with a view to extending legislation were among the subjects considered by the Government. A Committee was appointed to consider the amendment of labour laws in certain respects. The Committee will also consider proposals for unemployment insurance.

General.- Labour conditions in the State were generally peaceful. Due to war-orders, there was an appreciable improvement in the earning of industrial workers. The report states that industrial workers were given facilities in securing food grains through the Co-operative Societies functioning under the control of the large industrial undertakings.

(Summarised from a copy of the Mysore Labour Commissioner's letter No.A.1196/44-5 dated 17-12-1945, received in this office ).

Industrial Health and Safety.

Health of the Industrial Worker in India: Report  
by Thomas Bedford.

On the invitation of the Health Department of the Government of India, Dr. Thomas Bedford, Ph.D., M.I.Min.E., of the Industrial Health Research Board of the Medical Research Council in the United Kingdom, visited India early in 1946, to study industrial conditions in India, and to advise on the organisation of research in industrial health and on the problems which should first be studied. Dr. Bedford spent about three months in India visiting various industrial centres in the country and among the industries he covered were the textile and clothing industries of cotton, wool, silk and jute manufacture, hosiery knitting, iron and steel manufacture, rolling mills, an assortment of light and heavy engineering works, cement, glass, pottery and porcelain factories, chemical works, ~~sks~~ tanneries, shoe factories and other leather industries, hydrogenation plants, rice mills, biscuit works, and tea and coffee factories. The following is a summary of his report on "The Health of the Industrial Workers in India".

I. Present Working and Living Conditions.

1. Factory Conditions: (a) Factory Construction.- In the majority of the factories, which Dr. Bedford visited, the roofs were of single layer of corrugated iron. "Of all the roof materials that could have been chosen this is the worst". In India's hot climate it raises the factory temperature many degrees higher than it need be. Much of the solar radiation could be reflected, and the heat load within the building reduced, by whitening the external roof surface, but according to Dr. Bedford an adequate solution of this roofing difficulty is to have a double roof with a freely ventilated air space between the two layers.

(b) Factory Temperature.- Internal temperatures in factories are unnecessarily high. This is particularly true of cotton mills and factories where hot processes are carried on. In one of the spinning mills visited the temperature <sup>of 105°</sup> had recently been <sup>reduced</sup> ~~125°~~, when the external temperature was somewhat higher than 100 F.

(c) Lighting.- Another defect is that in most factories daylight illumination is poor, due sometimes to dirty windows and in other cases to too few windows. Generally the arrangements for artificial lighting also are not good.

(d) Dust Hazard.- A very serious defect in most of the factories in India is the inadequacy of the arrangements made to reduce the dust hazard. While in some of the cotton mills visited by Dr. Bedford an attempt was made to control the dust in the blow rooms and card rooms, in others no attempt was made to capture the dust released by the stripping process, and the blow rooms and card rooms were extremely dusty. In the manufacture of pottery, porcelain, cement, and glass, and in iron ~~foundries~~ foundries, serious exposure to silica dust was common. Often no precautions whatsoever were taken, and Dr. Bedford saw no effective safety measures in practice. In <sup>one</sup> of the cement works visited, from the plant, in which limestone was being crushed, dust escaped in such quantities that for several yards visibility was almost nil. Yet another harmful type of dust encountered in industry is that of the chromium

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group of compounds. Exposure of the skin to these compounds causes ulceration.

(e) Dermatitis.— Little attention seems to be paid in India to this skin condition. Dr. Bedford saw cases of dermatitis arising from exposure to tar and ~~contact~~ contact with oil in a jute factory.

2. Factory Inspection.— According to Dr. Bedford, there can be no doubt that the Factories Act needs to be strengthened, but even if the existing rules were consistently enforced there would be a great improvement in factory hygiene. In some provinces, at any rate, the regulations are not enforced. Again, the courts are not inclined to impose heavy fines for offences under the ~~Act~~ Factories Act. Among the other reasons for the ~~lack~~ <sup>difficulty</sup> in the enforcement of the Factories Act are the inadequacy of the factory inspectorate and its lack of training. In one of the ~~fact~~ <sup>according to</sup> provinces, Dr. Bedford found that no attempt seemed to be made to give the inspectors even rudimentary instruction in industrial hygiene; in another the factory inspectors were given three weeks' tuition in hygiene, but here the health provisions of factory regulations were administered by the provincial and local Health officers, each of whom was appointed an additional inspector of factories. For the most part these health officers had no special training in industrial medicine and hygiene, and they had little time to devote to factory inspection.

5. Welfare Work.— Many large employers of labour in India have yet to learn that, apart from any humanitarian consideration, real industrial welfare work is good business. At a number of the factories visited, welfare supervisors had been appointed and welfare work was carried on. But such factories were relatively few in number. In a number of factories the activities of the welfare supervisors were severely restricted by their managements and it was found that many were kept mainly in the capacity of record clerks, and were allowed to do little real welfare work.

The other points touched by Dr. Bedford, in his survey of the present industrial conditions, are housing and sanitation, nutrition, and indebtedness and education. Though many of the larger industrial concerns have established workers' colonies, and some of the quarters are let at rents which do not repay the cost of construction, in most places workers live in almost indescribable conditions. In most working class quarters open drains are the rule; and the lack of a safe water-supply is another very important public health problem which seriously influences the health of workers, agricultural or industrial. As regards nutrition, according to Dr. Bedford, it is clear that malnutrition must be seriously reducing the working capacity of the industrial population, and that it is reducing the vitality of the future industrial workers. It may be pointed out here that Dr. Bedford was told that in Bombay the efficiency of textile operatives had declined by a substantial amount because the dearness allowances had not kept pace with the rising costs of foodstuffs. Again, the present widespread illiteracy is a handicap to health propaganda, whether relating to personal hygiene, nutrition, or industrial hazards. A great increase in primary education is one of the urgent needs in a campaign to improve the health of the working population. Education is also essential in the drive for greater industrial efficiency.

Dr. Bedford is convinced that the lack of a sense of responsibility is one of the major hindrances to the advancement of public health in India. Wherever Dr. Bedford raised ~~the~~ the question of ~~efficiency~~ <sup>efficiency</sup> in administration "invariably the explanation was a lack on the part of some person or persons—sometimes a subordinate officer and sometimes a senior one; ~~sometimes members of municipalities and sometimes other~~

a ~~reason~~; sometimes members of municipalities and sometimes other interested parties—of that sense of public responsibility without which any kind of administration is doomed to failure". Another reason is the extremely low salaries paid to local health officials and teachers in India, Rs. 35 to Rs. 50 per month for sanitary inspectors and Rs. 15 to <sup>Rs. 20</sup> per month for primary teachers. If the standards of public health and education throughout India are to be raised, efficient and honest public health officials and teachers are needed, but the present rates of pay will not attract them. According to Dr. Bedford, "India is not a rich country, but she cannot afford to go on paying the present low salaries. If these rates are continued India will almost certainly get the quality of service for which ~~it~~ pays".

II. Present Industrial Health Requirements.

Extra-Factory Requirements: However satisfactory the actual working conditions within the factory or workplace may be made, it cannot be hoped that the industrial worker will achieve and maintain full vigour unless his other conditions of life are likewise improved. Better nutrition, improved housing, better sanitation, and an ample supply of pure water are all of vital importance. Dr. Bedford, therefore, expresses the hope that immediate steps will be taken to implement the relevant recommendations of the Health Survey and Development Committee. The need for widespread primary education is also urgent and this education should include the teaching of simple rules of hygiene.

Requirements in the factory.— In Great Britain today, a very large number of employers have realised that it is good business to devote as much care to the workers as is given to the machines they tend and that their trained labour force is their most valuable capital. Few employers have yet reached this point of view in India. According to Dr. Bedford, in view of the expected extension of Indian industry, it is a matter of urgency that the need for improvement of industrial hygiene should be realised, not merely by scientists and public health administrators, but also by industrialists in India. *The following measures are urgently needed:—*

Working Environment.— (i) In a hot country, such as India, every practicable step should be taken to keep factory temperatures from becoming too high. Factories should be so built as to exclude solar heat, as far as possible, and there should be lavish ventilation. In this connection Dr. Bedford emphasises the great need for adequate roof insulation and for keeping textile factory temperatures as low as possible. (ii) The provision of adequate natural lighting should be given careful consideration when new factories are being planned, and in many existing factories much could be done to improve lighting, often merely by the much-needed cleaning of windows. Dr. Bedford suggests that industrialists in India, who are building factories or who are re-planning the lighting in their old ones, should be encouraged to work to the standards recommended by the Illuminating Engineering Society of Great Britain. (iii) Adequate steps should be taken to reduce the dust hazard. Local exhaust ventilation systems, need to be carefully designed and properly maintained and there is need for very careful inspection of ~~dirty~~ dusty processes, and for the dissemination of information about dust removal systems amongst employers in many trades. (iv) The floors in factories should be kept in good condition in the ordinary way of factory maintenance.

(b) Welfare Provisions. - (i) Provision of an adequate supply of drinking water at convenient points is a real need. Proper drinking fountains should be provided in preference to ordinary taps. (ii) In view of the climatic conditions in India washing facilities should be provided in every factory, and not merely in factories where the workers come in contact with injurious or obnoxious substances, as is required under the Factories Act. (iii) There is a real need for more and better factory canteens, and it would be a distinct contribution to the nutritional problem if all canteens could offer a substantial and well-balanced meal at low cost. Other facilities under this head recommended by Dr. Bedford are <sup>the provision of seats for workers and facilities for drying</sup> the wet clothing of the workers, if they happen to get drenched on their way to the factory during the monsoon season.

(c) Accident and Sickness Statistics. - (i) Accurate statistical records are essential to the study of industrial accidents and morbidity, and employers in India, especially those controlling the larger industrial undertakings, should be encouraged to keep suitable records, and advice on the desirable form of such records should be made available to them. (ii) There is also scope for increased activity directed towards the prevention of accidents. Much more widespread training in safety principles is needed. There should be more careful supervision by managements, and more frequent inspection by factory inspectors. In this connection, Dr. Bedford suggests that in every factory there should be some person who acts as safety officer. Finally, there should be proper arrangements for carrying on tests which have been devised to determine before-hand those who are most likely to sustain accidents, so that they may be removed from the more dangerous departments.

(d) Labour Wastage. - There is a high rate of labour wastage in factories in India and factory owners would do well to keep a check on the labour wastage in their factories.

(e) Industrial Efficiency - Methods of Work. - There is much inefficiency in Indian industry and the production per man employed is often only one-quarter of the production in western factories. The main causes of this low efficiency are high factory temperatures, malnutrition, the inefficient manner in which many operations are carried out and the over-staffing of departments. All these important causative factors will have to be removed before maximum efficiency can be reached.

The ~~many~~ other suggestions made by Dr. Bedford relate to improvements in factory inspection and dissemination of information about industrial hygiene.

### III. Industrial Health Research.

In the final chapter of the report, Dr. Bedford has suggested the lines on which industrial health research should be organised in India and indicated the problems that should be tackled first. The following are his main suggestions :- (i) Industrial health research should be entrusted to the Indian Research Fund Association, which body would be advised by an Industrial Health Advisory Committee. (ii) It will be necessary to employ full time staff for many of the researches which need to be undertaken. The research staff should work under a Director of Industrial Health Research, who, after training abroad, should be conversant with industrial hygiene in all its branches and directly responsible to the Secretary, Indian Research Fund Association. There should be close liaison between the Director of Industrial Health Research and the Chief Adviser, Factories. It will also be desirable to make grants to research workers in Universities for work on special problems. The full time research staff should, in the first place, be based on the

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Centre. (iii) Industrial health research should, in the beginning, be concentrated on the following problems:- (a) Factory construction and ventilation; (b) Studies of the thermal environment; (c) Factory lighting; (d) Dust and dust diseases; (e) Other industrial diseases; (f) Tuberculosis; (g) Hours of work; (h) Nutrition; (i) Vocational selection; and (j) Sickness, accidents and labour turnover.

