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INTERNATIONAL LABOUR OFFICE
INDIAN BRANCH

Report for September 1942.

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

<u>Contents</u>	<u>Pages</u>
1. <u>National Labour Legislation.-</u>	
<u>Bombay:</u>	
Draft Bombay Lifts Rules, 1942.	1
<u>Punjab:</u>	
Extension of the Punjab Trade Employees' Act to More Centres.	1
<u>Sind:</u>	
The Draft Sind Industrial Disputes Bill, 1942.	1
2. <u>Social Policy.-</u>	
Government's Labour Legislation Proposals; Views of Vice-President of Indian Merchants' Chamber, Bombay.	2
3. <u>Conditions of Work.-</u>	
<u>Wages:</u>	
Review of Wages in the Bombay Cotton Mill Industry during the last 30 years.	3-5
<u>Industrial Disputes:</u>	
(a) Industrial Disputes in British India during 1941.	6-7
(b) Proposal of Government of India to amend the Trade Disputes Act; Views of A.I.T.U.C. on the Proposals.	7-9
<u>General:</u>	
(a) Labour Welfare Activities in Mysore Government Industrial Concerns.	10-12
(b) Labour Welfare in Mysore: Decisions of Labour Welfare Board.	12-13
4. <u>Economic Conditions.-</u>	
(a) Council of Scientific and Industrial Research: New Body set up by Government of India.	14-15
(b) Index Numbers of Weekly Wholesale Prices of Certain Articles in India from 19-8-1939 to 31-12-1941.	15
(c) Working Class Cost of Living Index Numbers for Various Centres in India during May 1942.	16
5. <u>Social Insurance.-</u>	
Working of the Workmen's Compensation Act in Bihar in 1941.	17
6. <u>Migration.-</u>	
Relaxation of Ban on Indian Emigration to Ceylon: Restricted Scope of Order.	18
7. <u>Professional Workers, Salaried Employees and Public Servants.-</u>	
Conditions of Work of Indian Journalists: Mr. Brelvi suggests Unionism among Journalists.	19

<u>Contents</u>	<u>Pages</u>
8. <u>Co-operation and Cottage Industries.-</u> Development of Small-scale Industries in U.P.: Sub-Committee appointed by Industrial Financing Corporation.	20
9. <u>Social Conditions.-</u> Agrarian Serfdom in India; Debt Bondage; Forced Labour; Illegal Exactions.	21-23
10. <u>Public Health.-</u> Rural Health in U.P.: Government's Scheme to subsidise Practitioners of Indigenous Systems of Medicine.	24
11. <u>Social Policy in War Time.-</u> <u>Wages:</u> (a) Increased Dearness Allowance for Low-Paid Government Servants in Orissa. 25 (b) Increased Dearness Allowance for Low-Paid Government Servants in Bihar. 25 (c) Demand of Coimbatore Mill Workers' Union for Bonus and Dearness Allowance. 26 (d) War Bonus to Workers in Express Mills, Nagpur. 26 (e) Increased Dearness Allowance for Low-Paid Government Employees in Assam. 26-27 (f) Pay of Indian Soldiers: Third Increase since 1939. 27 <u>Employment:</u> (a) Up-Grading of Semi-skilled Labour to Skilled Categories: Government of India's Plan. 28 (b) Employment of Bevin Boys: Statement by Labour Member. 28 (c) Labour Position in India vis-à-vis Political Situation: Review by Labour Member. 29 <u>War Transport:</u> (a) Review of War Transport Problems: Increased Efficiency of Railways. 30-31 <u>Price Control:</u> (a) Review of Action taken on the Decisions of the Five Price Control Conferences. 32-33 (b) Sixth Price Control Conference, New Delhi, 7 and 8-9-1942. 33-37 <u>Control Measures:</u> (a) Defence of India (Second Amendment) Ordinance, 1942. 38 (b) Bihar Essential Commodities (Possession and Storage) Order, 1942. 38 (c) Coal Distribution (Naga Hills) Order, 1942. 38 (d) Rubber Manufactures Control Order, 1942. 38 (e) Iron and Steel (Control of Movement) Order, 1942. 39 (f) Iron and Steel (Demand for Information) Order, 1942. 39	

Contents

Pages

1. <u>Social Policy in War Time.-</u> (Continued)	
<u>Labour Welfare:</u>	
(a) <u>Liaison between Government, Employers and Workers:</u> Appointment of Eight Assistant Labour Welfare Officers.	39
<u>Industrial Disputes:</u>	
Proposal to amend Government's Recent Order re. Lockouts: Interests of Non-Strikers.	39-40
<u>General:</u>	
Labour Force for Defence Works: Military Commanders Empowered to requisition.	40
<u>Production:</u>	
(a) Indian Industries and the War: Progress due to War Effort: Orders at the rate of Rs. 200 Million per Month.	41-43
(b) Final Report of American Technical Mission: Recommendations for Speeding up Production.	43-44
<u>Post-War Reconstruction:</u>	
Post-War Reconstruction Plans: Sir M. Visvesvaraya's Criticism of Government action.	45-46
2. <u>List of the more important publications received in this Office during September 1942.</u>	47.

Bombay.-

Draft Bombay Lifts Rules, 1942.

The Government of Bombay has gazetted for public consideration the draft of the Bombay Lifts Rules, 1942, which the Government intends adopting. The Rules relate to the general administration of the Bombay Lifts Act, 1939. The Rules are to be taken into consideration by the Government by 17-12-1942.

(The Bombay Government Gazette, Part IV-B, dated 24-9-1942, pages 371 to 391.)

Punjab.-

Extension of the Punjab Trade Employees' Act to
More Centres.

The Punjab Government has extended the Punjab Trade Employees Act, with effect from 1-10-1942, to the municipal limits of Kasur, Patti, Panipat, Karnal, Fazilka, Abohar, Muktsar, Gujrat, Jalalpur Jattan, Mandi Bahaudin, Moga, Gurgaon, Rewari, Jhang Maghiana, Chiniot, Sheikhpura, Nankana Sahib, Hissar, Hansi, Mian Channu, Pakpattan, Kalra, Wazirabad and Miranpur.

(Notification No. 4523-I. & L.-42/50512 dated 19-9-1942: The Government Gazette, Punjab, Part I, dated 25-9-1942, page 1100.)

Sind.-

The Draft Sind Industrial Disputes Bill, 1942.

The Government of Sind has gazetted the draft of the Sind Industrial Disputes Bill, 1942, which it intends introducing in the local Legislature. The Bill is modelled on the Bombay Industrial Disputes Act, 1938; changes which have been made are those which are considered necessary on account of the peculiar industrial conditions of Sind.

The special feature of the Bill is that strikes and lock-outs have been made illegal until the whole of the machinery provided for discussion and negotiation has been made use of. Grievances of workers or any alterations in their conditions of work will be fully investigated and conciliation will start to function immediately a dispute is likely to occur. There will be a Labour Officer to look after the interests of workers, and Conciliators or Special Conciliators will be appointed for any particular industry or in any particular local area according to the existing circumstances. Provision has also been made for the appointment of Boards of Conciliation. On behalf of workers negotiations will be carried on by their elected representatives, qualified unions, representative unions or by the Labour Officer. The Bill also provides for the appointment of arbitrators and a Court of Industrial Arbitration.

(The Sind Government Gazette, Part IV, dated 3-9-1942, pages 222 to 257.) *

2

SOCIAL POLICY

Government's Labour Legislation Proposals:
Views of Vice-President of Indian Merchants' Chamber, Bombay.

In the course of his speech at the second quarterly meeting of the Indian Merchants' Chamber, held in August 1942, Mr. Haridas Madhavdas, Vice-President of the Chamber, dealt with the effect on industry of the recent proposals of the Government of India in regard to labour legislation. Relevant extracts from the speech are reproduced below:

"The burdens imposed upon industry on account of social and ameliorative measures should be strictly limited to the capacity of the industry concerned to bear them. Government's present proposals include the grant of holidays with pay for industrial workers, compulsory recognition of trade unions, provident fund facilities, etc. The principles underlying all these measures may be sound, but as the Government of India themselves, on another occasion, said, "every sound principle of labour welfare is not capable of satisfactory general enforcement by legislative enactment." Industrial conditions during war are necessarily of an abnormal character and measures which are more or less of a permanent nature should be considered only in normal times. It is also not desirable to consider piecemeal proposals for labour reform as by such a procedure, employers would not be in a position to know the extent of the cumulative burden they would ultimately be called upon to bear on account of the cost of all such schemes. Under the Government of India Act, subjects like legislation relating to labour welfare are placed on the concurrent Legislative List, so that, both the Provincial as well as the Central Legislature have power to enact legislation in respect of matters relating to labour welfare. This has already led to diversity in labour standards as between the different Provinces. Added to this, there is the problem presented by the Indian States, where labour standards are admittedly low. The importance of securing uniformity in matters relating to labour legislation throughout geographical India has before now been stressed and when fresh proposals are under discussion, it will not be out of place to emphasize this aspect. By consultation and agreement between the different Provinces and the authorities of the Indian States, the Central Government should promote an all-India uniformity in matters relating to labour welfare, so that the factor of unequal competition caused by differential standards as between one Province or unit and the others would not be allowed to impose a handicap on any industry situated in a Province, which has been more progressive in its labour policy."

(The September 1942 issue of the
Indian Textile Journal). †

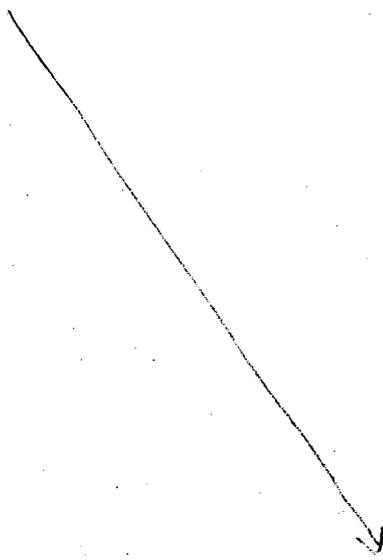
Conditions of Work.

Wages.

Review of Wages in the Bombay Cotton Mill Industry during the last 30 years.

An interesting article published in the September 1942 issue of the Indian Textile Journal studies in the light of statistics taken from Government publications, the present wages position in the Bombay textile industry. The article is summarised below:-

Review of Wage Fluctuations.- During the period from 1921 to 1937 the Labour Office of the Government of Bombay conducted six inquiries into the wages paid to the Bombay cotton mill workers. An examination of the statistics collected by these inquiries shows that the wages paid in July 1926 were the highest, as compared with those paid at any other period prior to 1937. The reason is that ~~the industry had been paying a dearness allowance of 70 per cent. and 80 per cent. to time- and piece-workers respectively from 1922 to 1933.~~ Since July 1937, when the last inquiry into wages was conducted by the Labour Office, however, the wage level in the industry has continuously shown a rise. By accepting the recommendations of the Textile Labour Inquiry Committee contained in its interim report, the wages in the industry were raised by 12 per cent. from February 1938 onwards. The second occasion when the wage level was increased was when the industry decided to implement the majority recommendations of the Rangnekar Board of Conciliation and to pay a dearness allowance equivalent to 10 per cent. of the average wages in the industry to all the workers with effect from the month of



December 1939. This dearness allowance was revised and placed on a sliding scale since July 1941, and these scales were extended, from time to time, in order to cover the rise in the Bombay Working Class Cost of Living Index Number. The dearness allowance according to the sliding scale varies from Rs. 4-8 to Rs. 18-8 for a month of 26 working days covering the variations in the Official Cost of Living Index Number from 124 to 183.

Average Earnings in 1914 and 1942.- The figures showing the average earnings of cotton mill workers based on the result of the inquiries conducted by the Labour Office up to July 1937 have been set out in the following table, together with the figures of earnings compiled by taking into account interim increases granted since February 1938 and the dearness allowances since December 1939.

Average Daily and Monthly Earnings of Bombay Cotton Mill Workers during the Period 1914 to 1942.

Period	Average Daily Earnings ^a .			Average Monthly Earnings (26 days)		
	Rs.			Rs.		
May 1914	0	10	1	16	6	0
May 1921	1	2	10	30	10	0
August 1923	1	4	2	32	12	0
July 1926	1	5	3	34	9	0
December 1933	1	1	2	27	14	0
October 1934	1	1	10	29	0	0
July 1937	1	1	6	28	7	0
February 1938	1	3	9	32	2	0
December 1939	1	5	9	35	6	0
August 1941	1	7	6	38	3	0
January-June 1942	1	8	9	40	4	0
July 1942	1	13	0	47	2	0

It will be seen that the workers are getting nearly 16 per cent. higher wages at present as compared with those in 1926, which was the highest level of wages reached before 1937.

