

C 33/2/72

**INTERNATIONAL LABOUR OFFICE**

**1.2. Each section of this report may be taken out separately.**  
**Industrial and Labour Development in March, 1968.**

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NATIONAL LABOUR LEGISLATION.

WORKMEN'S COMPENSATION:

Workmen's Compensation (Amendment) Act, 1946.

The Workmen's Compensation Act (Amendment) Bill (vide page 1 of the report of this Office for January 1946) was passed by the Council of State on 22-2-1946, received the assent of the Governor-General on the same day and was gazetted on 2-3-1946 as the Workmen's Compensation (Amendment) Act, 1946 (Act No. I of 1946).

(The Leader, dated 2-3-1946;  
The Gazette of India dated 2-3-1946,  
Part IV, page 1 ).

INDIAN MINES (Amendment) Act, 1946.

The Bill further to amend the Indian Mines Act of 1935 (vide page 1 of the report of this Office for January 1946) was passed by the Council of State on 22-2-1946 and received the assent of the Governor-General on the same date. It has been gazetted on 2-3-1946 as the Indian Mines (Amendment) Act, 1946 (Act No. II of 1946).

(The Leader, dated 2-3-1946;  
The Gazette of India dated 2-3-1946,  
Part IV, pages 1-2 ).

Factories (Amendment) Bill, 1946, passed by  
Central Legislative Assembly.

The Factories (Amendment) Bill (vide page 2 of the report of this Office for February 1946) as reported by the Select Committee of the House came up for consideration in the Central Legislative Assembly on 5-4-1946.

Changes made by Select Committee.— The main amendments proposed by the Select Committee were (a) a further reduction of the weekly working hours in seasonal factories to 50; (b) a reduction of the overtime limits proposed in the Bill to 10 $\frac{1}{2}$  hours, or where the factory is a seasonal one to 11 $\frac{1}{2}$  hours; and (c) the stepping up of the rate of pay for overtime to twice the ordinary rate of pay. Speaking on the Bill, as amended by the Select Committee, Dr. B.R. Ambedkar, the Labour Member, said that the general effect of the amendments made by the Select Committee was to liberalize the original provisions in the Bill in favour of the worker. Although some of these amendments had gone somewhat beyond the intentions of the Government

he would not raise any objections.

**Millowners' fears of Adverse Effects on Cloth Shortage.**- In the course of the debate Mr. V. K. RAO issued a note of warning that if the textile industry were not exempt from the 48-hour week for a period in the immediate future, there might be a cloth shortage in the country. He urged that the power of granting exemptions should be included in the Bill rather than its being left to the Provincial Governments. He also felt that by fixing overtime wages at twice the normal wages, workers might be deprived of its advantages as employers might discourage overtime. In reply to the latter criticism, Mr. Sarabhai, M.L.A. representing labour, pointed out that the Government's intention in prescribing rates for overtime was in fact to discourage the practice.

Replying to the above point Mr. K. L. Anbedkar said the Government was aware of shortage of cloth in the country, but he could not on this stage raise except the suggestion that the textile industry should be exempt from the 48-hour working week. Government had taken into consideration not only the scarcity of cloth but also other articles of consumer goods in framing the Bill. Provincial Governments were supposed to grant exemptions in exigencies of public need to any industry. Further any exemption to individual industries by the Central Government would go beyond the powers of the Central Legislature. They could only make the law, but the executive authority vested with the Provincial Governments.

The Madras Legislative Assembly accepted an amendment moved by Mr. S. C. Puri, Labour Commissioner, seeking to enforce the provisions of the Bill as from 1-8-1946, and the Bill, as so amended, was passed by the House on 4-4-1946.

(The Hindustan Times, 4-4-1946;  
The Statesman, dated 5-4-1946).

Madras:

Factory Workers to be allowed Ten Minutes for Washing: Fresh Draft Rule Under Provision 1st.

The Government of Madras has published this month the draft of an amendment which it proposes to make to the Madras Factories Rules, 1946, in virtue of the powers conferred on it by the Factories Act, 1946. The proposed rule provides that in every factory each worker shall be allowed, for washing, ten minutes before the end of his day's work and that a notice to this effect in English and in the language of the majority of the workers shall be affixed in a conspicuous place in each department concerned.

(The Port St. George Gazette Dated  
12-3-1946, Rules Supplement to Part I,  
Page 54 ).

SOCIAL POLICY.

Government of India's Failure to Provide Social Security for its Workers: A Motion in Central Legislative Assembly.