(Summarised from "The Health of the Industrial Worker in India", A report by Dr. T. Bedford, B.Sc., Ph.D., M.I.Min.E., of the Industrial Health Research Board of the Medical Research Council in the United Kingdom, 1946).

Wages.

Wages of Colliery Labour: Government of India's  
Decides to Institute Inquiry.

The Government of India has decided to appoint a committee to examine the question and to make recommendations on what should be considered as reasonable wages for coal-mining labour of various categories. The scope of this inquiry will for the present be confined to collieries in Bengal, Bihar and <sup>the</sup> Central Provinces and Berar. The wages recommended may vary in the different areas according to varying local conditions.

The Government of India does <sup>not</sup> wish to fetter the discretion of the committee in expressing wages in the manner considered most suitable, but believes that one method would be to formulate a suitable basic wage for an eight-hour shift, in addition to dearness allowance in cash or kind or in both and other concessions, the rates of overtime allowances and the mode of calculation.

(The Hindustan Times, 17-10-1946).

Tata Iron and Steel Company's New Wage Scheme:  
Workers to get Performance and Profit-Sharing  
Bonuses.

In pursuance of an agreement, reached recently between the Tata Iron and Steel Company and the representatives of its Workers' Union at Jamshedpur, the existing wage structure of the Company is to be replaced by a new wage structure, based on a detailed study of modern wage theory and practice. The scheme will apply to nearly 40,000 employees.

Features of the New Wage Scheme.- The new wage scheme has three important features: (i) a basic wage, based on a scientific point rating system, which takes separately into account such factors as skill, effort, physical conditions of work, hazard, responsibility, etc. This basic wage is graded over a period of three to six years on an annual incremental scale; (ii) a good attendance bonus; and (iii) a performance bonus, which for average performance ranges between 50 per cent to 60 per cent of the basic wage, and may rise to much higher figures; "per capita" output forms an element in the performance bonus formula.

Profit-Sharing Bonus.- The Company has had in force, for about ten years, a profit-sharing scheme, in which ~~21~~ annual bonuses were linked with dividends and paid on the basis of a certain number of months' wages to all employees. Under this scheme, bonus of 2 1/2 months' pay was distributed to all employees during the last few years. Under the new scheme, the bonus will consist of a lump sum representing a straight percentage of the Company's annual net profits calculated after deduction of taxes, depreciation (at income-tax rates), losses if any (spread over 5 years), and a minimum return to the shareholders equivalent to the fixed dividends ~~with~~ on preference shares and 5 per cent on the equity capital subscribed by the shareholders, no deduction being allowed for allocations to the reserve fund. The aggregate amount of the bonus so calculated will be distributed amongst all the employees of the Company substantially in proportion to the basic wages earned by them during the year. 75 per cent of this bonus will be paid in cash and, the

balance will be credited to the worker's account to be paid along with his provident fund and gratuity benefit at the time of his retirement.

(The Bombay Chronicle, 1-10-1946).

Increased Wages for Coal Miners.

An advertisement, inserted by the Indian Mining Association, announces that as from 1-10-1946, the basic rates of pay for miners have been increased by a further 4 annas per standard tub of coal.

The basis of pay in 1939 was 8 annas ~~per~~ for a standard tub of coal. In 1943, various interim increases were standardised throughout the industry ~~of~~ an extra 4 annas per tub, to which were added other advantages in the form of concession rates for food-grains, cloth, and other consumer goods. In 1944, in addition to the above increases, a cash payment and a free half seer of rice per attendance were granted. This last concession had to be modified early this year on account of food-grain shortage and the free issue of rice was cut to a quarter of a seer per attendance but the cash bonus was correspondingly increased. On the basis of cutting 1½ tubs per day the individual miner will now be paid Rs. 1-8-0 wage, along with an attendance bonus of Rs. 0-4-6 and a quantity of free rice.

*1 Seer = about 2 lbs.*

(Announcement of the Indian Mining Association inserted in the Statesman, dated 28-10-1946 ).

General.

Factories Act 1934: Administration in British India during 1944.

The following is a summary of the report on the working of the Factories Act in British India during 1944, appearing in the September, 1946, issue of the Indian Labour Gazette. During the year the Act was amended in April 1944, with a view to remedy certain defects and meet some ~~difficulties~~ difficulties in its working. The main changes introduced related, inter-alia, to the provision of washing facilities in all factories, and the removal of a technical defect to regularise the rules made and to be made by the provincial Governments in the matter of means of escape in case of fire. The Provinces also amended the Rules under the Act in various respects. The most important was the addition of Rule 28A to the Madras Factories Rules, which required factories employing more than 250 persons to submit to the Inspector at intervals not exceeding two weeks a consolidated notice of accidents. The Government of the United Provinces, by a notification under the Act, made the Act and the Rules applicable to places where manufacture of glass bangles is carried out on.

Number of Factories.- The number of factories, actually working, increased from 15,209 in 1943 to 14,071 in 1944. The increase took place mainly in perennial factories (814); the seasonal factories under section 2(j) of the Act, however, showed a decrease from 3,537 in 1943 to 3,325 in 1944, although this class of factories under section 5 recorded an increase of 60. Among the provinces that shared in the increase in perennial factories, most prominent were Bombay (277), Madras 19 (198) and the United Provinces (88). Orissa, however, recorded a fall of 6. The total number of notified factories (both perennial and seasonal) increased from 2,680 in 1943 to 2,976 in 1944. This increase was mostly accounted for by Bombay (183) and Madras (66). Sind recorded a fall of 12 and Orissa 1. The proportion of notified factories increased from 32.6 per cent in 1943 to 35.2 per cent in 1944 in the case of perennial factories, and from ~~10.2~~ 10.2 per cent in 1943 to 12.0 per cent in 1944 in the case of seasonal factories. The figures are as follows:-

Category	Perennial Factories		Seasonal Factories	
	1943	1944	1943	1944
Factories under section 2(j).....	7,192	7,770	3,337	3,325
Factories notified under section 5..	2,341	2,577	339	399

As regards perennial factories, the proportion of notified factories was largest in the case of Bombay (85.7), followed by the Central Provinces and Berar (81.8), Assam (67.8), Madras (37.4) and Sind (33.5). In Bengal the number of notified factories is extremely small, being only 14 (the same as in 1943) as against a total number of 2,012 factories (both perennial and seasonal) in the province. In the case of seasonal factories, excepting the N.W.F. Province, it was again Bombay <sup>that</sup> took the leading place, the proportion of notified factories being 35 per cent in that province.

Statistics of Factory Employees.- Statistics relating to factory employees in British India, during 1944, have already been analysed at pages 41-43 of the report of this Office for ~~May~~ 1946.

Women, Adolescents and Children.- The table below shows the total number of women, adolescent and child workers during 1945 and 1944. The last two groups have been further classified according to sex:-

Category.	1943	1944	Percentage increase in 1944 over 1945.
Women.....	262,144	269,720	2.9
Adolescents:(Males.....	24,697	26,659	7.9
(Females....	3,365	3,524	4.7
(Total.....	28,062	30,183	7.6
Children: (Boys.....	10,574	11,200	5.9
(Girls.....	1,910	2,147	12.4
(Total.....	12,484	13,347	6.9

The figures shows that there was a slight increase in employment in all these groups of workers, and the tendency for a fall in the number of female adolescents and girls noticed in 1945 (compared with 1942) has been counteracted. The increase in adult female workers was most marked in Bengal (3,450) followed by the Central Provinces and Berar (1,455) and Bombay (1,411). So far as female adolescent workers are concerned, the slight increase in their number is accounted for mainly by Bombay (176), Sind (70-in seasonal factories only) and Delhi (46-in perennial factories only). The heaviest decrease in this group was, however, noticed in Madras (226). The number of girl workers employed showed increases in perennial factories in all provinces except the United Provinces, and decreases in seasonal factories except in Sind and the Central Provinces and Berar. The percentage of all female workers to the total factory employment stood at 10.92 for the year under review. The increase in the employment of male adolescents was mostly accounted for ~~the~~ by the United Provinces (1,097), the Punjab (1,057) and Madras (978). Assam (888), Bengal (410), Bihar (187), the North West Frontier Province (82), Bombay (61), and Delhi (8), however, recorded fall in their employment. The increase in male child employment was most marked in Bombay (727) followed by the Central Provinces and Berar (406) and Madras (255). But their number ~~is~~ declined in the United Provinces (945), the Punjab (211), Bihar (104), Bangalore and Coorg (48), Assam (55), the North West Frontier Province (28) and Ajmer-Merwara (2). Female employment in the textile industry in Bombay and Ahmedabad showed a decrease which, according to the Bombay report, was partly due to the smaller number of women employed in the reeling departments of the ~~m~~ mills and partly due to the improved economic conditions of the textile workers. On the other hand, female employment increased in the mofussil due to "scarcity of male labour in some of the centres and also due to a greater number having been employed in ordnance factories".

In Sind 59 prosecutions were instituted in respect of the employment of women and children not in accordance with the Act and a fine amounting to Rs. 1,310 was imposed in 58 cases. In Bombay 88 cases were instituted for similar offences.

Convictions.- The number of convictions secured under the Act during 1944 was 1,775 as against 1,792 in 1943. Of these 629 related to employment and hours of work, and 616 to notices, registers and returns.

Inspections.- Out of the 14,071 working factories 11,713 or 83.2 percent were inspected at least once, and 2,358 or 16.8 per cent were not inspected at all. In the United Provinces every factory was inspected at least once. Assam, however, complained of insufficient staff of factory inspectors and the heavy pressure of office work thrown on it. It was reported from Bombay that 544 factories in that province remained uninspected owing to the increase in work, petrol rationing and the difficulties experienced in maintaining motor cars. The report from Bengal stated that mofussil factories were to an extent neglected on account of transport and other difficulties associated with touring, etc. In the Punjab the number of inspections decreased from 793 to 655. This was attributed to the pre-occupation of the factory inspection staff.

Wages.- Most of the provinces reported a general increase in earnings due to payment of dearness and other allowances, bonuses, etc. Assam reported an increase of 24 per cent over the average wage of 1943 and of 67 per cent over the 1940 average. In Bengal, the wage rates remained almost the same, although amounts paid by way of dearness allowance increased. Compensation for unemployment, owing to military requisitioning and coal shortage, was also paid, but it was reported to have a demoralising effect. In Bombay on account of rising cost of living, dearness allowance was paid on a higher scale. Daily rates and piece-work rates in jerdas and bidi factories and gur factories rose by 50 per cent and in handloom factories by 30 per cent. It was further reported that supply of food grains to workers, especially in the mofussil, continued to be a pressing problem. In the Punjab there was no noticeable difference in wages. The cost of living showed a slight decrease, but acute shortage of labour due to a heavy demand for technical personnel kept up the wage rates.

Accidents.- The total number of accidents rose from 59,176 in 1943 to 67,522 in 1944, or by 15.8 per cent. This heavy increase was mainly in minor accidents being to the tune of 7,537. The number of fatal accidents decreased by 13—the decrease was confined to perennial factories only and in the season an increase of 7 was recorded. The average per 100,000 operatives was 2,669 as against 2,429 in 1943. This increase in the number of accidents was attributed mainly to the congestion in factories, influx of new (and hence inexperienced) workers, longer hours of work, better reporting, etc. In the United Provinces the most prolific source of accidents was reported to be the sugar factories—partly due to the seasonal nature of their work and employment. In Assam there were 73 accidents under "poisonous and corrosive substances and occupational diseases" mainly due to splashing of corrosive substances like sulphuric acid and solutions of zinc chloride. Enquiries were made into the causes of this kind of accidents. The smearing of the hands and feet of the workers in mustard oil was suggested as a remedy.