Changes in Wage Levels of Important Classes of Workers.- A study of the average monthly earnings of certain numerically important occupations in July 1926 and during the first six months of 1942 reveals the fact that there has been marked increase in the earnings of cotton mill workers. The relevant figures are set out in the following table:

Occupations.	Average Monthly Earnings (26 days)					
	July 1926 10 hours.			From January to June 1942 9 hours		
	Rs.	a.	p.	Rs.	a.	p.
Drawing tenters	33	9	0	38	5	0*
				41	14	0**
Slubbing tenters	36	2	0	41	6	0
Inter tenters	33	5	0	37	12	0
Roving tenters	32	0	0	36	11	0*
				45	4	0**
Doffer boys	19	10	0	27	15	0
Tarwallas	24	15	0	32	9	0

(table continued)

	Rs. a. p.	Rs. a. p.
Siders	26 15 0	33 13 0*
		40 4 0**
Reelers	17 11 0	29 8 0
Grey winders	19 0 0	29 13 0
Colour winders	24 5 0	33 2 0
Two-loom weavers	47 9 0	48 15 0
Warpers	54 14 0	57 13 0
Drawers	47 9 0	55 14 0
Coolies	25 12 0	32 2 0

* Single

** Double

The figures given above indicate that in certain occupations, such as winders, reelers, tarwallas, doffer boys, etc., the average earnings of workers have increased by more than 30 per cent. as compared with July 1926 when the industry was paying 70 per cent. and 80 per cent. dearness allowance to time- and piece-workers respectively. If the figures of average monthly earnings are compiled on the basis of the dearness allowance paid in July 1942, the figure in the second column of the above table will show a further increase of 16 per cent. over the wage level during the first six months of this year, or, in other words, the wage level ~~is higher by 35 per cent. as compared with the wage level of July 1926.~~ in July 1942 is higher by 35 per cent. as compared with the wage level of July 1926.

Bonus and other Amenities. - In addition to dearness allowance, the Bombay industry paid a war bonus amounting to 12½ per cent. of annual earnings of workers during 1941 or a bonus equivalent to the wages of a month and a half in February 1942.

Unlike several other industries, the Bombay cotton mill industry established cheap grain shops in almost all the mills in Bombay for the benefit of their employees as early as in December 1939. Uniform prices are fixed by the Millowners' Association, Bombay, for each month, and food grains and other articles are sold at these prices in all these shops. A number of mills in Bombay, it is reported, have also started canteens for their workpeople at which tea and other eatables are available for sale. Prices fixed for tea and other articles of food have been maintained at their pre-war level. ✓

Industrial Disputes

Industrial Disputes in British India during 1941.

According to a communiqué dated 8-9-1942 on industrial disputes in British India during 1941, issued by the Department of Labour of the Government of India, the total number of strikes during the year (including 5 strikes in progress at the close of the year) was 359 and the number of workers involved 291,054 as compared with 322 strikes involving 452,539 workers during 1940. The total number of working days lost was 3,330,503 as compared with 7,577,281 in 1940. Cotton and Jute Mills accounted for 44 per cent. of the strikes, 70.3 per cent. of the workers involved and 66.6 per cent. of the loss of working days. In 227 disputes or 63.2 per cent., the chief demands related to wages or bonuses. The number of strikes in which the workmen were successful in gaining ^{any} concessions was 186 or approximately 52.5 per cent. of the total number of strikes ended during the year.

Regional Distribution. - During the year under review, there were 100 disputes in Bombay involving 89,907 workers and entailing a loss of 588,454 working days. Next comes Bengal with 80 disputes involving 82,182 workers and entailing a loss of 584,186 working days; the Punjab with 45 disputes involving 5,615 workers and entailing a loss of 89,159 working days; Madras with 28 disputes involving 25,302 workers and entailing a loss of 463,359 working days; the U.P. with 24 disputes involving 34,704 workers and entailing a loss of 279,203 working days; the C.P. and Berar with 19 disputes involving 27,872 workers and entailing a loss of 884,475 working days; Bihar with 9 disputes involving 11,295 workers and entailing a loss of 318,321 working days; Assam with 7 disputes involving 2,629 workers and entailing a loss of 5,036 working days; Sind with 5 disputes involving 445 workers and entailing a loss of 3,408 working days; Delhi with 2 disputes involving 2,200 workers and entailing a loss of 10,600 working days; and Ajmer-Merwara with 1 dispute involving 7,983 workers and entailing a loss of 124,303 working days.

Classification by Industries. - Classified according to industries, there were 144 disputes in cotton, silk and woollen mills involving 149,563 workers and entailing a loss of 1,807,295 working days; 26 in engineering workshops involving 10,828 workers and entailing a loss of 156,233 working days; 17 in jute mills involving 55,190 workers and entailing a loss of 410,047 working days; 7 in railways including railway workshops involving 22,318 workers and entailing a loss of 242,102 working days; and 5 in mines involving 4,998 workers and entailing a loss of 205,862 working days. In all other industries together, there were 163 disputes involving 48,157 workers and entailing a loss of 508,964 working days.

Causes and Results of Strikes. - Of the 359 disputes during the year, 218 were due to questions of wages, 55 to those of personnel

15 to those of leave and hours of work, 9 to those of bonus and 62 to other causes. In 75 cases the workers were fully successful, in 111 partially successful, and in 168 unsuccessful; 5 disputes were in progress at the close of the year. ✓

7

Proposals of Government of India to Amend the Trade Disputes Act:
Views of A.I.T.U.C. on the Proposals. ✓

The question of amending the Indian Trade Disputes Act in the light of its working since 1929 was discussed by the 1st and 2nd sessions of the Labour Ministers' Conference held in 1940 and 1941 respectively. The second session came to the following conclusions on the subject:

- (1) the procedure laid down in the Government memorandum to the 2nd session for the prohibition of strikes and lockouts during the period of conciliation may be adopted and legislation undertaken therefor;
- (2) such legislation might include provision for the employers giving information to the Labour Commissioner regarding conditions of labour in each individual concern;
- (3) ~~during the period of conciliation the status quo should be maintained both by the employers and by the employees;~~ and
- (4) any consequential suggestion following on the adoption of ~~these proposals~~ should be circulated to Provincial Governments for their opinion before the draft Bill is approved by the Government of India.

It was also generally agreed that Central Government undertakings and Federal Railways should, in reference to disputes arising in them, be the exclusive responsibility of the Central Government, but that there should be the closest liaison between any authority established by the Central Government for the resolution of such disputes and the existing conciliation authorities of Provincial Governments; and that in cases where a dispute is so localised that it can be treated in isolation, it is desirable to utilise the machinery of the Provincial Government for conciliation.

Views of A.I.T.U.C.- The General Secretary of the All India Trade Union Congress, Mr. N.M. Joshi, has made the following criticisms on the draft Bill recently circulated by the Government:

Controversial Nature of Legislation.- The Working Committee of ~~the~~ A.I.T.U.C. considers that the subject matter of the Bill is of a controversial nature and the Bill is, therefore, unsuitable for being discussed and enacted during war time. The Government of India, themselves, admit that for the purpose of preventing strikes taking place without notice and preventing their continuance during the process of conciliation, there is already provision made by Ordinances and Rules made under the Defence of India Act, and no inconvenience will be caused if the Bill is not proceeded with during war time. The Government of India cannot have forgotten the controversy and excitement that were caused during the passage of the Bombay Industrial Disputes

8

Act, 1939, and some time after, though the Bombay legislation is not one-sided as this Bill, which throws additional responsibilities and puts restrictions on the workers, without putting consequential responsibilities on the employers, and exempts the Governments from consequential responsibilities.

Need for Restriction on Changes in Conditions of Labour.- The Working Committee brings to the attention of the Government that though the Bombay Act makes strikes without notice and during the period of conciliation, illegal, it throws on the employer the responsibility of giving notice of every change in the conditions of employment. By merely prohibiting lock-outs without notice, the Government of India does not place employers and workers on a position of equality. To introduce a change in the conditions of which the employees do not approve, the employer has not to declare a lock-out. The employers who control the industry can introduce any change without notice and without any attempt at compromise or conciliation and force the workers if they do not approve of it to give the notice of a strike; as workers cannot give notice of a strike except in the last resort, the employers are placed in a very advantageous position, for they can force a change upon workers unless the workers adopt the risky habit of giving notice of a strike whenever the employers introduce even small changes in the conditions which the workers disapprove. The Working Committee hopes that the Government will see that this is one of the weaknesses of the provisions of the Bill as compared to the Bombay Industrial Disputes Act.

Moreover, the Working Committee draws the attention of the Government of India to the fact that the Bombay Act places an obligation upon the Bombay Government to investigate into every change in the conditions of service, which is sought to be introduced by the employers and which is not approved by the employees, with the result that employers will not lightly seek to change the conditions to the disadvantage of the workers without their consent, as they know that such a change or such changes will be investigated into by the Government even though the workers may not give notice of a strike.

Lack of Government Responsibility for Maintaining Conditions of Work.- Further, the Bombay Act throws the responsibility on the Bombay Government not only to investigate into all the disputes regarding conditions of service initiated either by the employers or by the workers, but throws on that Government the responsibility of approving the standing orders framed by the employers and also any subsequent changes made in them thereafter. In the Government of India Bill there is no provision for such approval by an independent authority. Also, in the Government of India's Bill there is no obligation on the appropriate Government to investigate into the disputes; it secures the power to delay strikes in any industry without any compulsory addition to its own responsibility.

The Working Committee points out that by its proposed Bill declaring strikes without notice illegal and punishable, the Government of India is converting what is only a civil wrong into a criminal offence, which is a serious disadvantage placed upon the workers. Recognising this, the Royal Commission on Indian Labour when dealing with the provisions in the Trade Disputes Act, 1929, making strikes without notice illegal even in the public utility services, observed: "In our view the weakest point of the Indian Provision is that, while it restricts the power of the workers in public utility services to

9
coerce the employers, it gives in return no assurance that their grievances will receive a hearing".

(The Trade Union Record, July 1942
issue.) ✓+

10

General

Labour Welfare Activities in Mysore Government Industrial Concerns. ✓

Mysore State has during the last few years advanced considerably in the industrial field. Several fairly large-scale concerns have been established, some by Government itself and some others with its help and guidance. With the development of industries, attention has increasingly been paid to labour conditions and labour welfare problems. Besides the adoption several years ago of a Factories Act, a Maternity Benefit Act and a Workmen's Compensation Act, the Government has recently issued instructions regarding the organisation of labour associations in all factories with a view to having the grievances of labour heard and remedied promptly. The labour welfare activities of some of the larger industrial concerns owned, controlled and run by the Government of Mysore are briefly noticed below. In addition to observing all the general labour welfare regulations, a special set of Working Service Rules has been framed under which the workers are given facilities in regard to leave, provident fund, bonus on retirement, etc. Under these rules, leave and provident fund benefits are admissible to all labourers. In some of these concerns, however, Government has gone a step forward and extended certain other facilities also.

I: Welfare Activities in Mysore Iron and Steel Works: The Mysore Iron and Steel Works started operations in January 1923. Since the very commencement the authorities of the Works have been mindful of the welfare of their employees. A Town Committee was constituted in 1924 with the Town Officer as Secretary and the Medical Officer, Civil Engineer, and some others representing residents as members and a senior officer as President. This Committee looked after the maintenance of buildings and roads, sanitation, education, street lighting, drinking water supply and medical facilities all of which were provided by the Works. The social amenities and needs were studied by this committee and the problems were tackled one by one as and when the finances of the Works permitted their introduction. A Welfare Department with a full-time officer and a Social and Welfare Committee was constituted recently.

Educational and Recreational Facilities.- 6 primary schools and a girls' middle school have recently been started by the Iron and Steel Works and are maintained by them in different labour colonies at Bhadravati and at the Mines at Kemmangandi and Bhadiganad as a part of welfare activities. Another primary school is being started this year. Besides these, an aided high school was established in 1938. The total number of boys and girls studying in the various schools in the New Town area is 1,322. Adult literacy classes have been organised where free education is imparted to grown-up illiterates. 81 adults took the first examination and 45 the second examination in 1941-42. The workers are slow to realise the importance of education and progress is therefore slow.

Reading rooms have been opened in four labour colonies and a free library has been opened in one of them.

Sports sub-committees for each labour colony have been formed and entrusted with the conduct of sports and games in the localities. The

11

Works provided sport materials and other facilities free of cost..