On 11-3-1946 the Central Legislative Assembly passed without a division a cut motion moved by Mr. Guruswami to discuss the failure of the Executive Council to provide unemployment relief, adequate dearness relief and social security benefit for the employees of the Central Government. Mr. Guruswami urged that the Government of India, as the largest employer of labour in the country, should set an example to other employers in the matter of unemployment relief, adequate dearness relief and social security benefits.

Replying to the motion Dr. Ambedkar, the Labour Member, pointed out that the cut motion implied the demand that employees of the Central Government should be treated as a privileged class of workers. The Government of India, however, had not only a responsibility for those who were in its immediate employment but also for labour in general. Therefore, its policy in the matter of the benefits sought by the mover should be framed in such a manner as to benefit labour in general and not a particular class of labour. About them unemployment, Dr. Ambedkar said that the cure for it in a country like India, where 50 to 60 per cent were unemployed, was not the grant of relief, but creation of new employment by greater industrialisation. In this matter, the Government of India had not only laid down its objective but had prepared a programme of action and, in pursuance of it, a Fact Finding Committee had been appointed and it had produced 34 reports besides one general report. As regards social security, the Government proposed to appoint an advisory committee.

The position of the Government of India was further explained by Mr. S.G. Joshi, Labour Commissioner, who stated that the Government would introduce legislation providing for compulsory recognition of trade unions and payment of minimum wages.

(The Statesman, 12-3-1946).

Welfare Trust Fund for Industrial Employees: Discussion in Standing Labour Committee Session, New Delhi, 15 APR 1946.

The eighth session of the Standing Labour Committee was held at New Delhi on 15 and 16-3-1946 with Dr. B.S. Ambedkar, Member for Labour, Government of India, in the chair. Representatives of the Central and provincial governments, Indian States, and employers' and employees' organisations attended the meeting.

Welfare Trust Funds.— The Committee discussed a proposal for the creation of welfare trust funds for industrial employees and examined a suggestion that such funds should be financed by the employers on the basis of a certain percentage of the profits and administered by a committee consisting of both workers' and employers' representatives. The question whether welfare schemes should be made compulsory by statute for all classes of employees was also discussed.

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The fund may be spent for the following purposes:- (a) education of the workers and their dependents; (b) health of workers and their dependents; (c) recreation and entertainment for workers and their dependents; and (d) other general amenities.

Mr. K. M. Joshi, speaking on behalf of the AIRUC said the Congress had no objection to such funds being set up by the Central Legislature, so long as they were not intended to free the Government and employers to any extent from their responsibilities for the welfare of workers which are well recognised all over the world. These funds should be utilised for supplementing the welfare measures taken by the Government or employers.

Other items on the agenda of the meeting were: (1) Amendment of the Trade Disputes Act, 1947; (2) Review of employment in industry and the extent to which unemployment is likely to occur; (3) Mine Workers' Charter as proposed by the Coal Mines Committee of the I.L.O.; (4) Central legislation for unregulated factories; and (5) Employment Exchange.

Amendment of Trade Disputes Act, 1947. The Government of India proposed to amend the Trade Disputes Act, 1947, so as to make 26 days' notice of an intended strike or lock-out mandatory in public utility undertakings and such other undertakings, vital to the public interest. The Government also proposed that in cases where strike notice was made mandatory there shall be an obligation on the part of the Government concerned to try conciliatory mediation followed in the event of its failure by reference to an Industrial Court. All strikes and lock-outs in such cases shall be forbidden as in the existing Defence of India Act for a period of two months from the date of the completion of the proceedings before the Industrial Court. The award of the Industrial Court may be made binding for six months and the award may be extended for a further period of 18 months unless revoked by either party by notice of one month. The notice of the strike should be given by the executive of a registered union where there is such a union, or should be signed by such percentage of workers as may be prescribed by the appropriate Government. No notice of strike will be received in other industries and establishments but the appropriate Government may refer the dispute to conciliation or to an Industrial Court. When the dispute is referred to conciliation or adjudication, all the provisions relating to binding the parties for certain specified periods will apply. In cases of urgency, the appropriate Government may be given power to refer a dispute directly to the Industrial Court without trying conciliation proceeding first.