Safety.- As regards propaganda among workers for making them safety conscious, apart from posters and advice, lectures were delivered in the United Provinces to train workers in avoidance of accidents and some progress was also made with the formation of safety first committees. In Sind safety posters of various types were distributed to a large number of factories, the managements of which were requested to co-operate in inducing the workers to become "safety conscious". Efforts were also made to strongly impress on the minds of factory managers the importance of the use of tight fitting clothing for workers employed on or near transmission machinery. Cloth rationing, however, created difficulties

in complying with this provision. In Bengal scarcity of material, such as, iron and steel, and even good hard wood, created difficulties in the adequate fencing of machinery, in whole, in Orissa even temporary bamboo fencing and stout wooden poles were allowed as fencing. In Bombay the increase in accidents was reported to be due to cases which inspectors could not do much to prevent but which live safety committees would lessen, as would also more interest by the management and supervisory staff in instruction and training of new workers. Some safety first films were shown in several welfare centres in Bombay. One concern introduced a competitive scheme for the design of safety first posters and also invited suggestions.

Health.- The health of the industrial workers in most of the provinces was reported to be good and no epidemics were reported. In Bengal, however, apart from sporadic cases of small pox, cholera and dysentery, malaria was common in the suburban areas in Calcutta to the east of the canal. In these, absenteeism amounted to as much as 50 per cent in many cases and some concerns were obliged to close down on that account. Again, the certifying surgeon of factories of that province noted that there were, clinically, no cases of lead poisoning. Instructions for ~~xxx~~ proper prophylactic measures such as cleanliness of hands, hygiene of the mouth, use of nail ~~brushes~~ brushes were also given. Madras reported a loss of 990,103 man days due to sickness as against 1,050,615 in 1943. The ~~decrease~~ decrease was attributed to improved working conditions, such as, grant of paid weekly holidays and casual leave with pay.

Housing.- The paucity of building materials hindered any considerable improvements in this direction, in most provinces, but the sugar factories in Bombay continued their programme of replacement of huts by suitable buildings. The Bombay report, observed that single room tenements of varying sizes ranging from 150 to 180 square feet floor area hardly responded to the needs of the workers. A minimum standard of housing covering at least an area of 300 to 350 square feet of ground comprising more than two rooms for a workers' family of 4, might be aimed at in future. "Such houses should be provided with back and front verandahas, small nahani (bath room) with a water tap, a built-in-cupboard and a chimney for the escape of kitchen fire smoke—a mere dwelling place just sufficient to meet the mere necessity of life". The Punjab report urged that the lack of accommodation in industrial localities was a deterrent to attracting labour, and suggested that proper planning and location of industries and provision of housing facilities would lead to more successful industrialisation of the province.

Welfare.- Among the various welfare activities undertaken during the year, the most notable was the establishment of canteens which has made great headway during the war years. In this matter the Bengal report stated that food shortage and dearth of building materials proved some of the handicaps. In Bombay there were 255 canteens in factories of which 28 supplied cooked food. Facilities for medical treatment were being provided by a number of concerns in Bombay. In Sind many larger factories had dispensaries at their works with compounders in attendance and two cement mills had hospitals and a qualified doctor in full time employment. In Bengal the Indian Jute Mills Association, it was reported, had established 7 welfare centres and these considerably assisted in stimulating the workers' interest in the more profitable enjoyment of leisure. The Association has also prepared the ground for the extension of activities in regard to conciliation, examination of workers' grievances, provision of remedies and welfare generally. It was reported from Bombay, that there were 127 creches <sup>as against</sup> 130 in 1943. The average attendance of

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children was 3,653. Although there was no statutory provision, several factories in Bombay were reported to be supplying milk with wheat gruel, sweetened with sugar, to children upto 6 years. In some Ahmedabad and Sholapur mills milk<sup>was</sup> supplied once a day. Such other facilities as co-operative credit societies, literary classes were also in existence in certain ~~major~~ concerns.

(Indian Labour Gazette, September, 1946).

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ECONOMIC CONDITIONS.

Report of Indian Coal-fields Committee: State  
Acquisition of Mines favoured.

The Indian Coal-fields Committee, to the appointment of which reference was made at page 14 of the report of this Office for December 1945, has submitted its report to the Government of India. The report is unanimous and its main recommendations are state acquisition of mineral rights in the permanently settled areas of Bengal and Bihar with a view to the eventual possibility of nationalizing the coal industry, the creation of a new Central Department of Fuel and Power, and the incorporation of a National Coal Commission to take over the ownership and administration of the railway collieries and to discharge various executive functions of public control over the industry. The Committee estimates that by 1956 India's coal consumption is likely to increase to 39 million tons from the present estimated demand for 30 million tons. The necessary increase in production can be secured only through a well-considered national plan in which the State must play a positive role.

New Central Department of Fuel and Power proposed.- The Committee, therefore, proposes the creation of a new Central Department of Fuel and Power to exercise control over the coal industry and allied matters, with the concurrence and co-operation of Provinces and States. Subject to the supervision of this Department, there should also be a National Coal Commission incorporated and organised on business lines for discharging executive duties. This Commission will take over the ownership and administration of railway collieries, the duties of various statutory bodies such as the Soft Coke, Cess Committee and the Stowing and Grading Boards and certain new functions proposed by the Committee. In order that the Commission may have an assured income, it is suggested that a cess on coal for this purpose may be levied.

Nationalisation of Mines recommended.- According to <sup>the</sup> Committee private enterprise, has often resulted in over-production of coal during slump periods and 'slaughter' exploitation of the better seams. Also, private ownership of mineral rights in the permanently settled areas of Bengal and Bihar has led to a number of harmful consequences. The Committee, therefore, recommends that the State should vest in itself, by legislation, all rights to coal at depths below 2,500 feet and in all areas in which coal has not so far been discovered. No compensation would be payable in such cases. Compensation for areas in which coal exists but is unworked should be nominal and for areas in which coal is being worked should not exceed ten times the royalty income in 1945. It is estimated that the total compensation for the acquisition of mineral rights will not exceed Rs. 65 million for Bengal and Bihar.

Measures for Conservation of Coal: Prohibition of Exports favoured.- The Committee estimates that reserves of good coking coal in India may not exceed 700 to 750 million tons and that at the present rate of extraction they will be exhausted in about 65 years. Among the measures of conservation which the Committee recommends are control of the opening of new workings, control over output and despatches with priority for essential industries such as iron and steel works, prohibition of export of good coking coal, compulsory assisted stowing, and the electrification of railways. According to the Committee, the emphasis placed in the past on India's coal export trade is no longer valid, and all exports of coal, except to India's immediate neighbours, viz., Ceylon, Burma and the Straits Settlements, should be banned.

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Control over Distribution and Prices.- The Committee is of <sup>the</sup> opinion that the war-time system of control has on the whole worked satisfactorily. The control over distribution should be modified only when supply has overtaken demand. As regards price control, the Committee feels that it is necessary and should continue in respect of all consumers, even after control over distribution is modified. Prices should, however, be fixed in such a manner as to assure a fair wage based on social considerations to labour. A representative Price Committee should advise on proper prices, which should not be subject to frequent alterations. The Committee feels that there is need for undertaking an early revision of the present prices for the different classes of coal, but in the interests of the rapid development that is necessary, the revised prices should remain in force for two or three years.

Colliery Labour: Need to stabilise Labour Force.- The lack of a settled mining labour force is one of the main reasons for low production of coal in India. Absenteeism is large and the average output per worker is low. Improvement of working and living conditions and provision of better wages and adequate amenities will go far to remove these evils. If miners are trained the average output will also increase. The Committee recommends the abolition of the raising contractor system and the establishment of labour exchanges in the main recruiting and coal areas.

The Committee has also made a number of detailed recommendations for the immediate opening up of new coalfields in suitable areas, financial assistance to deserving mines, the better working of existing collieries, the provision of cheap railway transport facilities, the recovery of by-products, and the promotion of technical research on Indian coals.

(The Hindustan Times, 29-10-1946).

Manufacture of Artificial Silk and Wood Pulp in  
Bombay: Government Appoints Committee of Inquiry.

The Government of Bombay has appointed a Committee to inquire into an unofficial scheme for the manufacture of wood pulp and artificial silk in the Province. The scheme proposes the setting up of a ten ton plant in Karwar District for manufacturing rayon from *Bambusa Arundica*, which grows abundantly in the virgin forests of the district. The project is estimated to cost Rs. 20,000,000.

Sir Ardeshir Dalal, it is understood, will be the chairman of the committee which will have the Director of Industries, Bombay, as its Secretary.

(The Bombay Chronicle, 4-10-1946).

India to have 125 New Cotton Textile Mills.

Answering a question in the Central Legislative Assembly on 28-10-1946 Mr. C. Rajagopalachari, Member for Industries and Supplies, stated that 125 new cotton textile mills were proposed to be erected. They had been distributed as follows: Bombay, 24 (352,000 spindles); Madras, 16 (325,000 spindles); Bengal, 12 (264,000 spindles); United Provinces, 15 (437,000 spindles); Punjab 9 (215,000 spindles); Bihar 6 (151,000 spindles); Central Provinces and Berar, 4 (119,000 spindles); Orissa, ~~5~~ 3 (75,000 spindles); Sind 4 (100,000 spindles); and the States, 32 (708,000 spindles). The number of existing mills was 417.

(The Statesman, 29-10-1946).

Australian Trade Delegation in India:  
Mutual Trade to be Encouraged.

A six-man unofficial trade delegation from Australia, under the leadership of Mr. B. Meecham, arrived in India on 24-10-1946. The delegates, were chosen by Mr. Scully, Australian Minister for Commerce and Industry, on the recommendation of the Federal Export Advisory Committee.

The delegation, which is visiting India on the invitation of the new Central Government, will make an extensive tour of most of the main trading centres in this country, including Lahore, Cawnpore, Bombay, Madras, Jamshedpur and Calcutta. Its chief aim is to foster and encourage mutual trade between India and Australia. On 29-10-1946, the delegation met Pandit Jawaharlal Nehru, Vice President of the Interim Government.

(The Statesman, 25 and 30-10-1946).

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EMPLOYMENT, UNEMPLOYMENT AND VOCATIONAL TRAINING.

Technical Training Centres to be opened to Civilians in  
Bombay.

After prolonged correspondence between the two Governments, it is now understood that the government of India has partially agreed to the Bombay Government's proposal that the technical training centres, set up under the Resettlement Scheme (vide page 57 of the report of this Office for November 1945), should not altogether leave out civilians. Two new technical training centres, in addition to the four already at work, are to be set up at Hubli and Dhulia with 120 and 150 seats respectively, and these will be open to both civilians and ex-servicemen. The 'per capita' cost of training is estimated to average Rs. 22 per month. The trainee will receive a stipend of Rs. 15 per month. Forty per cent of the cost of the scheme will be borne by the provincial Government and 60 per cent by the Central government. Training will be given in 48 trades, the duration of the course being about 12 months. After completing the course the trainees will be asked to report to the regional employment exchange which will make efforts to absorb them in the industries.

(The Bombay Chronicle, 12-10-1946).