Dramatic troupes composed of employees of the Works are encouraged and facilities are provided for them to stage dramas. Open air dramas, magic performances, folk dancing, etc., are arranged for the entertainment of the people. A radio has been installed for the entertainment of the public in the evenings.

(2) Medical Facilities.- An hospital for men near the Works and another for women and children in the New Town are run by the Works. In-patient wards are attached to both the hospitals. A maternity ward is attached to the women's hospital, at which ante-natal and child clinics are held every week. The hospital is provided with an X-ray Department and an ambulance car. Medical aid is free to all employees of the Works. A Medical Officer visits at regular intervals the labour working in Mines, Tramways and in the Forests and renders necessary medical aid.

(3) Panchayats.- Petty quarrels among labourers are amicably settled by panchayat committees in each labour colony and the residents are advised to live amicably.

(4) Housing and sanitation.- The Works have laid out a town with a number of well-built and airy cottages, wide roads, etc., on a ridge half a mile to the west of the factory. The houses are of different types to suit the convenience of all classes of employees. Hand-flush latrines and underground drainage have been provided. Electric street lights, protected water supply, sanitation, roads and buildings, etc., have all been provided and maintained by the Works. Only nominal rents are charged on the houses and no charges are levied for Municipal services rendered. In spite of the fact that the Works have spent nearly Rs. 1 million on housing they have not been able to meet the demand for houses for all the labour. A scheme for laying out more labour colonies with cottages built by the Works is under consideration. To enable such of these labourers as would wish to put up temporary sheds, the Works have allotted house sites in three temporary labour colonies on a nominal ground rent and provided the colonies with electric street lights, drinking water taps and are looking after sanitation and health of the colonies.

(5) Works Service Rules.- The Government has introduced Rules of Service on the Works according to which the employees are entitled to the following among other benefits:- (1) leave with pay for 14 days for every year's service; (2) religious holidays for 2 days in a year; and (3) provident fund for all employees.

(6) Co-operation.- Two buildings have been built by the Works and given over to the Bhadravati Iron and Steel Works Co-operative Society, a combined credit and provision society composed of the employees of the Works. The Works have also been giving help to the society in the way of collection of dues from the members' pay on the Works, etc. A thrift deposit scheme has been introduced on the Works to enable employees to save their surplus earnings. Departmental debt redemption societies have been working in four departments of the Works, and these have helped considerably in releasing the workers from money lenders.

II. Welfare Activities in Government Electric Factory.- There is a small dispensary attached to the Factory, as also a full time physician

for immediate attendance on the employees whenever necessary. The sections are also provided with First Aid boxes. The Institution runs a Sports Club, of which all the employees of the Factory are members.

A labour association has been recently started, which is taking active interest in labour welfare work. A reading room in which newspapers and journals in English and Kannada will be available is proposed to be started early by the Sports Club and Labour Association. Coffee is being distributed free to all the employees of the Factory every afternoon. The factory authorities hope to start a canteen of their own, where cheap and wholesome food will be provided for the employees.

III. Government Soap Factory. - Two rooms, one for male and the other for female labour, in addition to the spacious side verandahs in the front of the Factory are made available for purposes of lunch during interval and for recreation after work hours. The factory always keeps a stock of household medicines and first aid remedies for emergencies as a first aid measure but not as a regular feature.

IV. Government Porcelain Factory. - Eight labourers' quarters have been constructed and they are occupied by labour employees. Arrangements for medical assistance to labourers have been made. The doctor at Mallewaram Dispensary visits the Factory twice a week and the labourers who desire to have medical assistance are asked to consult him. Proposals are under consideration for the formation of a sports club for labour employees and for the opening of a canteen within the premises to supply wholesome food and coffee and for providing other amenities.

V. Government Silk Weaving Factory. - Persons who are working in the night shift are given relief. A creche has been started just near the factory for the welfare of the children of the women workers. The factory has proposed to contribute Rs. 100 towards the expenses.

(Mysore Information Bulletin,
August 1942.) ✓+

Labour Welfare in Mysore:
Decisions of Labour Welfare Board. ✓+

A meeting of the Labour Welfare Board set up by the Mysore Government some time back was held on 31-7-1942 under the chairmanship of Mr. B.G.A. Mudaliar, Commissioner of Labour in Mysore. A brief review of the decisions of the Board is given below:-

Reconstruction of Labour Welfare Board. - The Board took note of the developments that had taken place in the matter of labour legislation since the last meeting of the Board in November 1941 and recommended that in view of the enactment of the Mysore Labour Act, and provision of conciliation machinery for the peaceful and amicable settlement of industrial disputes, the present Labour Welfare Board, constituted in October 1940, be reconstituted so as to include representatives of industrial employers, Registered associations of employees, general public interested in labour welfare, etc., to consider all matters affecting welfare of labour.

Promotion of Labour Welfare Scheme. - The Board was of the view that a separate Labour Welfare Section should be organised in the State Department of Labour and discussed the directions in which labour welfare

activities may be organised; the Board recommended that the association of employees may be encouraged to start labour welfare activities by the provision of grant-in-aid to supplement the welfare schemes introduced by employers and that wherever such welfare measures have not been organised, the Department of Labour may start welfare centres. The Board further recommended that the activities of the Labour Welfare section should be controlled and directed by the Commissioner of Labour with the advice of the Labour Welfare Board and that a trained Labour Welfare Officer should be immediately appointed to prepare labour welfare schemes for the consideration of the Board.

Collection of Labour Statistics.- The Board was of the view that the collection, compilation and publication of statistics relating to labour, such as, cost of living, etc., should be undertaken by the Department of Labour.

starting a Mysore Labour Gazette.- The Board was of the opinion that the publication of a Mysore Labour Gazette should be undertaken by the Department of Labour immediately, in which, in addition to labour intelligence, proceedings relating to cases under the Mysore Labour Act should also be published.

(August 1942 issue of the Mysore Information Bulletin.) ✓*

Council of Scientific and Industrial Research:
New Body set up by Government of India. ✓

After the setting up of the Board of Scientific and Industrial Research and the Industrial Research Utilization Committee the constitution of which was announced on 27-4-1940 and 1-2-1941 respectively (vide page 19, April 1940 report and pages 15-17, February 1941 report of this Office), the need was felt of a body that could co-ordinate and generally exercise administrative control over the work of the two organisations. There is the question, also, of how best the results achieved by the two bodies could be utilised in practice. It was urged on the Government of India that it will be of great value to Indian industrial research if an organisation was to be set up that will secure: (1) That donations made by industrialists are entirely devoted to initiate and promote industrial research, and (2) A simple procedure that will ensure the work of the organisation being carried on as expeditiously as possible.

Council of Scientific and Industrial Research set up.- The Government of India is of opinion that the objects set out above would be best achieved by constituting a Council of Scientific and Industrial Research on a permanent footing. The actual administration of the affairs as well as the funds of the Council are to be entrusted to a ~~Government~~ Governing Body of the Council constituted according to the Rules and Regulations of the Council, which will be a Registered Society. ~~The Council is to set up its own Advisory Bodies to examine proposals of Scientific and industrial research and to report to the Governing Body on the feasibility of the proposals and to advise on any other question referred to them by the Governing Body.~~ The Governing Body will have the Commerce Member, Government of India, as its president.

Functions of the Council.- The functions of the Council will be: (1) to implement the resolution adopted by the Central Assembly on 14-11-1941 recommending the establishment of an industrial research fund to which Government is to make an annual grant of 1 million (vide pages 25 to 26 of our November 1941 report); (2) the promotion, guidance and co-ordination of scientific and industrial research in India, including the institution and the financing of specific researches; (3) the establishment or development and assistance to special institutions or Departments of existing institutions for scientific study of problems affecting particular industries and trade; (4) the establishment and award of research studentships and fellowships; (5) the utilisation of the results of the researches conducted under the auspices of the Council towards the development of industries in the country and the payment of a share of royalties arising out of the development of the results of researches to those who are considered as having contributed towards the pursuit of such researches; (6) the establishment, maintenance and management of laboratories, workshops, institutes, and organisation of further scientific and industrial research and to utilize and exploit for purposes of experiment or otherwise any discovery or invention likely to be of use to Indian Industries; (7) the collection and dissemination of information in regard not only to research but to industrial matters generally; (8) publication of Scientific papers and a journal of industrial research and development; and (9) any other activities to promote generally the objects of the resolution mentioned in (1) above.

15

Advisory Bodies.- The Council has, at present, set up two Advisory ~~Board~~ Bodies, named the Board of Scientific and Industrial Research and the Industrial Research Utilization Committee. These bodies will tender their advice to the Governing Body of the Council of Scientific and Industrial Research instead of to the Government of India. (These bodies were set up originally in November 1940 and February 1941 respectively).

Industrial Research Fund.- The Government of India has decided that the ~~Industrial Research Fund~~ should be constituted by grants from the Central Revenues to which additions are to be made from time to time as money flow in from other sources. These "other sources" will comprise grants, if any, by Provincial Governments, by industrialists for special or general purposes, contributions from Universities or local bodies, donations or benefactions, royalties, etc., received from the development of the results of industrial research, and miscellaneous receipts.

(Resolution No. 148-Ind. (157)/41 dated 26-9-1942; The Gazette of India Part I, dated 26-9-1942, pages 1544 to 1546.)-

Index Numbers of Weekly Wholesale Prices of Certain Articles
in India from 19-8-1939 to 31-12-1941.*

Since the beginning of the war, the Office of the Economic Adviser to the Government of India has been issuing for official use a weekly statement showing the wholesale prices of certain articles in India with their index numbers. In view of the widespread interest now being shown on the subject of price movements, it has been thought desirable that this price index series should be made available to the public generally.

Accordingly, a publication entitled "Index Numbers of Weekly Wholesale Prices of Certain Articles in India from week ending August 19, 1939, to Week ending December 31, 1941", was issued on August 2, 1942.

The weekly index now issued is based on the prices of 23 important commodities in the following four main groups: (1) Food and Tobacco (Rice, Wheat, Tea, Groundnuts, Coffee, Sugar, Tobacco, and Copra); (2) Other Agricultural Commodities (Raw Cotton, Raw Jute and Linseed); (3) Raw Materials (Pig Iron, Coal, Lac, Wool, raw, Hides, and Skins, raw, Kerosene and Petrol); and (4) Manufactured Articles (Cotton Manufactures, Jute Manufactures, Cement, Galvanized Corrugated Sheets and Leather). The base period for this series of index numbers is the week ended 19th August, 1939. This was the last week before the war during which it could be said that prices were not too greatly affected by the signs of the coming war. The same period has been chosen by the Bank of England as the base for their weekly index number of primary commodity prices (New Series). In the absence of the results of a census of production or similar statistics for all the commodities included in the index it has been thought advisable to assign equal weights to the commodities.

It is proposed to publish current figures in the series from time to time in the "Monthly Survey of Business Conditions in India".

* Index Numbers of Weekly Wholesale Prices of Certain Articles in India from Week ending 19th August 1939 to Week ending 31st December 1941. Published by the Manager of Publications, Delhi. 1942. Price Rs. 4 or 6s.6d. pp. 33 + charts.

16

Working Class Cost of Living Index Numbers for
Various Centres in India during May 1942. ✓

The index number of the cost of living for working classes in various centres of India registered the following changes during May, 1942, as compared with the preceding month.

<u>Name of Centre</u>	<u>Base = 100</u>	<u>April 1942</u>	<u>May 1942</u>
Bombay	Year ending June 1934	138	142
Ahmedabad	Year ending July 1927	99	102
Sholapur	Year ending January 1928	99	104
Nagpur	January 1927	88	92
Ludhiana	1931-35		
Cawnpore	August 1939	149	155
Patna	Average cost of living for) five years preceding 1914)	152	159
Jamshedpur	Ditto	146	165
Jharia	Ditto	154	171
Madras	Year ending June 1936	119	121
Madura	Ditto	112	
Coimbatore	Ditto	121	122

(Monthly Survey of Business Conditions
in India, May 1942.) ✓+

17

SOCIAL INSURANCE

Working of the Workmen's Compensation Act in Bihar in 1941.*

The daily average attendance of persons employed in the province is reported to have been 213,839 adults and 937 minors as compared with 208,249 adults and 1,319 minors in the year 1940. During the year there was no case of permanent disablement through occupational disease. 190 persons lost their lives as the result of accidents, 227 persons were permanently disabled and 4,519 suffered from temporary disablement. The total sums paid for these classes of accidents were Rs. 105,247-0-9, Rs. 61,019-4-6 and Rs. 70,660-11-3 against Rs. 112,321-14-6, Rs. 69,127-10-3 and Rs. 57,019-15-9 respectively, in the previous year. Of these amounts of compensation, Rs. 103,048, Rs. 48,047 and Rs. 23,935 were paid through the Commissioners for Workmen's Compensation, for fatal accidents, permanent disablement and temporary disablement, respectively. The average amount paid as compensation for fatal accidents was Rs. 554 and for permanent disablement Rs. 269 as compared with Rs. 594 and Rs. 323, respectively, paid in 1940.