Speaking on behalf of the AIRUC, Mr. K. M. Joshi said that the Government proposal was an advance to some extent on the Trade Disputes Act in so much as the Government now admitted that if the strikes without much notice were to be made illegal in public utility services, the workers must be given some sort of compensatory advantage in return for the restriction placed upon their freedom. He further suggested that there should be a definite time limit, say, a fortnight, for the completion of the conciliation or adjudication proceedings. He also criticised the Government proposal for amending the Industrial Court to amend the registration of a trade union if it was found that the application made by it was frivolous, while the penalty proposed for the employer in case of frivolous application was only a fine. He suggested that the Government should ask for a small deposit of a rupee or two to be accompanied at the time of application, and that this amount might be confiscated in case it was found that the application was frivolous.



Employment in Industry and the Extent of Unemployment. On the question of the employment in industry and the extent to which unemployment is likely to occur, the information supplied by the Government of India revealed that Government was not yet in a position to form an accurate estimate of the magnitude of the problem, and that the work of placing unemployed workers that the various Government employment exchanges have been doing was in the early stages of its development. It was suggested by an AYWG spokesman during the discussion that there should be no discrimination between the demobilized servicemen and unemployed industrial workers, and that Government could relate to such matters by reducing the hours of work not only of factory and mine workers but also of post and Telegraph and Railway workers, by stopping all overtime work as far as possible, by providing adequate number of paid holidays to all workers, by taking early steps to convert war industries to peacetime industries and by providing, if necessary, by executive action, some relief to the unemployed by way of unemployment insurance. It pointed out that by reducing the hours of work, the Master and Telegraph Department can absorb about 50,000 more employees and the Railways can absorb about 75,000.

The Workers' Charter. Speaking on this subject, Mr. P.M. Joshi explained that the Government was not able to supply to the Committee the proceedings of the Coal Mines Committee of the I.L.O. or even the text of the miners' Charter as proposed by the Spending Labour Committee. He protested against the action of the Government of India in the suppression of the proceedings of Indian miners the members of the Indian Federation of Labour in preference to those of the AYWG to attend the meetings of the Coal Mines Committee of the I.L.O. both in Hyderabad, 1945. Mr. Joshi said that the results of the recent election from the special trade union constituency of mine workers in Bihar, when there Mr. P.G. Das belonging to the AYWG was elected by a large margin, surprising 5794 votes as against 524 polled by the representatives of the Indian Federation of Labour, was a definite indication of the fact that it was the AYWG and not the IFL which really and effectively represented the Indian miners. He also protested against the misleading statement made by Mr. Ghemalla, the Government of India's representative at the meeting of the Coal Mines Committee of the I.L.O. in which the latter had stated that the output of the Indian miner was the lowest in the world. Mr. Joshi said that in comparing the output of Indian miners with miners in other parts of the world, one had to take into consideration the extent of machinery used in India and outside as well as other conditions of work. The Indian miner, he stated, works at a narrower coal face while miners in other countries work at broader coal faces. He also pointed out that although the output of a miner in India may be half that of a British miner, the British miner is paid wages which are more than ten times those paid to an Indian miner. Mr. Ghemal Shastriharya, an adviser to the AYWG delegation, welcomed the proposals made in the Charter, and pointed out that most of the evils from which Indian miners suffered were due to the system of employing miners through contractors, who as middlemen took away a large part of the wages due to them and also were not interested in the safety of the mines and consequently of the lives of miners. He therefore suggested that the contract labour should be prohibited in the mines. During the course of discussion, Mr. Joshi suggested that a separate Committee or a sub-committee should be appointed to discuss the practical measures to be taken in giving effect to the proposals contained in the Charter.

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Central Legislation for Unregulated Factories.—As regards the Government's PROVINCIAL LEGISLATION FOR THE REGULATION OF FACTORIES unregulated at present, an AITUC spokesman explained that the Congress was of the firm opinion that the Government should apply all the provisions of the factories Act to all factories running with power, irrespective of the number of workmen, by Central legislation and not leave the regulation to the option of the Provincial Governments. As to factories now run without power and for which there is no Central regulation, he urged that the Factories Act, 1948, should be so amended as to bring them within its purview and all its clauses should be applied to them. At present there is no regulation regarding hours of work and other conditions in these factories except in the Central Provinces and Bihar. He referred pointedly to the conditions in West Bengal and Madhya Pradesh in Bihar, where hundreds of persons are employed and yet the Provincial Government had in spite of insistent demand on behalf of the trade unions, refused to bring them under any regulation. He expressed the preference of the AITUC for abolishing the distinction between power using and non-power using factories and for applying the definition of the term "factory" as given in the British factories Act to all factories. If however the Government insisted on bringing a separate Central legislation for factories not using power, he said, the AITUC would insist that the new regulation must contain all the important provisions embodied in the Factories Act 1948 and must be applicable to all factories working without power and employing 10 or more workmen. It should provide for the applicability of the Workmen's Compensation Act and the Payment of Wages Act to workmen covered by the new Act; he insisted that legislation for regulating unregulated factories must be general and comprehensive.