## MIGRATION.

### Eviction of Estate Labourers on Termination of Contract: New Ordinance Proposed by Ceylon Government.

A new ordinance for the eviction of estate labourers, who after termination of their contracts of service continue to remain in possession ~~of~~ of the line-rooms provided on the estates, has been prepared by the Ceylon Government. The draft ordinance states that on termination of the contract of service of an estate labourer the right of the labourer to occupy the line-room automatically lapses. The same clause further requires of a labourer, on termination of his contract, to deliver possession of his line-room to his employer. Where a labourer fails to vacate his line-room or leave the estate on termination of his contract of service, an employer can on application obtain a writ for the ejection of the labourer. Such a writ will be binding not only on a labourer, but on all dependants who are not themselves employed on the same estate.

~~It~~ It is understood that the measure will be discussed shortly by the Executive Committee of Labour, Industry and Commerce.

The object of the new bill is presumably to devise a simple and expeditious machinery to deal with incidents like the dispute in the Knavesmere Estate, where 400 Indian labourers refused to quit the estate, after acquisition of the estate under the Village Expansion Ordinance (vide page 21 of the report of this office for June, 1946).

(The Hindustan Times, 11-10-1946).

### Indians in Ceylon: Knavesmere Estate Dispute Settled.

<sup>has been reached</sup> A settlement in the Knavesmere estate dispute (vide page 21 of the report of this office for June, 1946) between the Ceylon Indian Congress and the Ceylon Government, ~~has been reached~~ through the intervention of the Government of India's representative, Mr. M.S. Aney.

It is understood that under the terms of the settlement, the Indian labourers will evacuate the estate and the Ceylon Government will withdraw prosecutions launched against them and will arrange through the Governor, for pardon for those already convicted or undergoing sentences. The Government has also undertaken to provide alternative employment for the displaced workers. Further, the Government's policy of village improvement in the future will not involve acquisition of estates till all outstanding Indo-Ceylonese questions are settled. Even if the estates are required during the intervening period, the Government will insist on vacant possession from the original ~~owner~~ owner.

(The Times of India, 21-10-1946).

Dr. M.A. Rauf appointed India's Representative  
in Burma.

The Government of India has appointed Dr. M.A. Rauf as India's representative in Burma. He is expected to proceed to Burma shortly and take charge of his office.

Dr. Rauf was for a number of years a prominent member of the Rangoon Bar. In 1938-39, he served as a member of the Riots Inquiry Committee appointed by the government of Burma under the chairmanship of Justice Braund to inquire into the causes of the anti-Indian riots of 1938. Dr. Rauf has been in India since 1942 and has been participating in activities connected with the welfare of Indian evacuees from Burma.

(The Hindustan Times, 31-10-1946).

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NAVIGATION.

Calcutta Maritime Board Formed.

The formation of a Calcutta Maritime Board (vide page 41 of the report of this Office for April, 1946) for the purpose of settling all disputes between Indian seamen and British and Indian shipowners, and to co-operate in the mutual interests of all concerned, was decided upon at a conference of representatives of the All-India Seafarers' Federation and different shipping companies, British and Indian, held in Calcutta on 19-10-1946.

The hope was expressed at the conference that after the board was ~~formed~~ established, a collective trade union agreement which would improve conditions for Indian seamen employed in British ~~and~~ Indian ships might be negotiated.

(The Times of India, 21-10-1946).

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PROFESSIONAL WORKERS, SALARIED EMPLOYEES AND PUBLIC SERVANTS.

Primary Teachers to get more pay in C.P.: Government Subvention to Local Bodies.

A press note, issued by the Central Provinces and Berar Government in the second week of October, says that in view of the great urgency of providing relief to teachers engaged by local bodies, the Government proposes to sanction provisionally a temporary additional grant in the current year and to examine carefully the principles on which subventions to local bodies should be made hereafter. In making this additional grant, the Government intends that it should be applied solely for raising the minimum salary of the primary school teachers to Rs. 30 per mensem.

(The ~~Hindus~~ Hindu, 14-10-1946).

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## CO-OPERATION AND COTTAGE INDUSTRIES.

### Punjab Plan to Develop Cottage Industries: Recommendations of Industrial Planning Committee.

A plan to develop the existing village industries in the Punjab and revive some of those that have ceased to exist has been formulated by the Village Sub-Committee of the Punjab Industrial Planning Committee, (vide page 70 of the report of this Office for August 1946). The scheme is estimated to cost Rs. 5.5 million yearly.

According to the report, cottage industries in the Punjab provide employment to about ten times the number of persons engaged in organised ~~industries~~ industry. It is estimated that over 12,000 workers are engaged in <sup>the</sup> leather, <sup>the</sup> over 169,000 in wool, 81,000 in metals, 120,000 in ceramics, 394,000 in dress and toilets, and 42,000 in chemicals. Including other popular industries, nearly 1,600,000 men and women derive their living from cottage industries.

Industries to get Assistance.- The plan selects five cottage industries, namely, textile, pottery, tanning, metal work, and the vegetable oil industry, for immediate assistance and development. They are considered essential for village self-sufficiency and to meet the specific needs in consumer goods. Another advantage is that organised industry cannot for a long time supply these items. The various ways in which these industries can be helped and developed are enumerated by the Sub-Committee as follows: (1) education and training of the craftsmen; (2) marketing of the industrial products; (3) supply of raw materials at concession rates; (4) promotion of invention, and introduction of efficient tools and implements and modern processes by demonstrations and experiments; (5) financial assistance to workers; and (6) adoption by the Government of a broad policy of encouraging and patronizing the artistic industry. The Sub-committee regards the supply of cheap materials and marketing of goods as the twin pillars on which the success of cottage industries rests, and proposes that a separate development organisation should be set up for each of the five industries selected for assistance. These organisations should have three sections: (1) preparatory; (2) designing and production; and (3) marketing.

The hand-weaving industry is recommended for protection. The proposals made in this connection are that mills should be forbidden to manufacture cloth from yarn below certain counts and that a cess of three ples or more be levied on every yard of mill cloth, indigenous or imported.

Khadi to be encouraged in Madras: Government Decision to Ban New Cotton Textile Mills .

Government Decision to ban New Cotton Textile Mills in Madras.- Launching the khadi (hand spun and handwoven cloth) scheme (vide page 53 of the report of this Office for July 1946) in one of the ~~selected~~ centres selected for the scheme, Mr. T. Prakasam, the Prime Minister of Madras announced, on 2-10-1946, that the Government of Madras had decided not to allow any new cotton textile mills to be set up in the Province; even the expansion of the existing mills would not be permitted; and the Central Government would be informed that the allotment of spindles and looms made to Madras under the post-war plan might be cancelled.

Subsidy for Handspun Yarn Production.- Giving further details of the Government's khadi scheme, Mr. Prakasam announced that in each of the centres selected for the intensive khadi work, arrangements would be made for giving training in spinning as well as khadi weaving to the persons residing in these areas. Every family in the selected centres would be encouraged to utilise the yarn spun by its members, for the production of khadi for its own consumption; the Government arranging for the weaving, if the family was unable to make its own arrangement in the matter. In order to encourage effectively the utilisation of the yarn spun by members of each family for the production of khadi for its own consumption, a subsidy would be given on the quantity of khadi woven for the consumption of each family out of yarn spun by its members. The subsidy would be given at a flat rate of four annas per yard.

Criticism of New Policy.- The Government's decision to ban new cotton textile mills in the province and to prevent even the expansion of the mills already working has been widely criticised as a retrograde step which will aggravate the present cloth shortage and handicap Madras industrially. The policy has been either condemned or severely criticised by the ~~Madras~~ Malabar Chamber of Commerce, the Southern India Millowners' Association, the Southern India Chamber of Commerce, and the Committee of the Andhra Chamber of Commerce, while on 6-10-1946, the Working Committee of the Tamil Nadu Congress Committee adopted a resolution describing the Government's new textile policy as "premature".

(The Hindu, 6,8,10,11 and 13-10-1946;  
The Hindustan Times, 10-10-1946 ).

Bombay Committee to report on Measures to promote Rural Handicrafts.

The Government of Bombay has appointed a Committee to consider and report on the measures necessary for promotion of rural handicrafts and industries. These, considers essential for bringing about a state of balanced economy in the countryside and for saving the enormous waste of raw material, transport facilities and human energy inherent in locating factories at certain centres to which raw materials and labour have to be brought from the countryside and from which the finished product has again to be sent to rural consuming centres.

The Committee is to be presided over by Mr. Manu Subedar, M.L.A. (Central).

(The Bombay Chronicle, 30-10-1946).

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A.I.V.I.A. Schemes for Revival of Rural Industries.

Meeting of New Delhi on 11-10-1946, with Mr. Gandhi as chairman, the Board of Management of the All-India Village Industries Association resolved that efforts should be made to persuade the provincial Governments to organise and co-ordinate their development plans for implementing the following suggestions, with a view both to meeting the present scarcity in food and clothing and to preparing the masses for economic self-sufficiency and democratic self-rule.

Food.- With a view to providing a balanced diet for all citizens, the Board felt that it was imperative to make a group of villages jointly produce in sufficient quantity all the items of such diet, including cereals, pulses, oilseeds, vegetables, fruit, and milk. To that end, provincial Governments should regulate the cultivation of land so as to ensure the production of all necessary items of diet and, where land was inadequate for food crops, discourage crops which had a mere money value, such as, tobacco, long-staple cotton and thick-rind sugar-cane. Also, the individual farmers should not be allowed to sell their products to middlemen. Provincial Governments should organise multi-purpose co-operative societies, each of which would function in a village or group of villages for receiving, grading and storing the different crops produced by the farmer. The inter-village trade in surpluses should be carried on through the co-operative societies and not by individuals themselves.

Industries.- According to the Board, in villages and towns with a population of less than 5,000, the setting up of new or the expansion of existing power-driven flour, rice, oil and sugar-mills should not be permitted, and manufactured products which have been deprived of nutritive value, such as mill-flour, polished rice, dehydrogenated oil and chemically refined sugar, should not be allowed to be imported into such rural areas. As regards cloth, the Board declared itself in favour of the promotion of hand spinning and handloom weaving.

The other suggestions made by the Board related to the manufacture of gur (unrefined sugar), village potteries, the supply of building materials in villages, the leather tanning industry in villages, facilities for the marketing of the surplus products of village industry and research and training in rural industries.

(The Hindustan Times, 16-10-1946).

Five Year Plan for Promotion of Co-operative Marketing in Madras.

The Registrar of Co-operative Societies, Madras, has formulated a 5-year plan for the improvement of the marketing of agricultural produce in the province. Provision is to be made for increasing the number of ~~new~~ co-operative marketing societies from 187 to 200, for constructing 250 big godowns costing Rs. 20,000 each and 280 small godowns costing Rs. 10,000 each, and appointing Marketing Panchayatdars (committees) for helping in giving loans on produce, and for constituting federations of paddy growing districts, for purposes of marketing.

Co-operative Marketing Societies to be helped to construct Godowns.-

The godowns are to be constructed by the co-operative marketing societies, the Government giving 50 per cent of the cost of the godowns as a free grant and 50 per cent as a loan free of interest. The construction programme envisages 100 godowns in the first year, 100 each in the second, third and fourth years and 130 in the fifth year. When godowns are completed, stocks ~~wax~~ may not generally flow into the godowns, unless this is secured even at the time of production. Therefore, loans under a controlled credit scheme will be given in rural credit societies binding over the produce for the godown. Marketing panchayatdars will be appointed in every marketing society and their help is to be taken in giving such controlled credit loans. They will be entrusted with gunny bags, weights and measures and receipt books, ~~to collect~~ <sup>to collect</sup> the produce and bring it to the godown. It is hoped that the scheme of marketing panchayatdars will be introduced in every area served by every sale society, by 30-6-1947.