In cases of fatal accidents which came before the Commissioners for Workmen's Compensation about 85 per cent. of the workmen concerned were receiving wages not exceeding Rs. 21 a month. In many cases compensation for permanent disablement was settled out of court. There were 227 cases of permanent disablement and 205 agreements were filed.

It is reported that in the larger industrial areas like Dhanbad and Dhalbhum the provisions of the Act are now widely known amongst the workmen and that they take full advantage of them whenever occasion arises. The majority of the colliery owners now readily admit claims which fall *prima facie* under the Act and do not take advantage of the poverty or the ignorance of the workmen. The Provincial Government has decided that the proposal to issue a new summary of the Act and Rules and ensure wider publicity among workmen should be kept in abeyance until the end of the war. For the same reason they have decided that the Bihar Labour Department should continue on a temporary footing with the existing staff. The question of establishing a permanent Labour Department with adequate staff has been kept in abeyance for the duration of the war. ✓ +

Printed letter No. 4377-XL-135/42-Com. from dated 13-8-1942 from the Secretary to the Government of Bihar, Revenue Department to the Secretary to the Government of India, Department of Labour, New Delhi, on the subject: Statistical returns under the Workmen's Compensation Act, 1923, for the year 1941.

MIGRATION

18

Relaxation of Ban on Indian Emigration to Ceylon:
Restricted Scope of Order. ✓

Reference was made at page 13 of our August 1942 report to the partial lifting of the ban on Indian emigration to Ceylon. As this action has been widely misunderstood, it is now explained that the decision does not involve the free flow of Indian labour into Ceylon. No fundamental change has been made in the existing position and all that has happened is that the Government of India has relaxed the ban against emigration to Ceylon in favour of those Indian labourers who may wish to visit India temporarily and then return to Ceylon.

The Government of India has stated that it would not remove the ban until final agreement had been reached on the general question of Indian emigration to Ceylon and of Indian rights in Ceylon. Three years have passed since the imposition of the ban and two attempts made to arrive at a settlement have proved unsuccessful with the result that this question has been left over until the end of the war. But in spite of postponement of a settlement on the larger issues, the Government of India had to consider the case of Indian labourers in Ceylon who wished to visit India for religious ceremonies or pilgrimage or to visit their relations. The existing ban on emigration of labour from India has deterred labourers in Ceylon from visiting India for fear that they may not be permitted to return to Ceylon. It is stated that modification of the ban, only to the extent that it will enable labourers to visit India temporarily and return to their occupation in Ceylon, should not be distasteful to the Ceylon Ministers as its effect is to reduce and not to increase the Indian labour population in Ceylon. The colonial authorities may or may not welcome the decision because it may affect the output of plantations in respect of important war supplies, but the Government of India felt that definite hardship existed and have done their part in removing it.

(The Statesman, 5-9-1942.) ✓

19

PROFESSIONAL WORKERS, SALARIED EMPLOYEES AND PUBLIC SERVANTS

Conditions of Work of Indian Journalists:
Mr. Brelvi suggests Unionism among Journalists. ✓

The 1st session of the U.P. Press Conference was held on 31-7-1942, Mr. S.A. Brelvi (Editor, Bombay Chronicle, Bombay) presiding; in the course of the Presidential address, Mr. Brelvi dealt with the conditions of service of Indian Journalists and urged them to organise themselves into unions to better their conditions. Dealing with conditions of work, he pointed out:

The rights of journalists and others working for the newspapers, periodicals and presses, as well as the interests of their proprietors, have to be safeguarded. Nothing worth having is achieved without organised effort. There are few professions in India which are as unorganised as that of journalism though there are, perhaps, no other groups of men who work under greater and more numerous disabilities. In every country journalism offers at best a precarious living to those who are attracted to it by its lure. Though the nature of his work is exacting and the conditions in which he works (much of the work being done at night) are onerous, the journalist in India, except in few cases, is paid a meagre salary. And when to this is added the insecurity of tenure and the absence, in many cases, of any scheme of pension or provident fund, it is not surprising that his life becomes one of perpetual anxiety. Little regard is paid to the effect on the health of journalists of the conditions in which they have to carry on their work. The work is exhausting owing to the speed demanded by the rapidity with which the newspaper has to appear and the resulting nervous tension. In many countries, journalists through their organisations have been able to alleviate their hardships and secure the advantages of good salary for good work, satisfactory leave rules, insurance against sickness, unemployment, accident and old age. Organised and persistent efforts can secure similar advantages for journalists in India. He stressed that a powerful all-India trade union of journalists alone can effectively safeguard their interests. He urged the Conference to give due attention to this urgent problem of improving the working conditions and raising the economic status of journalists and workers in presses.

(The Bombay Chronicle, 2-8-1942.) ✓
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Development of Small-scale Industries in U.P.:
Sub-Committee appointed by Industrial Financing Corporation. ✓

A committee known as the Industrial Financing Committee was set up by the U.P. Government in 1934 to report on ways and means of developing cottage industries, the growth of which was considerably handicapped due to commercial banks' inability to advance loans - particularly long-term - against machinery. As a result of the recommendations of this committee, the Industrial Financing Corporation was established in 1938-39. Of its paid-up capital amounting to Rs. 500,000 nearly half has been, it is reported, invested in short commercial transactions against goods, bills and purjis (scrips) instead of feeding industrial concerns languishing for want of finance. It is now felt that, if the Corporation is to fulfil its central object, it should itself get into touch with industries deserving encouragement and support them instead of concerns applying to it for loans.

With these objects, the Corporation at its meeting held in Cawnpore on 17-9-1942 ~~it~~ appointed a sub-committee consisting of the Director of Industries, the Registrar of Co-operative Societies and Rai Bahadur Pandit Radhelal Chaturvedi (retired registrar, Co-operative Societies, U.P., and a member of the Industrial Financing Committee of 1934), to go into the question of selecting small-scale industries of the province which should be nursed by the Corporation.

(The Leader, 26-9-1942.) ✓

Agrarian Serfdom in India: Debt Bondage: Forced Labour:
Illegal Exactions. ✓

The following information about conditions of agrarian serfdom in various parts of India is taken from an article on the subject contributed by Mr. Dinkar Desai, Member, Servants of India Society, to the July and August 1942 issues of "Indian Sociologist", Bombay.

System of Debt Bondage

The structure of Indian agrarian economy is still feudal, tinted with the remnants of serfdom of the middle ages. Today there are thousands of agrarian serfs in India, bound down to their masters. Forced labour is still a regular feature of the tenancy system in many districts. Illegal exactions and imprest provisions are not unknown, particularly in Indian States. The most prevalent form of serf labour is debt-bondage. In certain parts of India, the average agricultural labourer is not infrequently compelled in times of stress to mortgage his personal liberty. In return for a small sum of money, which he may happen to need at the moment, he agrees to serve the man from whom he has borrowed. The money is not repaid, nor is it intended to be repaid; but the borrower remains a life-long bond slave of his creditor. For his work he merely receives an inadequate dole of food, and to all intents and purposes is in the position of a mediaeval serf. The system of employing serf labour in agriculture is particularly prevalent in South Gujrat, Malabar, Tamil Nad, South Bihar, North Bihar, Oudh, Andhra, Western Orissa, Central India States and the Hyderabad State. The system is regularised to such an extent that it is known under a well-defined terminology in each of these regions. It is called the Hali system in Gujrat; Kamuti in South Bihar; Janouri in North Bihar; Gothi in Orissa; Pannial pathiram in Tamil Nad; Gassi-gallu in Andhra; Bhagela in Hyderabad; Sanwak in Oudh; Harawaha in Central India States; Jeetha in Karnataka and parsalia in the Central Provinces.

Number of serfs. - No attempt has been made by Government to obtain the number of these serfs, scattered about in many provinces. But there is good reason to believe that they are in thousands forming a substantial proportion of the population in some districts. For instance, according to the investigation made by Mr. Wedgwick, I.C.S., in 1921, there were 57,000 serfs or Halls in Surat District, while their number was 7,000 in Broach.

The settlement Officer of the Palamau district in South Bihar found that there were 60,000 serfs in that district, forming about nine per cent. of the whole population. In many regions the number of serf-labourers exceeds the number of ordinary agricultural labourers or tenants. For instance, an investigation carried on by Government has shown that in a village in Hyderabad State, the number of serfs was 87, while that of the tenants was 45. Similar was the case in many other villages in the Warangal district where the system is most prevalent.

These figures clearly indicate that the serfs constitute a very significant proportion of the population in those areas where the system prevails.

Caste of serfs.- Ordinarily, the serf-labourers are drawn from among the aboriginals and the untouchables. The serf-owners who are mostly zamindars or small cultivators invariably belong to higher castes. This fact clearly shows that the problem of agrarian serfdom in India has both social and economic aspects.

Wages.- The system leads to absolute degradation of the serfs. In the first place, the serf cannot bargain for his wages; he must accept wages that it is customary for landlords to give. It is found that in most cases the wages paid to the serfs are considerably lower than those paid to ordinary agricultural labourers. They are so low, says an official report, that they are not sufficient to feed properly the serfs and their children. Secondly, the serf, particularly in Bihar, never sees any money, unless it be the occasional few pias he may earn as palkie-bearer in his spare time. Consequently, he has no chance of ever repaying the principal of his debt and becoming a free man again. The debt-bond, therefore, involves a life sentence. Thirdly, the condition becomes hereditary. Although the son is not responsible for his father's debt after his death, this is only a legal theory which does not work in actual practice. Even supposing that the son of a serf is not held responsible for his father's debt, a new debt is always contracted on behalf of the son on the occasion of his marriage, which renders him also a serf for life. Fourthly, daily work is not guaranteed by the master, and no food is supplied on the days when there is no work to be done.

Sale of serfs.- Serfs are often sold by their masters under the guise of transferring the debt. If a master does not require the services of his serf any longer, he goes to another landlord who is in need of a serf and transfers to him the debt of his serf. The new master pays the old master the amount of money the latter had advanced to his serf. The transaction being completed, the serf of the former master is obliged to work for the new master till the debt is repaid. The total result of this bargain is that the serf is practically sold to another sower.

Social Interference.- It is also found in certain regions that the serf-owners interfere with the social institutions of the serfs. For instance, we are told that in South Bihar the sons of serfs are forced to marry so that they should have an occasion to borrow money and thus enter into debt-bondage. This is how a race of serfs is being propagated from generation to generation. In the western parts of Mysore, the serf-owners do not generally allow the daughter of a serf to marry. This is because the daughter ceases to be the serf of her father's master after she is married.

Forced Labour and Illegal Exactions.

Among the other relics of feudalism, mention has to be made of forced labour known as begar or veth. This system of exacting forced labour from cultivating tenants exists in almost all the provinces. The tenants who are obliged to render begar are either underpaid or not paid at all for their work. The demands the landlords make on the tenants' time are so excessive in certain areas that the tenants can

hardly call their time their own. An official report from C.P., for instance, admits that the abuse of the right to exact begar has been so oppressive that a village has been depopulated on account of uncontrolled begar. Similar instances can be cited in any number.

Illegal Exactions.- Another relic of feudalism which still survives in Bengal and Bihar is the system of levying abwabs or illegal exactions. This system is one of the greatest curses of agrarian Bengal and Bihar. This practice is an inevitable feature of servile land tenure that prevails in these provinces under the Zemindari system. It has reduced the cultivating tenantry to the state of semi-serfdom. These abwabs are nothing but feudal levies differing from district to district and being ~~are~~ variable in amount. Sometimes they are marriage fees, fines for social offenses, tolls and taxes for carrying on certain trades. In fact every opportunity is seized by landlords and their agents to exact these levies. The abwabs are ^{very} numerous and so varied in nature, ~~that it is impossible to describe them in full in this short article.~~ An official document summarizes the situation thus: "Not a child can be born, not a head religiously shaved, not a son married, not a daughter given in marriage, not even one of the tyrannical fraternity dies without an immediate ~~visit~~ of calamity upon the raiyat, whether the occasion be joyful or whether it is sad; in its effects to the cultivator, it is alike mournful and calamitous."