Attitude of Employment Exchanges during strikes and lockouts.—On this question the spokesman said by unanimous vote there were some practical difficulties in the way of adopting the procedure agreed to at Government Labour Conference (vide pages 6-11, November, 1948 report). The Government, therefore, suggested to the Standing Labour Committee the adoption of the British model under which the Employment Exchanges will be free to accept vacancies and to inform suitable applicants of the existence of the trade dispute before submission to register workmen and to submit them for other employment informing the prospective employers that they are unemployed as a result of an existing trade dispute.

Mr. K. K. Jha, the spokesman of the AITUC, however, held that if the employment exchanges were to serve any real and useful purpose they should refuse to accept vacancies or to register workmen in case of strikes and lock-outs. The Employers' delegates showed their readiness to accept the British Model. No decision could be arrived at and it was agreed that the Government should consult the employers and workers organizations once again.

(The Trade Union Record, March, 1946;  
The Statesman, dated 16-5-1946; and  
The Actions Call, dated 16-5-1946).

CONDITIONS OF WORK.

Hours of Work and Weekly Rest, etc.

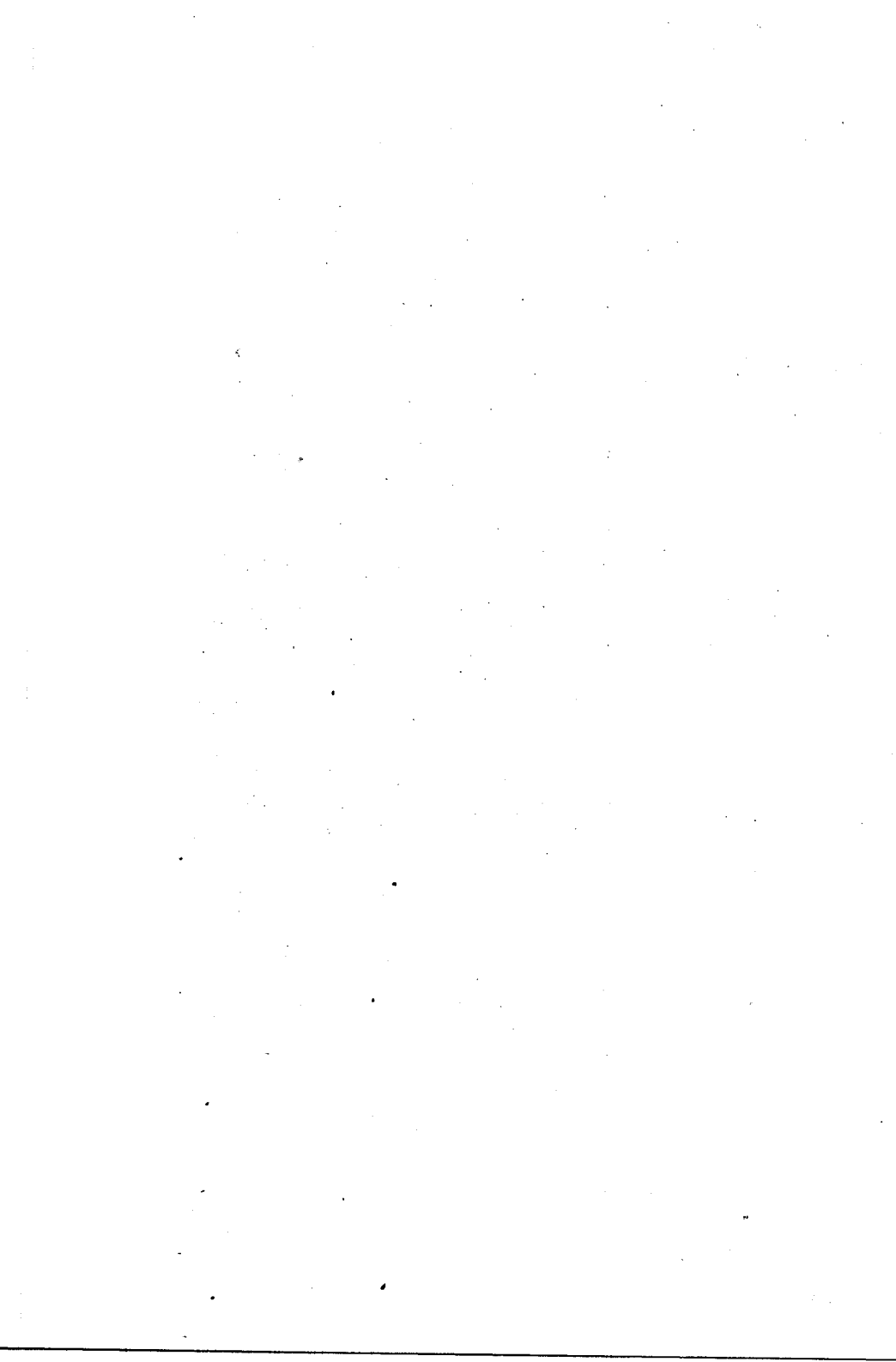
Un-official Bill to amend Hours of Employment Regulations  
in Railways to give work men increased overtime payment  
for railways.