Marketing Federations for Paddy and Groundnuts.- The scheme also provides for four paddy federations. As regards paddy, there are already five federations at Madura, Tiruvarur, Ellore, Guntur and Nellore. Four out of these will be selected for the scheme and assigned definite zones for marketing. Each Federation is to have an owned capital of Rs.200,000 to Rs. 300,000. The Government has provided an interest-free loan of Rs. 25,000 for each paddy marketing federation for erecting one rice mill every year. At the end of five years, there will be five rice mills for each federation.

Tentative proposals have also been made in respect of marketing Federations for groundnuts. The Government has suggested that these should be located at places where vegetable ghee factories are being erected. Each federation will be entitled to an interest-free loan of Rs. 50,000 for erecting a decorticating factory.

(The Hindu, 11-10-1946).

LIVING CONDITIONS.

Nutrition.

Nutrition Canteens Scheme for Labourers in  
Madras.

The Government of Madras has accepted an offer made by the Young Men's Christian Association, Madras, to run model nutrition canteens for the benefit of organised and unorganised labour in Madras City at selected centres. The food served at the canteens will consist of two courses of preparations made of wheat, maize, ghee, vegetables and butter-milk, and will be sold at a cost of four annas. The Government has agreed to bear any loss that may result from the working of the scheme.

(The Hindu, 17-10-1946).

## Housing.

### Housing Board set up in Bombay.

The Government of Bombay has decided to set up a Housing Board to facilitate adequate provision of housing for Bombay's industrial as well as general population. According to an announcement made by the Director of Information, Bombay, early in October, in view of the acute shortage of housing accommodation in the City of Bombay and other parts of the province, and having regard to the urgency and vital need of an adequate provision of housing for the industrial as well as the general population, the Government of Bombay has decided to formulate a long-range policy and undertake an immediate programme for the purpose of encouraging and facilitating private enterprise in building and for the construction of houses on behalf of the Government and the local authorities. To achieve this end, the Government has decided to set up a Housing Board which will undertake and prescribe such measures, works or schemes as are calculated to achieve the result in view, as speedily as possible. The Board, when constituted, will proceed to set up regional boards for various areas in the province, and it will be assisted by an advisory committee representative of various interests.

Constitution of Board.- The Board will be known as the Bombay Provincial Housing Board and will consist of a Committee of the Council of Ministers with a separate executive and Secretariat organisation. It will be presided over by the Minister for Labour and Housing, and the other members of the Board will be the Minister for Public Health, ~~the~~ the Minister for Finance, and the Minister for Local Self-Government.

(The Times of India, 9-10-1946).

### Industrial Housing Board appointed in U.P.

The Government of <sup>the</sup> United Provinces has decided to appoint an Industrial Housing Board at Cawnpore, to speed up the programme of building houses for industrial workers. The Board will consist of representatives of employers and workers in equal numbers, besides some non-officials nominated by Government. This Board will act as an advisory body to the Cawnpore Development Board. It will chalk out model plans for workmen's residential quarters, and will advise Government on various aspects of ~~the~~ the problems.

2,400 workmen's quarters, the construction of which was taken up at Cawnpore some time ago under the Government of India scheme, have now been built. Transport arrangements for workers from the colony to their places of work by bus are being made.

In order to avoid congestion in industrial areas, the U.P. Government has decided that in future no licence for establishment of new factories will be issued until Government is satisfied that the proposed factory has made proper arrangements for providing suitable amenities for workers, ~~the~~ including residential quarters. The Government takes the view that in future factories should be established only at places where enough space is available for a well-planned industrial colony.

(The Hindustan Times, 21-10-1946).

Middle Class Housing in Madras City:  
Special Office, to carry out Investigation.

With a view to taking steps for relieving congestion and scarcity of housing accommodation in the City and for starting cooperative societies for the building of houses for middle-class people, the Government of Madras has appointed a Special Deputy Registrar of Co-operative Societies to conduct the necessary investigation. The officer will go into the question of acquiring sites best fitted for house-building in the City and its suburbs for the middle-class people, to enable them to construct new houses, and also the question of providing the necessary financial assistance to such of those as own sites already but have deferred construction for want of funds.

(The Hindu, 15-10-1946).

Workers' Organisations.

Working of the Indian Trade Unions Act, 1924, during  
1943-1944.

The following information regarding the working of the Indian Trade Unions Act, during 1943-44, is taken from the Indian Labour Gazette for September, 1946. The statistics relate only to trade unions which are "registered" under the Act, and have submitted returns prescribed under it. Since, under the Act, registration and the consequent submission of returns is not compulsory, no figures relating to unregistered trade unions have been taken into account. The figures of both registered and unregistered trade unions available for the province of Bombay alone were, on 1-12-1943, 222 unions with a membership of 235,665 of which 90 with 187,838 members were registered.

Number and Membership of Registered Trade Unions.- The number of unions registered, during the year, increased from 695 in 1942-43 to 818 in 1943-44. Almost all the provinces participated in the increase. The following provinces recorded rises in the number of unions (indicated in brackets):- Assam (2), Bengal (68), Bombay (5), Delhi (2), Madras (31), the Punjab (3), Sind (4) and the United Provinces (3). Only the North West Frontier Province and the Central Provinces and Berar indicated decreases in the number of unions of 3 and 1, respectively.

General Progress of Trade Unions.- As compared with 1942-43, the membership of unions which submitted returns increased from 685,299 to 780,967, the highest figure recorded since 1927-28. As in previous years, the group comprising the largest number of unions was that with a membership of 100 to 299, although it accounted for only 3.4 per cent of the total membership. The group of unions with a membership of 10,000 to 19,999 contributed 23.2 per cent of the total membership. It was observed in the Bengal report, "the trade union movement is steadily gaining ground among the workers in this Province and they are becoming conscious of their utility and importance". The rise of about 57 per cent in the membership of trade unions in the United Provinces, however, was, according to the report from that province, "probably partly due to increased employment on account of the war and partly to the growing consciousness among labour of the advantage of union membership". It has also been stated in the report that although the number of trade unions in the Railway and Transport and Textile groups remained stationary, i.e., 7 and 6, respectively, their membership increased by 159 per cent, and 53.9 per cent, respectively. In the Miscellaneous group, however, the number of trade unions increased by 50 per cent and membership by 95 per cent. Female membership also increased by 134.6 per cent.

Organisation of Women Workers.- The following table shows a steady increase in the number of women who were members of registered trade unions for the years 1927-28 to 1943-44:-

Year	Membership	Year	Membership
1927-28 .....	1,168	1935-36 .....	7,309
1928-29 .....	3,842	1936-37 .....	9,025
1929-30 .....	3,299	1937-38 .....	14,703
1930-31 .....	3,151	1938-39 .....	10,945
1931-32 .....	3,454	1939-40 .....	18,612
1932-33 .....	5,090	1940-41 .....	19,417
1933-34 .....	2,999	1941-42 .....	17,094
1934-35 .....	4,857	1942-43 .....	25,972
		1943-44 .....	20,866

**Income and Expenditure.**- The total income of the registered trade unions increased from Rs. 1,596,984 to Rs. 2,318,780; balance in hand also increased from Rs. 1,210,630 in 1942-43 to Rs. 1,972,201 during 1943-44. The average income per union and per member also increased from Rs. 3,265-15-1 and Rs. 2-5-3 to Rs. 4,118-9-10 and Rs. 2-15-6, respectively. In Bombay out of the total assets of Rs. 509,147, Rs. 144,756 or 28.45 per cent represented the amount of unpaid subscriptions due. Five unions were alone responsible for Rs. 107,737 or 74.4 per cent of the amount of unpaid subscriptions. The Textile Labour Association, Ahmedabad, had large financial resources with an income of Rs. 68,905. This Association paid Rs. 37,569 by way of educational, social and religious benefits and granted other benefits, such as, funeral, old age, sickness, unemployment, etc. to the extent of about Rs. 15,500. It also maintained a political fund and had a balance of Rs. 11,111 during 1943-44, although there was no income during the year. In ~~the~~ Bengal, an amount of Rs. 6,852-11-3 was spent for providing benefits to members of various unions.

**Cancellations of Registration.**- During 1943-44, the registration certificates of 105 unions were cancelled (Bihar 3, Bombay 9, the Central Provinces and Berar 16, Madras 57, the North West Frontier Province 2 and the United Provinces 19).

**Provincial Figures.**- The following table gives the comparative figures of registered trade unions and their number in different provinces. (The figures in each case are for year ending 31-3-1944).

Province	Number of Registered Trade Unions.		Number of Unions <del>returning</del> <sup>submitting</sup> returns.		Membership of unions <del>returning</del> <sup>submitting</sup> returns.	
	1943	1944	1943	1944	1943	1944
Ajmer-Merwara.	3	3	3	3	4,794	1,047
Assam.	5	7	5	7	1,948	1,580
Bengal.	229	297	147	189	221,655	289,658
Bihar.	41	49	11	20	18,738	21,947
Bombay.	77	92	69	70	130,688	149,359
C.P.& Berar.	49	48	35	29	29,450	14,883
Delhi.	30	32	23	24	16,895	24,712
Madras.	143	174	86	99	49,451	64,567
N.W.F.P.	6	3	3	3	418	423
Orissa.	3	3	3	3	359	653
Punjab.	24	27	23	25	12,493	13,714
Sind.	28	32	28	32	8,934	10,677
U.P.	28	31	27	31	20,976	32,944

The number of trade unions whose objects are not confined to one province was 30 in 1943-44 of which 28, with a membership of 154,805 submitted returns; the corresponding figures for the previous year were 27, 26 and 168,540 respectively.

Classification according to Industries.- The number <sup>and</sup> membership of registered trade unions, from which returns were received, are classified according to industries in the statement below.

Branches of Industry.	1942-43		1943-44	
	No.	Member-ship.	No.	Membership
1. Railways (including workshops and other transport excluding tramways).	80	254,510	82	263,262
2. Tramways.	6	7,400	6	9,474
3. Textiles.	98	161,133	122	222,667
4. Printing Presses.	27	6,973	27	9,558
5. Municipal.	36	27,701	30	15,874
6. Seamen.	11	72,826	8	70,401
7. Docks and Port Trusts.	21	38,216	21	39,815
8. Engineering.	40	17,754	47	27,417
9. Miscellaneous.	170	98,786	220	122,499
Total.	489	685,299	563	780,967

SOCIAL CONDITIONS.Prohibition to be introduced in Mysore State.

On 15-10-1946 the Mysore Legislative Assembly ~~has~~ adopted a Bill for introduction of total prohibition in the State. The Government spokesman, replying to debate, said that the Government would appoint a committee consisting of officials and non-officials to come to a decision in this regard. It was further stated that a request from the Madras Government, for the closure of about half a dozen liquor shops in the border districts of the State, was under consideration.

(Amrita Bazar Patrika, 16-10-1946).

PUBLIC HEALTH.

Provincial Health Ministers' Conference,  
New Delhi, 10 to 12-10-1946: Bhore  
Committee Recommendations to be Implemented.

The Conference of Provincial Health Ministers, to which reference was made at pages 57-58 of the report of this Office for September, 1946, met at New Delhi, on 10, 11 and 12-10-1946. The Conference was inaugurated by Pandit Jawharlal Nehru, Vice-President of the Interim Government. Sir Shafaat Ahmed Khan, who was then Health Member in the Interim Government, presided.

Inaugurating the Conference, Pandit Nehru stated that the problem of improving the country's health would not brook delay. There was, however, no intention on the part of the Centre to compel the ~~Provincial~~ Provinces to adopt a particular policy. They were free to chalk out their own measures, but in matters like health, co-operation of all the provinces and the Centre was essential. In fact, it was really a matter of international co-operation.