Apart from being tyrannical and oppressive in their nature, the abwabs rob the peasantry of very substantial portion of their ~~already meagre income.~~ According to the settlement report of the district of Bharganj, the amount collected annually in the form of abwabs is Rs. 2 million, which is more than the entire Government ~~revenue for the district.~~ The Palma report calculates that the landlords' annual income from abwabs is between Rs. 1.1 million and Rs. 1.6 million, whereas the land revenue is less than Rs. .5 million.

Conclusion: Why Serfdom persists.- Serfdom still lingers on in ~~the~~ agrarian structure because Indian agriculture has not completely passed on to the capitalistic stage. Indian rural economy is partly feudalistic in its character even today. This is due to a variety of causes. But the principal causes are two, viz., (1) faulty system of land tenure under which land is concentrated in the hands of a small minority of the population; and (2) lack of industrial development of the country on sufficiently large scale. The pressure of population on the soil is extraordinarily great due to lack of industrialisation. This pressure on the soil leads to keen competition among the agricultural labourers for seeking employment. The landlords, taking advantage of this situation, reduce the labourers to the condition of serfs. So long as India is not fully industrialised, agrarian serfdom in one form or another is bound to persist; and so long as India is a colonial country under the domination of an imperialist foreign power, it cannot hope to achieve complete industrialisation. Thus the ultimate cause for the continuance of agrarian serfdom in India is British imperialism.

(A copy of the reprint ^{of Mr. Desai's article} was sent to the Montreal Office with our minute D.1/672/42 dated 11-9-1942.) ✓

PUBLIC HEALTH

24

Rural Health in U.P.:
Government's Scheme to subsidise Practitioners of Indigenous
Systems of Medicine. ✓

The U.P. Government has decided to allow a subsidy of Rs. 15 per mensem to each qualified hakim (Unani doctor) and vaidya (Ayurvedic doctor) prepared to settle in rural areas. A stock of medicines of the value of Rs. 50 is to be supplied to the practitioner as an initial outlay. Applicants for subsidies should hold a degree of the Benares Hindu University or the Aligarh University or a diploma of the Board of Indian Medicine.

(The Statesman, 5-9-1942.) ✓+

Wages

Increased Dearness Allowance for Low-Paid Government Servants in Orissa. ✓

The Government of Orissa has recently had under consideration the question of granting appropriate relief to low-paid Government servants on account of the recent substantial rise in the cost of living. The existing scheme of grain compensation allowance introduced on 21-11-1940 no longer gives sufficient relief to Government servants hit by the recent rise in prices. It has, therefore, decided to grant dearness allowance to Government servants whose emoluments do not exceed Rs. 60 per month on the following scale:-

- (i) Government servants drawing emoluments not exceeding Rs. 20 per month and all Police constables. Rs. 3 per month.
- (ii) Government servants drawing emoluments exceeding Rs. 20 but not exceeding Rs. 60 per month except Police constables. Rs. 5 per month.
- (iii) Government servants drawing Rs. 61, Rs. 62, Rs. 63 and Rs. 64 per month shall draw respectively dearness allowance of Rs. 4, Rs. 3, Rs. 2 and Re. 1, in order to bring their total emoluments equal to those drawn by Government servants drawing Rs. 60 per month.

This scheme will come into force with effect from 1-8-1942.

(The Orissa Gazette Extraordinary dated 15-9-1942, pages 1 and 2.) ✓

Increased Dearness Allowance to Low-Paid Government Servants in Bihar ✓

In view of the recent rise in the cost of living in the country, the Government of Bihar has decided to grant with effect from 1-8-1942 a cost of living allowance to all whole-time Government servants, whether permanent or temporary, including menials paid from contingencies, and whole-time piece-workers whose total monthly emoluments are less than Rs. 64. The allowance will not be admissible to village chaukidars, to part-time Government servants or to Government servants on extraordinary leave without pay.

The rate of allowance is as follows:-

- (1) For those whose total monthly emoluments are Rs. 29 or less; Rs. 2-8-0 per mensem.
- (2) For those whose total monthly emoluments are Rs. 30 or more but do not exceed Rs. 60; Rs. 4 per mensem.
- (3) For those whose monthly emoluments exceed Rs. 60 but are less than Rs. 64; such amount as will bring the total emoluments plus allowance to Rs. 64 per mensem.

The scheme will entirely replace the existing Scheme promulgated on 11-10-1940.

The total annual cost to the Provincial revenues consequent on the grant of the proposed allowance is anticipated to be about Rs. 2.5 millions. (The Bihar Gazette Extraordinary dated 3-9-1942, pages 1 and 2.) ✓

Demand of Coimbatore Mill Workers' Union for Bonus and Dearness Allowance.

The executive of the Coimbatore Mill Workers' Union issued on 1-9-1942 a statement in the course of which it states that the sliding scale of dearness allowance recently agreed upon should be given retrospective effect at least from June 1941 if not from September 1939. The Union also demanded a bonus of six months' wages and stated that this demand was warranted by the financial position of the mills and the bonus was necessary to liquidate debts incurred by workers during the last three years owing to non-payment by the managements of adequate dearness allowance. The committee added that if these demands were not met within a week, the workers would declare a general strike.

(The Hindu, 5-9-1942.) ✓

War Bonus to Workers in Empress Mills, Nagpur.

The management of the Empress Mills, Nagpur, has recently announced that a war bonus equivalent to one-sixth of the earnings of each worker during the year ending June 30, 1942, will be paid to all workmen, temporary and permanent, including the clerical staff and women, both day and night shift, inclusive of overtime and maternity allowance, but exclusive of the present dearness allowance. The war bonus is payable in two instalments, first, by September 30, and the balance, by November 15.

(The Industrial Bulletin issued by the Employers' Federation of India, Bombay, dated 31-8-1942). ✓

Increased Dearness Allowance for Low-Paid Government Employees in Assam.

The Government of Assam have had under consideration the question whether the recent sharp rise in the cost of living justifies an extension, as well as an increase in the scale, of the relief admissible under the grain compensation allowance scheme now in force.

In supersession of all previous orders on the subject, the Government have granted that, with effect from 1-8-1942, all Government servants serving in Assam will be entitled to draw a dearness allowance at the following rates:-

- (i) Shillong.
 - (a) Government servants drawing pay of Rs.30 or below. Rs.4 per mensem;
 - (b) Government servants drawing pay between Rs.31 and Rs.80 inclusive. Rs.6 per mensem;
 - (ii) Rest of Assam.
 - (a) Government servants drawing pay of Rs.30 or below. Rs.3 per mensem;
 - (b) Government servants drawing pay between Rs.31 and Rs.60 inclusive. Rs.5 per mensem.
- Government servants drawing more than Rs.80 per mensem but not more than Rs.86 per mensem in Shillong, and more than Rs.60 per mensem but not

more than Rs.65 per mensem in the rest of Assam, will receive such allowance as will bring their emoluments up to Rs.86 and Rs.65 per mensem in the respective areas.

(The Assam Gazette, Part II,
dated 9-9-1942, pages 1049 to 1050). ✓

Pay of Indian Soldiers:
Third Increase Since 1939. ✓

The Government of India has sanctioned as from 1-9-1942 a further increase in the basic pay of all Indian Other Ranks and of enrolled non-combatants (for earlier revision of pay, vide pages 31-32 of our monthly report for July 1942). The cost of the new revision, it is estimated, will amount to Rs. ~~53~~ 53 million. Including the present revision, there have been three direct increases in pay sanctioned to Indian soldiers since September 1939, and their total cost amounts to about Rs. 100 million annually.

Details of Present Increase.- As from 1-9-1942, the basic pay of all Indian Other Ranks and of enrolled non-combatants is increased by Rs.2/= per month. Proficiency pay, hitherto granted after one year's service, and which gave an additional pay of Rs.2-8-0 per month, will now be payable after 6 months at the rate of Re.1 per month and after a year at Rs.3-8-0 per month. The rules governing good-serve pay for N.C.O.s have been modified so that it may be drawn after one, two or three years' of service, instead of two, four and six years as formerly. In addition, in recognition of the effect of the recent rise in prices, the messing allowance for Indian soldiers on peacetime ration scales in Indian stations is raised from Rs.2 to Rs.3 per month. These increases, which represent an addition to the Indian Army pay-bill of ~~Rs.~~ roughly 53 millions a year, constitute the third direct increase of pay to the Indian soldier since the outbreak of the war.

Previous Increments.- Improvements in pay previously introduced during the present war included one relating to present and two to future benefits. In regard to the former, the messing allowance was raised from Rs.10 per month to Rs.2 per month. To safeguard his future the rate of Deferred Pay was increased from Re.1 to Rs.2 per month, and a Reconstruction or Resettlement Fund was started to which the Government credited Rs.2 per month for every serving soldier to be used for the benefit of the soldier and his community after the war. Incidentally, it might be mentioned that free issues of clothing have been substituted for the old kit allowance, under which, after an original free issue, the soldier received Rs.2 per month as an allowance from which he was expected to replace his clothing.

Other Amenities.- In addition to his pay and allowance, the Indian soldier is fed, clothed and accommodated free, receives free medical attendance and lighting, free travel, when granted furlough, and travel concessions when granted leave. He is exempt from local taxation for municipal services, and when necessary receives free fuel. At a conservative estimate these concessions in kind represent at least Rs.21 per mensem in cash to the man not on Field Service and a correspondingly ~~large~~ larger amount to the man on Field or Overseas Service.

(The Statesman, 30-9-1942). †

EmploymentUp-Grading of Semi-skilled Labour to Skilled Categories:
Government of India's Plan. ✓

The Government of India has under consideration a scheme for training semi-skilled labour in factories to higher degrees of skill. The scheme has been circulated to industrial and commercial organisations in the country for eliciting opinion. In a letter to different organisations on the question, Government observes: "With the developments in the war situation in the past year, India has become an important industrial supply base for the Allied Nations and is likely to be called upon to undertake a much larger expansion of war industry than has hitherto been contemplated. The pressure on the skilled and highly-skilled labour of the country is already great and since the quantity of this form of labour is severely limited, it is becoming increasingly important that as a national asset it should be distributed to the best advantage of the war effort. Government realises that it is essential that in the interests of the war effort of the country as a whole, skilled and highly skilled men should all be employed to the best advantage ~~of~~ the war effort and that the time has come when employers should be invited to co-operate with Government in a scheme to provide for the systematic and continual upgrading of men from the less skilled to the more highly-skilled posts after a short period of training, with a view to releasing a number of the highly skilled men in each factory for transfer to more important work (either existing or newly established)."

Government also states that "in the present emergency, it is imperative in the wider interests of the country that employers should go out of their way to help one another and strengthen the country's war potential, even if it involves substantial sacrifices, and the Government of India is convinced that given the active co-operation and goodwill of employers, which they feel sure ~~is~~ will be forthcoming, the scheme could be worked successfully and would prove of real value to the country." It is further pointed out that side by side employers should expand and increase to the maximum extent possible such training schemes of their own as they may already have in operation. Government states that it has already expanded the technical training scheme on four occasions and it now has over 32,000 men under training and hopes to raise the figure in the near future to 50,000.

(The Times of India, 24-9-1942.) ✓

Employment of Bevin Boys: Statement by Labour Member. ✓

In reply to an interpellation regarding the employment of "Bevin Boys" in the Central Assembly on 15-9-1942, Dr. B.R. Ambedkar, Labour Member, Government of India, stated that 149 Bevin Boys had returned to India, of whom 26 arrived on 5-9-1942 and were now being tested by an examining board. Of the remaining 123, 105 had been placed in employment with an average increase of salary of 145 per cent. Of the other 19, 9 who arrived at the end of July 1942 had been allotted to posts and would be appointed very shortly. It was too early yet to say whether any of the returned trainees were taking part in trade union affairs.

(The Statesman, 16-9-1942.) ✓

Labour Position in India vis-à-vis Political Situation:
Review by Labour Member.

In reply to an interpellation in the Central Assembly on 15-9-1942, Dr. B.R. Ambedkar, Labour Member, Government of India, made a statement on the labour situation in the country vis-à-vis the present political situation since 9-8-1942 (Mahatma Gandhi and other leaders of the Indian National Congress were arrested and kept in detention on this date). Relevant details from the statement are given below:

Dr. Ambedkar stated that certain important industrial undertakings ceased to work for certain periods during the period, but that it was not in the public interest to name them or particularize them. In many cases cessation of work appeared to have had no connexion with economic grievances; in a few others cessation of work had been more in the nature of ordinary strikes with demands for increase in wages or dearness allowance. The Labour Member said that Ahmedabad was the town in which cessation of work was the longest. Here there were no economic grievances and the mills had not yet reopened. In Bombay on no date were all mills closed and cessation of work in those mills that did remain closed was only of short duration. Here too no economic grievances were put forward. In Coimbatore where mills reopened and closed again economic grievances were to some extent apparent.