Mr. S. Garaswami, M.L.A. (Central) has given notice of a Bill to amend Chapter VI-A of the Indian Railways Act, 1930, which deals with the Hours of Employment Regulations on Indian Railways. It is pointed out in the Statement of Objects and Reasons appended to the Bill that the Central Government's proposed amendment to the Factories Act, 1947, restricting the hours of work in factories and manufacturing workshops (including railway workshops) will not apply to the majority of railwaymen whose hours of work are governed by the Indian Railways Act, 1930. The present amending Bill which seeks to reduce the hours of work to 48 per week and 8 per day is designed to cover such railwaymen.

Intermittent Work.— The Bill, further, proposes to abolish the distinction of regular hours of work between railway servants whose employment is considered to be essentially intermittent and those whose employment is not considered essentially intermittent, by equalising the hours of work for all railwaymen to 48 per week and 8 per day. The discrimination made at present is not considered as justified as the railway servants whose employment is considered essentially intermittent, are not allowed to leave their place of work, even though there may not be any work. As the Act stands at present, the railway servants whose employment is considered to be essentially intermittent are excluded from the provision regarding weekly rest of 24 consecutive hours enjoyed by other railwaymen. It is, therefore, proposed that they should be made eligible for enjoying these periods of rest, and in case it is not possible to grant them rest of 24 consecutive hours in every week, at least a rest of 24 hours in every four weeks should be ensured for them.

Overtime Payment.— The present Act permits overtime payment at one and a quarter times the ordinary rate of pay. It is proposed to increase the overtime to one and half times the ordinary rate. The present Act excluding railway servants from getting payment at overtime rate if they work longer hours "to avoid serious interference with the ordinary working in the cases of accidents, actual or threatened, or when urgent work is required to be done to the railway or to the rolling stock, or in any emergency which could not have been foreseen or prevented." It is proposed that these workers too should get payment at the overtime rate if they are asked to do overtime work.

(The Railway Herald, Karachi, 25-3-1948).



Women's Work.

Alternative Employment for Women Minors:  
PROVINCIAL GOVERNMENT'S OFFICE OF COLLECTING  
STATISTICS.

With a view to providing alternative employment to the women thrown out of employment as a result of the re-distribution of the hen prohibiting the re-employment of women underground with effect from 1-8-1946 and to making the fully trained, the Labour Department of the Government of Madhya Pradesh is understood to have deputed Mrs. G.D. Prasad, Officer in Charge, to collect the necessary statistics, and to study the exact position. Mrs. Prasad has been in the field for the last 20 days, and has visited about 75 villages. It is understood that a proposal is under consideration to organize village industries in this area, if the number of women thrown out of employment warrants it.

Answering a question on the subject in the Central Legislative Assembly on 11-5-1946, Mr. B.K. Ashokdhar, Labour Member, Government of Madhya Pradesh, said that about 80 per cent of women workers withdrawn from underground in various parts had been provided with surface work. All women who have been engaged in the state railways collection had been fully employed in surface work on a permanent basis. Sites were being requisitioned for the establishment of vegetable gardens and farms in various and sundry villages. It was intended that women engaged from underground work should be employed there under head "wells" appointed by the Welfare Dept.

(Amrita Inscr. Patrika, 26-5-1946)  
The Statesman, dated 26-5-1946

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Wages.

'Fair Wages' Clause to Protect Contract Labour  
in Central Public Works Department.