Health Member's Address: Priority for Sanitation, Malaria Control and Rural Health Suggested.- Addressing the Conference, Sir Shafaat Ahmed Khan, the Health Member stated that no one could read the report of the Bhore Committee (vide pages 50-60 of the report of this Office for March 1946) without being convinced of the most urgent need for an effective programme to improve the health of the people in India. Today health, like education, must become a function of the State. The objective of the State must be to create the conditions for healthy living, to provide as complete a health service as possible and to include within its scope the largest possible proportion of the community. In the achievement of this aim, the Centre was prepared to take an active part with the help and co-operation of the provinces.

Sir Shafaat then referred to a number of suggestions made by the Bhore Committee, and suggested that in planning for India's health, priority should be ~~made~~ given to (i) improving the sanitation and water supply of India's towns and villages, (ii) the development of preventive medicine, especially the control of malaria, and (iii) the provision of health services in the rural areas on the lines of the district health organisation suggested by the Bhore Committee. Finally, he announced that the Central Government proposed to implement the Bhore Committee's recommendations by setting up an Advisory Committee and ~~the~~ <sup>the</sup> establishing of an All-India Institute for training ~~and~~ <sup>and</sup> research, by providing facilities at Calcutta for Licentiates from all parts of India to take their M.B.B.S. degree, and sending select students for training abroad. A Nursing College had already been opened and provided a course for a University degree in nursing. The Malaria Institute would be expanded and legislation would be introduced to regulate <sup>the</sup> nursing and dental professions.

Proceedings: Bhore Committee's District Health Organisation Plan to be implemented.— The Conference considered that the District Health Organisation proposed by the Bhore Committee was administratively sound and acceptable in principle. The programme for the first five years was not, however, within present financial resources, but it was agreed: First, that the scheme should be implemented on as wide a scale as possible, consistent with financial limitations and taking full advantage of existing institutions and staff; secondly, that modifications in the scheme might be made where necessary to adapt it to local conditions; thirdly, that in areas where the full organisation could not be set up immediately, schemes for development should be framed with due regard to the objective of building up a curative and preventive health service on the general lines recommended by the Committee; and fourthly, that each Province should review its plans with these considerations in view.

Training of Personnel.— As regards training facilities, the Conference agreed that a review of training facilities in the light of probable future requirements, be undertaken and that particular emphasis should be laid on the training of personnel. It also agreed that as far as possible, the larger provinces should assist those provinces which had not yet been able to provide their own training facilities by admitting students to ~~the~~ their training institutions.

Anti-Malaria Drive.— The Conference urged that a vigorous drive against malaria should receive priority in development programmes and that subject to adaptation to suit local conditions, the anti-malaria organisation should follow the general framework of the organisation proposed by the Bhore Committee. Subject to review from time to time, it was ~~agreed~~ agreed that quinine production should be continued and developed up to about 200,000 lbs. a year.

Health Administration.— It was agreed that Boards of Health and Councils of Experts should be constituted both at the Centre and in the Provinces. It was also resolved that an active programme for the improvement of water-supply and sanitation in both urban and rural areas should be undertaken. The Conference accepted the principle of amalgamation of Medical and Public Health Departments and considered that the amalgamation should take place when a suitable opportunity occurred.

Other resolutions adopted by the Conference demanded the abolition of the Civil Branch of the Indian Medical Service, adequate provision for research in and the application of the scientific method for the investigation of the indigenous systems of medicine such as Ayurveda and Unani, and the absorption into the State Health Service of practitioners of the indigenous systems.

(The Hindustan Times, 11, 12 and 13-10-1946).

#### Medical Schemes for Madras: Plans for New Buildings.

In view of the simultaneous development of medical relief in various branches, it has ~~now~~ now been decided by the Government of Madras that the programme of construction of buildings for medical purposes should be prepared under each of the following categories: Schemes relating to the expansion of medical education; schemes relating to the improvement of teaching institutions contemplated under post-war schemes; schemes for the provision of quarters for the members of the nursing

staff; schemes for the establishment of village dispensaries; schemes for improvements to or reconstruction of Taluk Hospitals; schemes for improvements to or reconstruction of District Headquarters Hospitals; schemes for the construction of T.B. institutions; schemes for the construction of buildings for leprosy treatment; schemes for the development of the King Institute, Guindy. These schemes are to be arranged in the order of urgency.

In addition to the programme mentioned above, the Government has ordered that a general building scheme on similar lines is to be prepared every year for schemes pertaining to that year. Building schemes which have already been prepared or taken up in advance of the post-war schemes will be given precedence in the general building programme.

(The Hindu, 9-10-1946).

### Health Plan of Punjab Government.

Better environment, better nutrition and protection of people from epidemic and endemic diseases are three planks in the post-war health development scheme of the Punjab Government. A sum of Rs. 20 million has been earmarked for the extension and improvement of drinking water supplies in rural and urban areas. A plan has been drawn up to establish herds of milch cattle throughout the province under conditions which will make clean milk production possible. The recommendations of the Bhore Committee are being examined and the present health plan may be suitably altered to introduce, on an experimental basis in the first instance, a health service of the type envisaged by the Committee.

Sanitation and Malaria.- Paving of streets and introduction of drainage in villages are to be undertaken in order to improve sanitation, while a scheme for collection of wastes and their utilization as manure is under consideration. This ~~new~~ linking of conservancy with manure production is expected to result ~~in increasing crop production~~ in increasing crop production. To combat malaria, Rs. 10 million has been set apart for drainage works, application of insecticides like DDT and other measures.

Labour Welfare and Housing.- It is proposed to double the number of maternity and child welfare centres in the province. Village housing will receive attention. Model houses are to be constructed in a large number of villages.

(The Statesman, 28-10-1946).

EDUCATION.

5-Year Education Plan for Rewa State.

The Rewa State has adopted a five-year education plan costing Rs. 1,500,000 a year. The plan envisages the opening of 500 primary, 100 middle, 25 Anglo-Vernacular middle schools, five high schools and one technical and agricultural institute. Free and compulsory education, revised teachers' salaries with regular grades, free secondary education for girls, scholarships to deserving students, emphasis on vocational instructions are some of the main features of the plan.

(The Statesman, 7-10-1946).

U.P. Literacy Drive to begin in July, 1947:

One Primary School for 1,000 Villagers.

The United Provinces' Government's literacy drive is to begin in July 1947. This was announced at a press conference, held at Benares on 26-10-1946, by Mr. Sampuranand, Minister for Education in the United Provinces. The Government has decided that there must be one school for every group of 1,000 villagers and this meant that, about 43,000 new primary schools were needed in the province. The implementation of the scheme would cost Rs. 4 to 5 million in the first year.

Initial Difficulties.- The main initial difficulties related to the availability of trained teachers and buildings. The Government had, however, decided to carry on with untrained teachers to begin with. These teachers would be given facilities after three years to get the necessary training or the Government might send trained teachers to village schools for giving the necessary training to the untrained teachers. As regards the difficulties of the ~~building~~, the Government had decided to open schools even in kutchha buildings (i.e. thatched sheds with ~~wall~~ mud walls) but with pucca floors. Each village school would have a library, a wrestling enclosure and a garden.

Secondary Education.- The secondary course of four years' education would be given in four kinds of schools, namely schools for arts, science, commerce and industries. All such schools would have career masters, who would be trained psychologists and guides in selecting careers for students. If a student was found unfit in one school after two years, he would be transferred to another school on the recommendation of the career masters.

(The Hindustan Times, 28-10-1946).

Control Measures.

Control over Oil-Seeds to continue.

A press note, issued on 30-10-1946, announces that after careful consideration of the recommendations of the All-India Oil-seeds Conference held in September (vide pages 28-29 of the report of this Office for September, 1946), the Government of India has decided to continue the policy of co-ordinated control over prices and movement of edible oils and oilseeds in conformity with an all-India basic plan. The provincial and State Governments have been advised to take immediate action to implement this policy. As regards exports of oils and oilseeds, there will be no change in the present policy of the Government of permitting exports of only such quantities which are in excess of the needs of the country, and to allow exports of oil in preference to oilseeds. Details regarding export prices, the method of export and the quantities to be exported are engaging the attention of the Government.

(The Hindustan Times, 31-10-1946).

Calcutta Rent Ordinance, 1946.

The Bengal Legislature not being in session, the Calcutta Rent Bill 1946, to which reference was made at page 58 of the report of this Office for August 1946, could not be enacted in time. The Governor of Bengal has, therefore, promulgated the Calcutta Rent Ordinance, 1946 (Bengal Ordinance No.V of 1946), on 30-9-1946. The Ordinance came into force on 1-10-1946, and applies to the whole of Calcutta.

Under the Ordinance, it shall not be lawful for any landlord to increase the rent in excess of the standard rent (i.e. the rent on which the premises were let on 1-12-1944 or the rent fixed under the Calcutta Rent Control Order, 1943), or to receive or claim in consideration of the grant, renewal or continuance of a tenancy of any premises, the payment of any premium, salami, fine or any other like sum in addition to the rent, or the payment of any sum exceeding one month's rent of such premises as rent in advance, except in the case of long leases for purposes of development. Nor can a landlord secure an order or decree for the recovery of possession of any premises so long as the tenant pays the full rent and performs the conditions of tenancy.

(The Calcutta Gazette, Extraordinary,  
dated 30-9-1946, Part IV-A, pages, vii-xx).

Bihar Buildings (Lease, Rent and Eviction Control)  
Ordinance, 1946.

The Government of Bihar gazetted on 1-10-1946, the Bihar Buildings (Lease, Rent and Eviction Control) Ordinance, 1946, to regulate the letting of buildings and the rent of such buildings, and to prevent unreasonable eviction of tenants. The Ordinance came into force on 1-10-1946, and applies to a number of local areas, listed in a schedule attached to the Ordinance.

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Under the Ordinance it shall not be lawful for any person to claim or receive, in consideration of the grant, renewal or continuance of a tenancy of any building, the payment of any premium, salami (gratification), fine or any other like sum in addition to the rent, or the payment of any sum exceeding one month's rent of such building as rent in advance. Also it shall not be lawful for any ~~landlord~~ landlord to increase the rent or claim any rent in excess of the rent which was, on the notified date, payable for such building, except on the ground, and to the extent, of increase in the municipal rates, taxes, etc. The Ordinance contains provisions to prevent the unreasonable eviction of tenants.

(Bihar Ordinance No. II of 1946; The Bihar Gazette, Extraordinary, dated 1-10-1946, pages 6-20 ).

Madras Buildings (Lease and Rent Control) Act, 1946.

The Madras Buildings (Lease and Rent Control) Bill, 1946, (vide pages 59-60 of the report of this Office for August 1946) was passed by the Madras Legislative Assembly on 11-9-1946 and by the Madras Legislative Council on 14-9-1946. On ~~being~~ having received the assent of the Governor-General of India, the Bill has now become an Act and came into force on 1-10-1946. A press note issued by the Government of Madras, on 3-10-1946, sets out the main differences between the provisions of the Act and those of the Rent Control Orders. The more important among these are as follows:- (1) The Rent Control Orders extended to the whole of the Province of Madras. The Act applies only to the City of Madras and to all municipalities within the Province with a provision for extension to other areas, if necessary. (2) There was no ~~such~~ provision in the Rent Control Orders enabling a landlord to apply to the Controller for the fixation of fair rent for his building. But such a provision has now been introduced in the Act. (3) Under the Rent Control Orders, in fixing the fair rent for a building, the Controller could allow only an increase of  $8 \frac{1}{3}$  per cent over the prevailing rate of rent or the municipal rental value of the building during 1939-40. In the Act, different rates of increases have been allowed for residential and non-residential buildings. The increase in the case of residential buildings, constructed before April 1940, may not exceed 25 per cent of the rent for the same or similar accommodation in 1939-40, and the increase in the case of non-residential buildings, built before April 1940, may not exceed 50 per cent of the rent for the same or similar accommodation in 1939-40. These maxima may be doubled for buildings constructed after the 1st April, 1940. (4) Under the Rent Control Orders, a landlord could apply for the eviction of a tenant for the reasons specified therein. The scope of this provision has been enlarged in the Act and it has been provided that a tenant can be evicted if he transfers his right under the lease or sublets even a portion of the premises or commits such acts of waste as are likely to impair materially the value or utility of the building or is guilty of such acts and conducts which are a nuisance to the occupiers in the neighbourhood.