Apart from cessation of work in the textile mills of Bombay, ~~Ahmedabad and Coimbatore~~, the number of industrial undertakings which employed more than a thousand workers each and in which work was stopped for any appreciable time, for reasons not purely economic, was only about a dozen. In about 10 other undertakings, employing about a thousand workers, cessation of work was of a very short duration. The number of undertakings, employing less than a thousand workers in which work had been stopped since 9-5-1942 for non-political reasons, was less than 20. The majority of cessations of work were in the provinces of Bombay and Bengal, only just over a dozen occurring elsewhere. The Government was not aware of any sabotage in industrial undertakings by persons who had ceased work. There were only 24 strikes from the second week of August. These were due to purely economic reasons. Of these only seven employed more than a thousand workers.

The Government had no definite information whether employers had closed down their undertakings, but there were indications that in some cases in all probability this might have happened. In most cases workers went back to work of their own accord.

(The Statesman, 16-9-1942.) ✓ +

Review of War Transport Problems:
Increased Efficiency of Railways. ✓

In his presidential address at the sixth meeting of the Transport Advisory Council held at New Delhi on 9-9-1942, Sir Edward Benthall, War Transport Member, Government of India, reviewed at length the war transport problems of the country. The main points of the address are noticed below:

Personnel on Railways.- The war situation, particularly since the declaration of hostilities by Japan, has intensified the need for a greater volume of traffic on Indian railways and has also altered the normal routing of their traffic. The great economic and industrial activity now taking place in the country necessitates the railways working at constant high pressure throughout the year without any slack season such as normally enabled the railway staff to relax their efforts somewhat in the hot weather and to lay off rolling stock for slack season repairs. A readjustment of shipping as between east and west coast ports entailed a similar readjustment on railways generally to cope with increased traffic in many directions.

Figures of Increased Traffic.- Some idea of the magnitude of the problem which the railways have had to deal with would be apparent from the fact that in 1941-42 the increase of ton-miles on the broad gauge system over the last pre-war year represented an increase of 28 per cent. In passenger traffic there had been an increase of 3,139 million passenger-miles as compared with the previous peak year, in spite of the fact that public passenger services had been reduced to some 70 per cent. of the pre-war figure. Since the average distance travelled by a passenger is some 25 miles, it might be estimated that the railways carried 20,000,000 more passengers than ever before and 90 to 100 million more than the pre-war average. The demands of the Army had been fulfilled, every important industry had been kept in operation, the increased production of munitions had been maintained and the essential civil requirements of the country had been met, although at times with great difficulty. This was done almost entirely by close attention to operating efficiency.

Increased Efficiency of Staff.- Whereas most other services had expanded, the railways had to meet the extra work with depleted trained staff owing to the large numbers of officers and men released for the other services, while the contribution of the railway workshops to the production of munitions meant some diminution of the railways' ability to maintain repairs of locomotives and rolling stock at the very highest efficiency. Figures were quoted to show that the efficiency of the railways, judged by one of the indices which was generally regarded by railway experts as being the best guide of efficiency, showed an improvement by over 25 per cent. Many of the railway operating figures compared well with the best American practice.

Future Plans.- After touching on the road transport and priorities position, which largely formed the subject of discussion at the Council and on the necessity of giving serious attention to the development of organized cart traffic, Sir Edward Benthall said that the rail transport position is likely to grow worse and not better as the production of the country increases. The authorities of the United Nations which are concerned with the allocation of locomotive output have been informed of the need for additional locomotives if India's war production potential is to be increased to the extent which we all hoped. We are preparing concrete

The Government is

plans for the manufacture of locomotives in India, but these plans are not likely to mature early.

The railway authorities are paying special attention to the need for speeding up locomotive repairs so as to increase the number on the line at any given time, since, if the percentage of locos under repair can be reduced, it is achieving a result equivalent to the purchase or production of new locomotives. To achieve this improvement, the railways may be forced to take back some, though a relatively small part, of the workshop capacity now devoted to munitions. This is the more possible since the output of munitions is growing as the result of increased production capacity elsewhere. Efforts are also being made to see that ~~each~~ wagon is fully loaded and that wagons are not kept idling. Programmes are being worked out industry by industry to make sure that raw materials and finished goods are carried by the shortest possible distances. Such plans can best be matured in close co-operation with the industries themselves. The great industries can make a real contribution to the war problem and to their own interests by close attention to the prevention of unnecessary long hauls and ~~cross-traffic~~ and to the rapid turn-round of wagons.

The question of the elimination of unessential traffic has been having close attention, ^{say} in India there is little that can be classed as luxury trades. To refuse transport altogether to an industry which is not essential for the war effort will create serious problems of unemployment, and Government is reluctant to take this drastic action unless and until it becomes absolutely essential; and in the meantime it is ~~preferable to concentrate rather upon ensuring that essential traffic is moved, leaving the non-essential industries, of which there are few, to fight for the wagons which are not covered by priority.~~

(The Statesman, 10-9-1942.) /r

Review of Action taken on the Decisions of the Five Price Control Conferences. ✓

A review of the conclusions of the previous five Price Control Conferences and the measures which the Government of India has taken so far with the object of ensuring proper supply of commodities at reasonable prices is given below:

First Efforts at Control.- Immediately after the outbreak of war in September, 1939, there was an abrupt rise in retail prices. Within the first week orders were issued delegating power under the Defence of India Rules to Provincial Governments to fix prices of certain necessities of life, viz., foodstuffs, salt, kerosene oil and the cheaper qualities of cotton cloth.

First and Second Conferences.- The First Price Control Conference was held on 18 and 19-10-1939. Among other conclusions reached in that Conference, it was agreed (1) that the list of essential commodities already notified was adequate, (2) that in the case of imported goods and those that were of all-India importance, the basic price at the first stage should be fixed centrally, and in the case of other goods, by the provinces; (3) that the normal basis should be "replacement cost", and (4) that it was desirable to develop a "price intelligence service." Soon afterwards a boom period began, and in December, 1939, the weekly index number rose to 135.9. This necessitated the convening of the Second Price Control Conference, which was held on 24 and 25-1-1940. The general opinion in this Conference too was still to favour non-interference with rise in the basic prices of agricultural products.

Third Conference: Wheat Problems.- The Third Price Control Conference was held on 16 and 17-12-1941. At this Conference most attention was paid to the cases of cotton cloth and yarn, the prices of which had soared as a result of the freezing order against Japan. This discussion may be said to have been the reasons for the production of standard cloth and for the control of distribution of yarn. Regarding the position of wheat, the Commerce Member to the Government of India observed that there did not appear to be very grave apprehension at the moment of a rise in the price of agricultural products, but that the question of wheat prices had to be very carefully watched. It might be possible, or even necessary, he added, for the Central Government to intervene at any stage if there was a tendency for a rise in the price of wheat. The wheat problem continued to grow in seriousness. The reduction of the import duty to a nominal level on 30-9-1941 had little effect. On 2-11-1941, a Press note was issued warning traders that the Government considered Rs. 4-6-0 per maund at Lyallpur and Hapur to be a suitable maximum price and that traders selling at higher rates would be doing so at their own risk. But as this and other warnings were of no avail, on 5-12-1941, a definite order was issued fixing the maximum price for wheat at Rs. 4-6-0 per maund at Lyallpur and Hapur, and authorizing Provincial Governments to determine the maximum price at any other place "having regard to the normal relations between prices at such place and at Lyallpur and Hapur." On 31-12-1941, a Wheat Commissioner for India was appointed. In the hope of stimulating activity in the marketing of the new crop, the maximum prices were revised at the end of March 1942, so as to stand at Rs. 5 per maund at Lyallpur and Hapur and Rs. 5-4-0 per maund at Sind Centres. On 30-4-1942, the Wheat Control Order was issued; and thereafter movements of wheat by rail from producing provinces to

consuming areas were regulated by permits issued by the Wheat Commissioner.

Fourth Conference.- The Fourth Price Control Conference was held on 6 and 7-2-1942. At this Conference it was recognised that the accommodation of traffic to the most efficient use of the limited transport facilities available was a consideration of great importance and that control over distribution in co-ordination with transport arrangements might have to take precedence over control of prices.

Fifth Conference.- The Fifth Price Control Conference was held on 7 and 8-4-1942. The vital importance of linking control over distribution with price control was now fully emphasized and the Conference recommended the introduction of the licensing of wholesale dealers (preferably established dealers) by Provincial and State Governments which would enable those Governments to maintain information as to the course of distribution of the various foodgrains, and would minimize the evil of hoarding. It was left to the discretion of the Provincial Government to decide whether retail dealers should also be licensed.

Price Control Machinery of the Centre and Provinces.- The Price Control Machinery at the centre, besides the Price Control Conference organisation, consists of the Economic Adviser to the Government of India, the Wheat Commissioner for India, the Civil Supplies Commissioner and the Sugar Controller. The Control of prices of ~~wheat~~ wheat at the primary wholesale stage and of inter-Provincial movements of wheat is in the hands of the Central authorities. All the Provinces have set up control organisations, whether in the hands of officers designated as Price Controllers, Directors of Civil Supplies, etc., or forming a branch of the Provincial Secretariat. Generally speaking, these organizations work through District Magistrates and District staff.

(The Statesman, 6-9-1942.) ✓+

Sixth Price Control Conference, New Delhi,
7 and 8-9-1942.

The Sixth Price Control Conference was held at New Delhi on 7 and 8-9-1942, the Hon. Mr. N.R. Sarker, Commerce Member, Government of India, presiding. Relevant points from the presidential remarks and the decisions of the Conference are summarised below:-

President's Remarks: Factors in Increasing Demand.- In opening the Conference, Mr. Sarker declared that the main task is to adjust India's total supplies of foodstuffs and other essential commodities to the ever-increasing demand, and to ensure their equitable distribution as between different regions. Broadly the chief factors which are responsible for the increased demand over and above normal consumption can be indicated as follows:-

(a) Large-scale purchases are made on behalf of the Army for the increasing requirements of our Defence Forces. We have also to meet certain demands in respect of our neighbouring countries like Ceylon whose ~~stability~~ stability is vital to the defence of this country.

(b) In a country where incomes are proverbially low, increase in employment as a result of the manifold activities in connection with the war results in increase in money incomes and to a certain extent that means an increase in demand for foodstuffs and other essential supplies.

(c) Provincial and State Governments have to build up strategic reserves as a safeguard against emergency conditions.

(d) In the absence of control over the entire available supplies of foodstuffs and their distribution by the State, consumers and producers tend to hoard large stocks either as a result of their psychological reaction to the uncertainties of the war condition or in the hope of getting a higher price in future. Although such stocks create difficulties in the immediate present and raise prices, they are like hidden reserves which will be ultimately available for the community. The demand for foodstuffs, therefore, tends to increase rapidly relative to supply, and prices tend to rise imposing severe hardship on the community.

Problems of Increasing Production.- Obviously the first and foremost remedy is to organize a drive to increase production with a view to maintaining adequate supplies of food and other essentials both for the requirements of the Army and civilian population. The Government of India, in co-operation with the provincial Governments, initiated a vigorous campaign to grow more food and fodder crops in April 1942. The anticipated increase in area under food crops of nearly ten million acres in 1942-43 is made possible by replacing such crops as short staple cotton, raw jute, etc., the export demand for which has been considerably reduced; bringing culturable waste land lying idle under plough, and also increasing the productivity of land by greater use of manures; and by giving other concessions to the cultivators such as concessional irrigation rates, supply of seeds and takavi loans on a larger scale. The production of vegetables for supplementing food resources was also given an impetus as a part of the 'grow more food' campaign, and Central Food Advisory Council which met recently has recommended to the provincial and State Governments to organize a planned drive to increase vegetable production on all available spare strips of land in the vicinity of urban areas. There is a great leeway to make up in the task of maximizing the total food and vegetable production within the country.

Control Policy.- There are some deficiencies in the present scheme of control which have led to an insistent demand on behalf of certain sections of the community that removal of price control alone will remedy the situation and ensure better distribution of the food supplies within the country. In an agricultural country like India, where the line between producer and consumer is very difficult to draw, price control of food grains is indeed faced with certain inherent difficulties.