(The Hindu, 12 and 15-9-1946; and  
4-10-1946 ).

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N.W.F. Province House Rent Control and Essential  
Services Ordinances, 1946.

The Governor of <sup>the</sup> North-West-Frontier Province promulgated in the first week of October the N.W.F.P. House Rent Control Ordinance, 1946, continuing the safeguards to tenants hitherto provided by <sup>the</sup> Rent Control Order of 1942.

Another Ordinance called the Essential Services Ordinance, 1946, has also been promulgated by the Governor, by which any person (or persons) employed under the Crown in any essential employment, would be committing an offence if he disobeys any lawful order in the course of such employment, or absents himself from working, or without reasonable ~~excuse~~ ~~himself~~ excuse abandons such employment or absents himself from work or departs from any area ~~specified~~ specified in an order under this Ordinance.

("Dawn", 6-10-1946).

Sind Rent Restriction Bill, 1946.

The Government of Sind gazetted on 2-9-1946, the Sind Rent Restriction Bill, 1946, to regulate the supply of accommodation whether residential or non-residential, in the province of Sind. The Bill provides for the determination of fair rents of premises by the Government Rent Controller, and the prevention of unreasonable eviction of tenants. It applies to areas where rent control ord<sup>er</sup> ~~is~~ already in force and may be ~~extended~~ extended by Government to any area by notification. It is to be in force for a period of one year, in the first instance, but may be continued for successive periods of one year at a time, <sup>if</sup> the circumstances so require. <sup>Statement of Objects and</sup> Reasons points out that the Defence of India Rules, 1939, under which the Sind (Residential Premises) Control Order, 1942, and the Sind Rent Control (Non-residential Premises) Order, 1943, were made expire on the 30-9-1946. The housing problem in the Province, however, still continues to be acute. It has, therefore, been necessary to replace the above two Orders by legislation which should be in force until ~~the~~ housing conditions improve. The Bill provides <sup>for</sup> such legislation.

(The Sind Government Gazette, Extraordinary,  
dated ~~2-9-1946~~ 2-9-1946, pages 319-331).

U.P. (Temporary) Control of Rent and Eviction Ordinance, 1946.

Reference was made at page 60 of the report of this Office for August, 1946, to the United ~~Provinces~~ Provinces (Temporary) Control of Rent and Eviction Bill, 1946. As the Bill could not be enacted during the last session of the legislature, it has now been promulgated with some minor modifications as the United Provinces (Temporary) Control of Rent and Eviction Ordinance, 1946 (U.P. Ordinance No. III of 1946). The Ordinance will, however, cease to operate at the expiration of six weeks from the re-assembly of the Legislature or if a resolution disapproving it is passed by the Legislative Assembly and agreed to by the Legislative Council.

(Government Gazette of the United Provinces,  
Extraordinary, dated 1-10-1946, pages 1-3).

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Bengal Consumer Goods Control Ordinance, 1946.

The Government of Bengal gazetted, on 30-9-1946, the Bengal Consumer Goods Control Ordinance, 1946. It makes provision for the continuance of the Government's powers to control ~~xxxx~~ production, supply and distribution of, and trade and commerce in certain commodities in Bengal. It applies to the whole of the Province and ~~is to~~ come into force on 1-10-1946.

The consumer goods over which control is sought to be exercised are listed in a schedule attached to the Ordinance, and include bicycles, table fans, clocks, fabrics, and utensils.

(Bengal Ordinance No. VII of 1946.  
The Calcutta Gazette, Extraordinary,  
dated 30-9-1946, Part II-A, pages  
XXIX-XXXI).

Bihar Essential Articles Control (Temporary Provisions)  
Ordinance, 1946.

The Government of Bihar gazetted on 1-10-1946, the Bihar Essential Articles Control (Temporary Provisions) Ordinance, 1946. The Ordinance seeks to regulate the production, supply, distribution, transport and prices of essential articles and trade therein within the province of Bihar. It came into force on 1-10-1946, and applies to the whole of the Province.

The essential articles over which control is to be exercised are listed in a schedule appended to the Ordinance, and include drugs, aluminium, brass and copper utensils, non-ferrous metals, bricks, ice, and all articles the prices of which have been fixed under the Hoarding and Profiteering Ordinance, 1943.

(Bihar Ordinance No. III of 1946.  
The Bihar Gazette, Extraordinary,  
dated 1-10-1946, pages 21-31).

Bombay Essential Commodities and Cattle (Control)  
Act, 1946.

The Bombay Essential Commodities and Cattle (Control) Bill, 1946, (vide page 61 of the report of this Office for September 1946) received the assent of the Governor-General on 30-9-1946, and has been gazetted as the Bombay Essential Commodities and Cattle (Control) Act, 1946, (Bombay Act No. XXII of 1946).

(The Bombay Government Gazette, dated  
30-9-1946, Part IV, pages 187-191).

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Central Provinces and Berar Specified Commodities  
(Control) Bill, 1946.

The Government of the Central Provinces and Berar gazetted, on 27-9-1946, the Central Provinces and Berar Specified Commodities (Control) Bill, 1946, The Bill extends to the whole of the Central Provinces and Berar.

The Statement of Objects and Reasons, attached to the Bill, points out that in the present circumstances, it is essential that "controls" in respect of raw cotton produced in India, raw cotton produced outside India, non-ferrous metals, cement and ~~xxx~~ drugs and medicines should be continued. Pending legislation by the Government of India for the continuance of the control orders, provincial legislation has been undertaken as an interim measure to avoid a break in continuity of the relevant control orders. Its operation will be terminated as soon as Central Legislation covering the subject is ~~xxx~~ brought into force.

(The Central Provinces and Berar Gazette,  
Extraordinary, dated 27-9-1946, pages 287-289).

Madras Essential Articles Control and Requisitioning  
(Temporary Powers) Act, 1946.

The Madras Essential Articles Control and Requisitioning (Temporary Powers) Bill, 1946, (vide page 59 of the report of this office for August 1946) was passed by the Madras Legislative Assembly on 10-9-1946, by the Madras Legislative Council on 14-9-1946, and on receiving the assent of the Governor-General of India, has now become the Madras Essential Articles Control and Requisitioning (Temporary Powers) Act, 1946. In addition to the articles already listed at page 59 of the report of this office for August 1946, the Government of Madras has declared the following also to be essential articles, viz., cotton textiles, iron and steel, aluminium, brass and copper utensils, a number of non-ferrous metals, drugs and cattle fodder.

(The Hindu, 10, and 14-9-1946; and 1 and  
3-10-1946 ).

United Provinces Control of Supplies (Temporary Powers)  
Ordinance, 1946.

The Government of the United Provinces gazetted, on 30-9-1946, the United Provinces Control of Supplies (Temporary Powers) Ordinance, 1946 (U.P. Ordinance No. II of 1946). The Ordinance provides for the continuance, during a limited period, of the Government's powers to control the prices and distribution of, and trade and commerce in, certain essential commodities including cement, cotton, drugs, matches, non-ferrous metals and molasses. It applies to the whole of the province, and came into force on 1-10-1946.

The Ordinance was promulgated in view of the fact that the Defence of India Act, 1939, in virtue of which the provincial Government enjoys its present powers to control the prices and distribution of certain essential commodities was due to expire on 30-9-1946, and the necessary legislation for the continuation of the control measures could not be enacted in time as the United Provinces Legislature was not in session.  
(Government Gazette of the United Provinces,

Relaxation of Controls.

Hoarding and Profiteering (Prevention) Ordinance, 1943,  
Withdrawn: Government to watch Future Price Trend .

According to a press note issued early in October, the Hoarding and Profiteering (Prevention) Ordinance, 1943, and the Consumer Goods (Control of Distribution) Order, 1944, lapsed on 30-9-1946. The Government of India will, therefore, no longer fix ceiling prices or margins of profit under the former Ordinance or issue instructions with regard to the distribution of articles covered by the latter order. In allowing these particular controls to lapse, the Government of India hopes that the conditions which necessitated their imposition will not recur. The Government of India will watch the results of this withdrawal of profiteering and hoarding controls. The note, however, points out that the provincial Governments are, free under their own powers of legislation to judge and introduce laws to control prices and distribution as necessitated by local conditions. The Government of India also is prepared to consider the re-imposition of these laws from the Centre, if it is found on consultation with provincial Governments that there is any tendency to exploit the consumer once again.

(The Statesman, 5-10-1946).

2021/10  
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Demobilisation and Resettlement.

Over One Million Servicemen demobilised in India:  
Demobilisation Figures upto 30-9-1946.

Total releases from all the three Armed Services in India upto 30-9-1946, amount to 1,034,152. During September this year, 535 were released from the Royal Indian Navy, 80,700 from the Indian Army and 2,014 from the Royal Indian Air Force. The total decrease in the strength of the Navy since demobilisation started and up to 30-9-1946, amounts to 1,602 officers, 16,444 ratings, 602 WRIMS and 199 civilian personnel. Since V.J. Day and up to the end of September 1946, 999,185 men and women were released from the Indian Army. The Royal Indian Air Force released 20 officers in September, 1,061 airmen and 993 enrolled followers. Total releases from the RIAF amount to 176 officers, 8,066 airmen, 7,827 enrolled followers and 51 non-combatant technicians.

(The Statesman, 27-10-1946).

Government's Vocational Training Scheme for  
Ex-Servicemen.

The Government of India has published this month the details of a scheme under which training in 131 different trades and professions, classed under five occupational groups, will be imparted to ex-Servicemen, so as to facilitate their resettlement in civil life. (Reference has already been made to this scheme at ~~pages~~ page 57 of the report of this office for November 1945). The object of the scheme is twofold. It seeks to train demobilised Services personnel in useful occupations and enable them to increase ~~their~~ their productive and earning capacity. At the same time, it aims at creating the requisite skilled man-power for the economic development of the country with special reference to agriculture and cottage and small-scale industries. The ~~aim~~ <sup>aim</sup> of the scheme ~~is~~ is to enable ex-Servicemen to retain their present standard of living, and as at present approved by the Government of India, it is to be worked for three years.

Training Centres.- Training will be given at six training centres to be specially set up by the Labour Department and in existing Government (Central, provincial and Indian States) and private institutions. The six Labour Department training centres will be located at Delhi, Patna, Cocanada, Bilaspur, Sialkot and Almora, with a training capacity of 250 each. Sanction has already been accorded by the Central Government to the vocational training of ex-Servicemen in five existing establishments in the United Provinces with a total of 265 seats; three in the Punjab with a total of 90 seats; and 14 in Bengal with a total of 95 seats. Ex-Servicemen are now being admitted to these training centres. Recommendations are being received from other provinces in regard to the opening of training centres and it is expected that vocational training will be started in these provinces in the near future.

The five occupational groups in which training will be provided are: (1) agriculture and allied occupations; (2) cottage and small-scale industries; (3) commercial occupations; (4) miscellaneous, professional and semi-professional occupations; and (5) apprenticeship in large-scale and non-engineering industries. These include the cultivation of food and fodder crops, commercial crops, vegetable and fruit-gardening, care of cattle, poultry farming, sericulture, pisciculture, lac cultivation, cotton ginning and spinning, wool shearing, cleaning and spinning, hand-weaving, cotton and other fabrics, power-loom weaving, calico printing, casting and turning of brass and other metals for production of domestic wares, engraving, embossing and enamelling of brass and metal wares, wood turning and carving, manufacture of foot-wear, earthenware and stoneware and porcelainware, soap-making, block-making and photo engraving, lithography, stenography, salesmanship and accountancy, cooking and domestic service. Apprenticeship will be arranged in cotton, wool and jute mills, cement factories, glassware and porcelain factories, etc.

Qualifications for Admission.- Demobilised persons who have completed six months' approved service, will be eligible for training under this scheme. They must possess the necessary aptitude and basic qualifications required for the trade or occupation in which they apply for training. Training will be given to persons whose previous training and experience acquired during the war or before, ~~are~~ not sufficient for employment in civilian life. The duration of the training will vary according to the trade.

In order to ensure proper co-ordination, avoid overlapping and reduce expenditure, the Government has decided that all training schemes sanctioned for the Directorate-General of Resettlement and Employment should be placed under the unified control of one Director of Training and that unification should extend to the inspectional and office staff in the regions.

(The Statesman, 18-10-1946) . . . +

Post-War Reconstruction.

Advisory Planning Board set up.

A press communiqué issued in the last week of October, announces that the Government of India has decided to appoint an Advisory Planning Board to co-ordinate and improve plans for the development of the country, and to review the planning work that has already been done, whether by official or non-official agencies, and to make recommendations to Government regarding objectives and priorities, and regarding the future machinery of planning. The Board, which consists of a number of officials and prominent non-officials, is to be presided over by Mr. K.C. Neogy. It will meet early in November and is expected to complete its work in about two months.

(The Statesman, 27-10-1946).

36 Advisory Committees set up to help in Industrial Development: Government of India's Move.

With a view to establishing closer contact with industries and to ensure prompt assistance in their development and day-to-day progress, 36 committees, have been set up to advise the Director-General of Industries and Supplies.

The industries for which such committees have been set up include machines and machine tools, engineering, electrical goods and appliances, metals, paper, newsprint and boards, plastics, glass, ceramics, rayon, tar products, fine chemicals, heavy chemicals, surgical instruments, soap, paints and varnishes and enamelware. A committee for the leather industry is shortly to be established. Some of the committees may have to be expanded and more committees may be formed when more industries are taken up for development.

Each committee consists of about 4 to 6 representatives of industrialists, the appropriate Development Officer in the Directorate-General, Industries and Supplies, and, where necessary, representatives of provincial Governments.

The committees will meet once in three months, or oftener, as necessary.

(The Statesman, 19-10-1946).

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Bombay Government's Five-Year Reconstruction Plan  
to cost Rs. 866 Million: District Conferences to  
ensure Popular Support.

At a press conference held at Bombay on 26-10-1946, ~~the~~ Mr. L.M. Patil Bombay's Minister for Excise and Reconstruction announced that the Bombay Ministry had approved of a vast five-year reconstruction scheme for the province ~~amounting~~ costing in the aggregate Rs. 866,091,000 (vide pages 47-48 of the report of this Office for June 1946). Some parts of the five-year scheme were already in operation, while some other items would be implemented "immediately". The "big schemes", however, will come into operation next year. Some of the items of reconstruction already in operation were the expansion of the agricultural college, multiplication and distribution of improved grades of seed, vegetable and fruit cultivation and the use of groundnut cake and bone-meal in the cultivation of paddy.

The ~~main~~ sum of Rs. 866,091,000 represents both the capital cost and the recurring expenditure ~~of~~ for the five-year period. The main heads of expenditure are: Agriculture: Rs. 160.3 million; Education: Rs. 168.4 million; Health and Medical Relief: Rs. 100.5 million; Approach ~~roads~~ roads to villages, other road communications and essential buildings: Rs. 106.6 million; Irrigation: Rs. 95.0 million; Electric grid system: Rs. 84.6 million; Labour Welfare: Rs. 80.0 million; Nationalisation of public transport: Rs. 54.5 million; Industries and Fisheries: Rs. 12.0 million; Amelioration of backward classes: Rs. 10.0 million; and Training of Public Works Department Staff and Setting up of administrative machinery: Rs. 15.0 million.

The Programme.— The development programme will incorporate schemes relating to the following items: (1) The development of backward and neglected areas, that is those areas in which ~~and~~ Adivasis, Dublas, Bhils and other aboriginal tribes live; (2) development of areas which are being depopulated on account of endemic diseases; (3) provision of an adequate supply of drinking water in all villages; (4) extension of irrigation facilities by the construction of wells, tanks, and major canal systems and the repair and rehabilitation of existing works; (5) increased production of food grains; (6) all-round agricultural development, that is the extension of the supply of improved varieties of seed, manures and implements, development of ~~veterinary~~ animal husbandary, the provision of veterinary aid, land development, prevention of land erosion, etc.; (7) promotion of secondary occupations allied to agriculture, of cottage industries and of fisheries; (8) encouragement of small-scale and large-scale industries; (9) construction of village approach roads and of culverts and bridges on the main arteries of communication in the rural areas; (10) generation of electric power and its distribution; (11) planning of urban areas with the object of providing an efficient system of water supply, improving general sanitation (drainage, disposal of sewage and conservancy) and securing dust-proofing of streets and squares and clearing slums; (12) provision of facilities for the employment of able-bodied persons who may be without work; (13) housing of industrial workers; (14) promotion of schemes of labour welfare; (15) expansion of education in all its branches; (16) provision of medical relief, especially in rural areas, and the safeguarding of the health of the people; (17) improvement of the status of women; (18) removal of untouchability; (19) promotion of communal harmony; (20) suppression of prostitution and immoral traffic; (21) prevention of professional begging and rehabilitation of beggars and destitutes and disabled persons; (22) development of local self-government institutions including village panchayats; (23) expansion of the activities of co-operative societies of all types; (24) introduction of prohibition; and (25) improvement of conditions in jails and lock-ups.

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Measures to ensure Popular Support: District Conferences to be Organised.- The preparation and execution of the detailed schemes is, however, a gigantic task, and the Government of Bombay feels that the official machinery alone will not be able to cope with it without the whole-hearted co-operation of the public, and especially of public-spirited persons and social workers. To arouse the interest and enthusiasm of the people and harness them to the successful execution of the development programme, it is the intention of Government to consult the wishes of the people of each district with regard to the formulation of schemes pertaining to their district. With this object in view, Government proposes to hold conferences at the headquarters of every district in the Province. Members of the Legislative Assembly and members of the Legislative Council representing the district, Presidents of Local Bodies, two or more leaders from each taluka, who are acquainted with the local problems and local needs, and experienced social workers in the district, members of the District Rural Development Board, the chief Government officers and experts in the district will attend the conference. Specific programmes are to be formulated with definite targets, for execution, year by year and district by district.

Finance.- The reconstruction programme is to be financed as follows:- Subventions from the Government of India—Rs. 17.5 million; from the Bombay Government's post-war reconstruction fund—Rs. 12.5 million; revenue surpluses—Rs. 10 million; proceeds from fresh taxation—Rs. 10 million. The remaining amount of nearly Rs. 36 million will be made up by loans. According to Mr. Patil, the actual recurring expenditure for the five-year period will be Rs. 76,600,000. Some of the items will be partly or wholly self-financing, such as electric grid, public health projects, roads and buildings, and transport.

(The Times of India, 28-10-1946;  
Bombay Information, 12-10-1946).

#### Bombay's Plans for Power Development: Electric Grid Department set up.

To proceed with the establishment of an electric grid system in regions which lend themselves to such development economically under quasi-state control and to bring the energy within reach of a progressively increasing number of the urban and rural population, the Government of Bombay has set up a Special Grid Department. The objects with which the Electric Grid Department has been set up are: (1) to rationalise the generation of electricity by generating it at a few selected stations ~~have~~ having natural advantages; (2) to make available progressively large amounts of electricity at low rates; and (3) to bring the energy within reach of a progressively increasing number of the urban and rural population.

The development programme under execution at present consists of: (1) North Gujarat Grid Scheme; (2) South Gujarat Grid Scheme; and (3) Rural electrification and small town schemes based on small diesel stations. In addition to these the Government proposes to take up within the next 10 years, the Koyna Hydro Project with an ultimate capacity of 200,000 K.W. for supplying electric power to the Deccan including the industrial areas of the Sholapur, Satara and Poona districts, the Kalinidi Hydro Project with an ultimate capacity of 80,000 K.W.; the Bhatgar Hydro Electric Project with a generating capacity of 10,000 K.W.; and the Bhandardara-Randha Electric Scheme with a generating capacity of 15,800 K.W.

To promote rapid development of the use of electricity by agriculturists and cottage and small-scale industrialists, specially in rural areas, it is proposed to assist them financially in acquiring electrical machinery and equipment on hire-purchase terms.

(Bombay Information, 12-10-1946).

Development Board to be set up in U.P.

It is learnt that the Government of the United Provinces proposes to set up a provincial development board to co-ordinate reconstruction schemes concerning education, local self-government, industries, agriculture, animal husbandry, and the co-operative movement. The Development Minister, Dr. K.N. Katju, will be chairman of the Board. The Ministers in charge of Communications and Public Works, Local Self-Government and Public Health, Agriculture, and Education, the Industrial Adviser to the United Provinces Government, the Chief Engineer of the Buildings, Roads and Canals Department, and the heads of the Industries, Agriculture, Animal husbandry, Co-operative, Public Health and Medical Departments will be its members. The secretary of the Board will be the Development Commissioner of the Province.

(The Statesman, 11-10-1946).

GENERAL.

Indian Delegation to Preparatory Commission  
of F.A.O.

The names of the members of the Indian delegation to the meeting of Preparatory Commission of the F.A.O. at Washington, on 28-10-1946, were announced in the middle of October. Dr. K.N. Katju, Minister for Justice and Development, United Provinces, is to lead the delegation. The other members are Sir S.V. Ramamurthi, alternate delegate; and Mr. A.D. Gorwala, Dr. V.K.R.V. Rao, Dr. Radhakamal Mukerjee, Mr. G. Parameswaran Pillai, Prof. C.N. Vakil, and Chaudhri Mukhtar Singh, advisers.

(The Hindustan Times, 17-10-1946).

India's Membership of International Bank and  
Monetary Fund: Assembly votes for Continuance.

The Central Legislative Assembly adopted unanimously, on 29-9-1946, ~~an~~ <sup>an</sup> ~~government~~ motion recommending to the Government of India that India should continue to be a member of the International Monetary Fund and the International Bank for Reconstruction and Development.

(The Hindustan Times, 30-10-1946).

Official

List of the more important publications received in this  
Office during October, 1946.

Conditions of Work

- (1) Administration Report of the Labour Department on the work done for the Amelioration of the Eligible Communities for the year ending 31st March 1945. Printed by the Superintendent, Government Press, Madras. 1946.
- (2) The Health of the Industrial Worker in India. A report by Dr. T. Bedford, D.Sc., Ph.D., M.I.Min.E., of the Industrial Health Research Board of the Medical Research Council in the United Kingdom. Issued by the Department of Health, Government of India. Printed at the Government of India Press, Simla. 1946.

Living Conditions.-

The Kolar Gold Field. Compiled by the Kolar Gold Field Mining Board. (Pamphlet). 31-7-1946.

Education.-

Report on the Progress of Education in Orissa for the year 1943-44. Superintendent, Orissa Government Press, Cuttack. 1946. Price Re.1-10-6 or 2s.6d.

Miscellaneous.-

Administration Report of the Municipal Commissioner for the City of Bombay for the year 1944-45. Bombay: Municipal Printing Press. 1945.