The transport system which is vital to the easy movement of foodstuffs and other commodities as between different parts of the country is heavily booked for the Army. The prevailing political situation also has reacted unfavourably on the psychology of producers and stockists. As a consequence prices in one area lose their normal relationship with those prevailing in other areas, and the State has to control the prices of essential foodstuffs. Experience of conditions during the last war, as also in the recent past, leaves no room for doubt that, in the absence of control, prices of foodstuffs would soar up, imposing severe hardship not only on industrial workers and middle classes in urban areas but also on the rural population in areas where foodstuffs are in short supply. Mere controlling of prices alone leads to the development of 'black markets'. So long as the controlling authority does not control the supply of commodities and their distribution and

is not in a position to sell in the market large quantities through recognised trade agencies at the controlled rates, the legal maximum cannot be made effective over a large range of the market. Control over supplies and distribution are therefore essential and vital corollaries to effective price control.

"The most significant feature of the economic situation during the war in every country is a rapid increase in the money incomes of the people as a result of increase in employment arising out of the war and the consequent pressure on the ~~main~~ available supplies of food and other commodities. While tackling the problem of food production and distribution, therefore, one cannot altogether ignore the pressure of the increase in currency and the money incomes on the general level of prices, and corresponding measures must therefore be taken to drain a larger portion of the increased money incomes towards war expenditure and thus minimize the total civilian expenditure on the diminishing supply of goods and services. In the face of diminishing supply of civilian goods, increased expenditure by consumers is merely offset by a further rise in their prices. Mr. Sarker, therefore, appealed to the public to save an increasing proportion of their money incomes by avoiding every kind of waste of food, practising severe economy in the use of essential goods like cloth which are in short supply, postponing their purchases as far as possible and utilizing such savings after the return of peace when increased flow of goods for civilian consumption would be available.

Need for Co-ordinated Scheme.- Referring to the need of building up strategic reserves of foodstuffs, Mr. Sarker said that the provincial Government's anxiety to conserve the food resources of their respective provinces, due partly to the conditions created by the war and partly perhaps to the absence of accurate information of the statistical position, has not facilitated the release of even whatever supply is available in the producing areas. Unless co-ordinated action is taken in tackling the problem of food supplies and other essential requirements, unilateral action would impose serious hardship on people in different areas. Mr. Sarker made an earnest appeal to the provincial and State Governments to bear in mind this vital fact of inter-dependence of the different areas of the country on one another and to give their fullest possible co-operation to the Government of India in devising a scheme which will take into account and do justice to the claims of each area in the country.

Price of Wheat.- Clarifying the position regarding the fixation of the ~~minimum~~ maximum price for wheat, Mr. Sarker said that the present price has been fixed at Rs. 5 per maund at Lyallpur and Hapur. This has been regarded inadequate in some quarters. But it represents an increase of more than 100 per cent. over the pre-war price of Rs. 2-5-6. The average price during the five pre-war years was only Rs. 2-8-0. The main objections which are raised to the control of wheat prices appear to be twofold: (1) It is suggested that it is unfair to control the prices of what the agriculturist produces, while the prices of products he consumes, with the exception of sugar, remain uncontrolled; adequate attention is not paid to the increase in the cultivator's cost of living and production.

He said that he was aware that the agriculturist had passed through a period of acute depression for over a decade before the war and that the prices of agricultural commodities should not be controlled at an uneconomic level. He did not, however, feel that Rs. 5 per maund for wheat was an unremunerative price. The suggestion that

the Government has allowed unchecked profiteering on the part of industrialists and has thus discriminated between industry and agriculture is also not quite justified. The prices of the output of most industries catering for the war requirements are now largely controlled. Besides, the profits of industry are subject to a heavy income-tax and an Excess Profits Tax, while the war has made little difference to the land revenue, rent and cess which the agriculturist has to pay. The cultivator is no doubt affected by the rise in the prices of non-food articles which have gone up in some cases by more than 100 per cent., but it cannot be deduced from this that either his cost of production or his cost of living has gone up by a similar percentage, because a considerable part of his expenditure is made up of fixed items like interest charges and revenue. The Government aim in price fixing has been to strike a compromise between the necessity of increasing food production by allowing prices to rise to a reasonable level, and the equally important task of safeguarding the interests of the consumer. Thus certain prices may have to be fixed low enough to permit the poorest consumer to buy adequate supplies of the proper foods but high enough to enable the producers of marginal efficiency to contribute to the supply required; or, again, high enough to force consumers to use substitutes more easily available in wartime.

Co-operation from Commercial Community.- The proposed modifications in the scheme of price control would, to a certain extent, eliminate the black markets. While the Government will certainly do what they must, the commercial community owe a special responsibility to the community in the matter for stamping out the evil. The most important consideration why this responsibility should be shared by them is that the proposed price control scheme does not seek to eliminate the existing trade channels, but they are made an integral part of the scheme.

Decisions of the Conference (1) Wheat and Foodgrain Controls.- The Conference reviewed the working of wheat and sugar controls and discussed various suggestions for improving the existing machinery for control of food grains. Opinion was generally in favour of instituting some system of co-ordinated purchase of wheat surpluses and other food grains to meet the requirements of non-producing areas. Views were also exchanged on certain problems connected with the standard cloth scheme and yarn control.

(2) Central Price and Supply Board to be set up.- The conference recommended that the machinery for the control of prices and supplies at the Centre should be further strengthened by the creation of a Civil Supplies Advisory Council and a Central Price and Supply Board. The Civil Supplies Advisory Council will consist mainly of the representatives of trade and industry and its functions will be to advise the Central Government in the Commerce Department on all matters connected with prices, supplies and distribution of commodities. The Chairman of the Council will be the Commerce Member. The Central Price and Supply Board will be an executive body constituted to assist the Civil Supplies Commissioner (rice and miscellaneous) and the Wheat Commissioner for India in the performance of their duties relating to food grains and will be presided over by the Civil Supplies Commissioner (rice and miscellaneous). Its functions will be to advise the Central Government in regard to the formulation of a programme of movement of supplies and to advise the provincial Governments in regard to the principle governing the fixation of secondary prices in relation to basic prices. It will also scrutinize the data received from the regional Price and

Supply Boards and from provinces and States in regard to the surpluses and deficits in different areas and will co-ordinate the requirements of the different areas in respect of food grains.

Opening of Fair Price Shops.- The conference recommended that as fair price shops are likely to exercise a salutary effect on retail prices, such shops should be opened wherever possible in poorer localities by the Government, local bodies, or, with the assistance of Government or local bodies, by approved trade agencies of philanthropists.

(The Statesman, 8 and 9-9-1942.)+

38

Control Measures.

Defence of India (Second Amendment) Ordinance, 1942. ✓

The Governor General promulgated on 5-9-1942 the Defence of India (second Amendment) Ordinance, 1942, by which power has been taken by the Government to make rules to control agriculture in addition to trade and industry as provided in clause (XX) of sub-section (2) of Section 2 of the Defence of India Act, 1939.

(The Gazette of India Extraordinary
dated 5-9-1942, pages 973 to 974). ✓

Bihar Essential Commodities (Possession and Storage) Order, 1942. ✓

The Government of Bihar has gazetted the Bihar Essential Commodities (Possession and Storage) Order, 1942, which states that no person other than a dealer in, or a producer of, any essential commodity shall keep or store in any premises occupied by him, or permit any other person to keep or store in any such premises, a quantity of any essential commodity exceeding the permissible maximum unless he has obtained a written permit from the District Magistrate of the district in which he resides authorising him to do so. Essential commodities for the purposes of this Order include paddy, rice, wheat, atta (wheat flour), coal and kerosene oil. In the case of each of these commodities, the maximum which can be carried without permit has been stipulated.

(The Bihar Gazette (Extraordinary) dated
23-9-1942, pages 1 and 2). ✓

Coal Distribution (Naga Hills) Order, 1942. ✓

The Assam Government has gazetted the Coal Distribution (Naga Hills) Order, 1942, which extends in its operation to the whole of Assam, by which every producer of coal in the Naga Hills has to keep correct information regarding the output and distribution of and the transactions in coal.

(The Assam Gazette Extraordinary
dated 31-8-1942, page 325). ✓

Rubber Manufactures Control Order, 1942. ✓

The Government of India gazetted on 26-8-1942 the Rubber Manufactures Control Order, 1942, which (1) prohibits the manufacture out of rubber of certain classes of articles, e.g., flooring, mats, paving material, ~~misc~~ miscellaneous household requisites, certain sports goods, etc., and (2) restricts production from rubber of certain classes of articles like sports goods (balls, etc.), miscellaneous articles used in automobile and other vehicles, foot wear, certain kinds of industrial goods, etc. These articles can be manufactured only under Government licence.

(Notification No. SS/109/42 dated 26-8-1942:
The Gazette of India, Part I, dated 29-8-1942,
pages 1436 to 1438.) ✓

39

Iron and steel (Control of Movement) Order, 1942. ✓

On 3-9-1942, the Government of India gazetted the Iron and Steel Control of Movement) Order, 1942, which prohibits any person from moving any iron or steel of any of the categories specified in the Second Schedule to the Iron and Steel (Control of Distribution) Order, 1941, outside the limits of the premises on which such iron or steel may be situated at the date of the Order, otherwise than in accordance with a general or special order issued by the Iron and Steel Controller.

(The Gazette of India Extraordinary,
dated 5-9-1942, pages 971 to 972.) ✓ +

Iron and Steel (Demand for Information) Order, 1942. ✓

On 3-9-1942, the Government of India gazetted the Iron and Steel (Demand for Information) Order, 1942, which requires any producer, stockholder or other person holding stocks in excess of one hundred weight in all of iron or steel of any of the categories specified in the Second Schedule to the Iron and Steel (Control of Distribution) Order, 1941, to submit within a fortnight of this order to the Iron and Steel Controller and to the Controller of Supplies for the area in which the stocks are situated a statement showing the weight of the different sections of each category contained in such stocks.

(The Gazette of India Extraordinary
dated 5-9-1942, page 972.) ✓ +

Labour Welfare

Liaison between Government, Employers and Workers:
Appointment of Eight Assistant Labour Welfare Officers. ✓

Reference was made at page 2 of the report of this Office for May 1942 to the appointment of a Labour Welfare Adviser by the Government of India. At the meeting of the Standing Finance Committee of the Central Legislature held at New Delhi on 19-9-1942 proposals were outlined for the appointment of eight Assistant Labour Welfare Officers. ✓ +

(The statesman, 20-9-1942.)

Industrial Disputes.

Proposal to amend Government's Recent Order re. Lockouts:
Interests of Non-Strikers. ✓ +

Reference was made at page 19 of our August 1942 report to the recent order issued by the Government of India prohibiting strikes and lockouts without notice. Special treatment at the hands of their employers for those workers who do not participate in a strike in an undertaking is now sought to be provided by the Government of India. In a circular issued to various commercial and industrial organisations in the country, inviting their views on the proposals, the Government of

India points out that when a strike is in existence, a certain proportion of the workers often present themselves for work; it is felt that such workers should not get locked out without previous notice or wages in lieu of such notice. The Government has accordingly under consideration a proposal to insert a provision in the order, requiring that an employer declaring a lockout as the result of a strike in his undertaking should give four days' notice (excluding Sunday) or wages in lieu of such notice, to workers who do not participate in the strike.

(The Amrita Bazar Patrika, 25-9-1942.) ✓

General.

Labour Force for Defence Works:
Military Commanders empowered to requisition. ✓

According to a Government of India press note, the Government of India has empowered by a notification issued on 25-9-1942, the military commanders to require persons to assist in doing work which, in their opinion, is necessary to meet an attack, or to repair or reduce the damage resulting therefrom or to facilitate offensive and defensive operations against the enemy. In such circumstances, the success of military operations might depend on the immediate carrying out of work for which labour could not in the time available be obtained through the normal channels. Military commanders have, therefore, been empowered to call upon any local labour forces which may be available to do vitally important work. Any labour so employed will receive full remuneration.

(The Hindu, 26-9-1942.) ✓

Production

41

Indian Industries and the War: Progress due to War Effort: Orders at the rate of Rs. 200 Million Per Month. ✓

The following information about the effects of the war on Indian industries and the progress registered by several of them owing to war effort is taken from an Associated Press report published in the Bombay Chronicle dated 19-9-1942:

War Orders of Rs. 200 Million Per month.- The war months of 1939-40 were months of exploration, 1940-41 was a year of planning and 1941-42 and beyond the gradual fulfilment of an expanding industrial war effort. In the first year of the war India executed war orders to the total of Rs. 850 millions. By the end of the second year, they rose to nearly Rs. 1650 millions, and as at July 31, 1942, they totalled Rs. 3650 millions. War orders are now being placed at the rate of nearly Rs. 200 millions a month.

Administrative Changes.- In 1939 the integration of Indian industries to war potential needed only one Director-General of Supply and a Member of the Viceroy's Executive Council shared the responsibility of the Supply Department with that of another Department of Government. By 1941 the position was that a Member of the Viceroy's Executive Council was exclusively in charge of the supply and production problems of the country. The Executive responsibility was spread over three Directorates-General, the Directorate-General of Munitions Production, the Directorate-General of Supply, and the Director-General of Ship Repairs and Ship Construction and two parallel organisations, the Planning and Purchase Offices are also tapping new sources and planning new capacities.

Increased Output of Munitions.- In the munitions field output is many times prewar capacity. Six times the prewar output of rifles, eight times of machine-guns, ten times of bayonets, 24 times of gun ammunition and nine times of guns and gun carriages, are a few of the new production figures. To enable these increases more than Rs. 70,000,000 have been spent on expansion projects and a further Rs. 160,000,000 expansion scheme is already in hand. High explosives such as T.N.T. are manufactured at these factories for the first time in India. Large plants have now been installed for the manufacture of toluene, acetone, kieselgurh, mineral jelly and the various acids.

Training of Technicians and Improved Equipment.- Increasing equipment and intensive training are turning out a new body of technicians, the men of steel, machine tool workers, munition workers, the saddler, the engineer, the chemist and a host of other trained personnel. 250 men were sent out for training in Britain under the Bevin Training Scheme; 122 have already returned after training. Every quarter for the duration of the war 50 more men will proceed for training. 39,000 trainees have so far been enrolled under the Technical Training scheme.

Imported Equipment.- Equipment flows into India, as far as war conditions and the simultaneous needs in more than one manufacturing area permit, from the United Kingdom and the United States. The American Technical Mission have recently sponsored several new plants and machine tools and have agreed to send special supervisory staff.

New Industries.- India has also undertaken manufacture of

alloy steels. Experiments for the contents of ferro-tungsten and vanadium from Indian ore are being made and new plants are on order. The alloy will form valuable components of special steels, the tools and raw materials of modern industry. Manufacture of ferro-silicon has been established in one Indian factory and at least half of India's requirements will be met from this source. The production of aluminium in India will begin shortly on a scale which is ultimately expected to enable India to meet her requirements of this metal.

Workshops.- ^{To} ~~the~~ carry out the various munitions projects many civil engineering works of a major nature have also come into being. At the outset of the war there were about 600 trade workshops known to be available. The Director-General of Munitions Production is now using 1,500 engineering workshops - 840 for general engineering items, over 300 for small tools and 345 plus 23 railway workshops for munitions components. Apart from establishments contracting with the Government directly, a very large number of small manufacturers are employed as sub-contractors.

Textile Expansion.- The value of textile purchased for the armed forces up to June, 1942, amounted to Rs. 1200 millions. In the coming year it is expected to be nearly Rs. 700 millions. The value of tents during the present year is Rs. 120 millions and of army blankets Rs. 50 millions. The output of clothing is now over 10 million garments a month. Before the war the army was clothed by one factory; there are now 10 clothing factories linked with a large number of tailoring centres employing 100,000 men in all. A parachute factory has also ~~been opened for the production of parachute equipment.~~ Pith helmets, nearly 5 million a year, cotton-jute union canvas, 10 million yards, cotton textile, nearly 1,000 million yards, are other items of India's ~~expanded production for Defence Services.~~ The wool industry is on a 100 per cent. war basis. The cotton industry has set apart 35 per cent. of total production for war ~~and~~ purposes, besides catering in an increasing measure to the civilian needs of India with the necessary curtailment of imports.

Leather Industry.- The Government Harness and Saddlery Factory has ~~expanded its working~~ staff from 2,000 to 15,000 men. In addition, some 700 contractors employ about 34,000 men to supplement production. The combined total outturn is valued at approximately Rs. 200 millions. Production of army boots in India has been increased from 1 1/4 million pairs ~~in~~ in 1941 to the present output of 4 million pairs.

Timber.- Timber production has increased from 242,000 tons in 1940-41 to 396,000 tons in 1941-42 and in 1942-43 it is expected to reach a total of about 500,000 tons valued at about Rs. 60 millions. In the woodware industries the 1942-43 output is expected to reach about 40 millions.

Shipbuilding and Repair Yards.- Well over 30,000 men are engaged in the various shipbuilding and repairing yards in India.

Medical Instruments and Drugs.- In peace-time, indigenous production of medical instruments for the Defence Services was small and limited to a few simple instruments. Since the war not only has the indigenous industry practically kept pace with Defence Services demand, but it has enabled India to supply Russia with approximately 80,000 instruments of indigenous production. The approximate value of instruments, etc., inspected and accepted averages monthly from Rs. 4 to 5 ~~lacs~~ ^{lacs}. Approximately 300 items of drugs and dressing, formerly imported, are

manufactured in India. The Government Medical Store Depot is turning out a million dressings per month, while another produces 120,000 lb. of cotton wool and 18,000 lbs. of lint monthly.

(The Bombay Chronicle, 19-9-1942.) ✓

Final Report of American Technical Mission:
Recommendations for Speeding up Production. ✓

According to a press communique issued by the Government of India in the second week of September 1942, the final report of the American Technical Mission (for previous references see pages 33-35 of May, 1942, report) has been submitted by its Chairman, Dr. Henry Christie Grady, to the Government of India and of the United States of America. The report contains much factual data concerning the production in India of essential war materials and the recommendations of the Mission for expansion of such production. The two Governments are now engaged in studying the Mission's report and the manner in which its various recommendations may be implemented.

The function of the Mission was to investigate the industrial resources of India and to recommend ways and means by which these resources of India could be developed to augment production for war purposes. The work of the Mission, therefore, was directly related to the common war effort of the United Nations and was not connected with post-war industrial and commercial problems of India. The report of the Mission contains a survey of the principal industries of India's ancillary war effort and its principal industrial requirements yearly for each of these.

Erection of New Plants and Rearrangement of Existing Machinery.- The Mission has made recommendations suggesting action by either the Government of India or Government of the U.S.A. In those instances in which additional output was shown to be required, the Mission has recommended the erection of new plant or the installation of additional machinery in existing plant. It has also suggested the rearrangement of existing machinery in order that the maximum efficiency in production might be attained.

Relieving Congestion in Ports and on Railways.- Congestion at certain Indian ports received the attention of the Mission which has made various recommendations designed to expedite loading, unloading and the repair of ships. In addition, it has called attention to the overburdened condition of railways and has suggested measures for its alleviation.

Action by Government of India.- Vigorous steps have already been taken by the Government of India to implement some of the recommendations contained in the preliminary report of the Mission and in this programme it is being assisted by equipment and material from the United States of America and the United Kingdom. With the full approval of the Government of India, the Mission recommended that a number of production engineers and technicians be sent from the U.S.A. to advise and assist in increasing industrial production in India. Steps have already been taken to secure the services of these experts and a number

of them will soon be leaving to undertake their new and important assignments. The Governments concerned will determine the further extent to which the Mission's programme is to be implemented and will seek promptly to execute their decision.

(The Bombay Chronicle, 15-9-1942.) ✓

45

Post-War Reconstruction

Post-War Reconstruction Plans:

Sir M. Visvesvaraya's Criticism of Government action. ✓

In his presidential address at the 2nd quarterly meeting of the Central Committee of the All-India Manufacturers' Organisation, held at Bombay on 20-9-1942, Sir M. Visvesvaraya outlined a five-year plan for establishing suitable key and other heavy industries in India with a capital of Rs. 10,000 millions. He also urged the establishment of a Post-War Reconstruction Board to make adequate preparations for the reconstruction work after the war. The more important points raised by him in the address are ~~but~~ briefly noticed below:

Post-War Reconstruction: Need for taking Industrialists into Confidence. - Immediately the war ends and truce is declared, the bulk of the fighting forces will be disbanded and large numbers of work people employed in the factories will be set free. On the Government will devolve the responsibility to find employment for all of them. Preparations and proposals have to be got ready in anticipation of the close of the war. Plans have also to be made for improving production and the general economic condition of the people. The Government of India came forward with ~~an~~ announcements that it was making preparations for post-war reconstruction. Its proposals are marked by extreme caution. Indian business-men are not taken into confidence. There was to be no open dealing, no publicity. A few committees were set up whose ~~activities were to be treated as confidential.~~ One important need of the country, namely, development of industries ~~for~~ for the civil population was kept out of the reconstruction programme altogether. There is apparently a lull in the preparations now, for there has been no news of the working of these committees for the past nine months.

Retarded Industrial Development: Plan to Keep India as an "Agricultural" Country. - The industries started in the last war were not continued after the war came to an end. If matters are left to take their own course, the same will happen at the end of the present war and the country will have no chances of overcoming its economic distress. These apprehensions are confirmed by a recent authoritative statement made by the head of the Government that "India is and for a long time yet, likely to be mainly an agricultural country." On account of the subordinate position of the Government of India, the people have not been allowed to develop the industrial structure of the country to the extent dictated by their means or wishes. Government have kept activities in certain departments of Indian administration strictly in their own hands without seeking advice or co-operation from representative citizens. One of such departments is 'industries'. The army of 'military department' is another. In the military the indigenous population may serve in the ranks, but when it comes to policies or control, they cannot even look over the fence. In this way many beneficent developments have been ruthlessly retarded.

Programme of Post-War Reconstruction Work. - Outlining his programme for post-war reconstruction work, he said:

Education. - Since only one person in every nine in India now knows to read and write, the rural population is held down by the millstone of its own ignorance. A scheme of education on a five-year plan is the best remedy. Such a plan has succeeded in Russia.

Heavy and Minor Industries.- Next to education, if next at all, come Industries. A reform to advance the cause of industries will benefit all grades of the population. Heavy industries which are the balance wheel of the whole business system should receive priority. It is a great disappointment to all far-seeing Indian industrialists to notice that the opportunity given by the war is not being utilized to force the pace of industrialisation in this country as is being done in Canada or Australia. Minor industries require an elaborate organisation or system to secure uninterrupted progress. Such an organization should be introduced by the Government and the public working in close co-operation. If Government co-operation is not forthcoming, the business leaders should not merely stand by and look on but should join forces, even work single handed, and build up an organization as best as they can.

Military Equipment.- A third reform needed is to insist on military equipment and armament machinery to be manufactured within the country itself, with the co-operation of Indian industrialists. The present war has shown how helpless the country will be if this measure is not enforced.

Production Drive; Need for Political Freedom.- Immediate steps should be taken to initiate a production drive with a view to doubling production in the country chiefly from industries in five to seven years time; for developing industries India wants economic freedom and she cannot have economic freedom without political freedom. The struggle in India today is to seek amelioration or relief from conditions which threaten to stabilise poverty and make it difficult for the vast masses of the population to keep themselves alive.

(The Bombay Chronicle, 22-9-1942.) ✓
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47

List of the more important publications received in this Office
during September 1942. +

National Labour Legislation.-

War-time Legislation Affecting Labour. Published by the Manager of Publications, Delhi. 1942.

Social Policy.-

Fourth Labour Conference (First Tripartite Conference), New Delhi, 7th August, 1942. Resolutions adopted by the Conference. Department of Labour, New Delhi.

Conditions of Work.-

Statistics of Industrial Disputes in British India for the year ending 31-12-1941 (revised). Department of Labour, Government of India, New Delhi.

Economic Conditions.-

Representations submitted by the Committee of Federation of Indian Chambers of Commerce and Industry on Financial Adjustments between His Majesty's Government and the Government of India, with regard to Defence Expenditure of India. Federation of Indian Chambers of Commerce and Industry, 28, Ferozshah Road, New Delhi. 1942.

Social Insurance.-

Printed letter No. 4577-XI-138/42-Gen. dated the 13th August, 1942, from the Secretary to the Government of Bihar, Revenue Department to the Secretary to the Government of India, Department of Labour, embodying statistical Returns under the Workmen's Compensation Act, 1923, for the year 1941.

Organisation, Congresses, etc.-

Report of the Bombay Provincial Trade Union Congress for 1941-42. Servants of India Society's Home, Sandhurst Road, Girgaon, Bombay.

Public Health.-

Annual Report on Hospitals and Dispensaries in the North-Western Frontier Province for the year 1941. Printed and published by the Manager, Government Stationery and Printing, N.W.F.P., Peshawar. 1942. +