More than a million workers employed by contractors on Government works are eventually expected to be benefited by a new "fair wages" clause which the Central Public Works department will incorporate from April 1 in the standard agreement form. The new clause defines "fair wages" as rates of wages no less than those paid for similar work in a particular locality and insists that the contractor or sub-contractor must pay ~~guaranteed~~ his labour notified wages or the wages prescribed by the Central Public Works Department for the district.

The clause will require the contractors to comply with all the regulations in regard to payment of wages, wage periods, deductions, maintenance of wage registers, publication of scales of wages and terms of employment, inspection and submission of periodical returns. Non-observance of these regulations will be penalized by recoveries from the contractors' bills. Labour welfare officers will be authorized to enforce observance of the clause.

It is expected that other departments of the Central and Provincial Governments will follow this lead by taking similar action soon.

(The Statesman, 11-2-1946).

Forced Labour.

Himalayan states people demand Abolition of Forced labour.

At a political conference of the Himalayan States people, held in March at Muzil (Punjab), a resolution, was passed demanding the abolition of forced labour and similar levies imposed by the ruling classes in most of the Himalayan states.

(The Hindustan Times, 26-3-1946).

Industrial Disputes.

Report of Calcutta Strike Settlement Committee:  
Corporation Accepts Recommendations.

The Strike Settlement Special Committee appointed by the Calcutta Corporation following the municipal employees' strike in November 1945 (vide page IV of our report for November 1945), to examine the demands of the strikers, has now made recommendations, among other things, regarding revision of grades of pay of employees. After considering the suggestions of labour leaders and representatives of different unions, the present higher price level, the financial position of the Corporation and the views of the Chief Executive Officer, the Committee unanimously came to the following conclusions:-

(a) The existing grades of the employees drawing up to Rs. 300 per month should be generally revised on the following principles, subject to this proviso that the salary of any employee increased on this basis will not go beyond Rs. 300:

- Up to Rs. 50- 20% increase.
- From Rs. 51 to Rs. 50- 17/2 % increase.
- From Rs. 51 to Rs. 75- 15% increase.
- From Rs. 76 to Rs. 100- 25% increase.
- From Rs. 101 to Rs. 150- 10% increase.
- From Rs. 151 to Rs. 200- 7 1/2 % increase.
- From Rs. 201 to Rs. 300- 5% increase.

(b) The standard grade for all unskilled labour staff will be Rs. 15-1-20 inclusive of grain compensation allowance.

At a special meeting held on 15-3-1946, the Calcutta Corporation accepted the above recommendations. They affect nearly 20,000 employees including labour staff of various grades, drawing salary not exceeding Rs. 300 and are to be put into effect immediately.

The meeting also appointed a special committee called Grade Reconciliation and Rules Advisory Committee to consider all cases of omissions, anomalies, discrepancies and genuine grievances and to send its recommendation within 3 months.

Employees' Fresh Demand.- The employees, however, are not fully satisfied with the report of the Strike Settlement Special Committee. An emergent meeting of the Calcutta Corporation Employees' Association held on 14-3-1946 to consider the report adopted a resolution demanding that all employees drawing upto Rs. 300 per month be granted a Rs 10 per cent increase of the substantive pay with effect from 1-4-1946, subject to a minimum of Rs. 3 per month.

(The Amrita Bazar Patrika, 8 and 17-3-1946 ).



(The statement, 51-5-1948).

It is understood that the Government of Sind proposes to appoint a panel of arbitrators to settle trade union disputes in the province. The Government has invited the Muzim and Shippers Chamber and other responsible bodies in Sind to depute two representatives each to serve on the panel.

Panel of Arbitrators to be set up to settle trade union disputes in Sind Government's proposal.

Welfare.

Factories to Provide Rest Rooms for Labourers and  
Rooms for Women Labourers' Children Madras  
Government's Orders.

The Government of Madras has, by a notification dated 19-12-1945, directed occupiers of factories in the Province wherein more than 150 workers are ordinarily employed, to provide free of cost a suitable room or rooms for the use of workers during periods of rest. By another notification of the same date, the Government has directed occupiers of factories wherein more than 50 women workers are ordinarily employed to provide a suitable room or rooms for the use of children under the age of 6 years belonging to such women.

(G.O. No. Nos. 3244 and 3245, P.W. (Labour),  
19th December 1945; The Fort St. George  
Gazette, dated 2-1-1946, Part I, pages  
30-32 ).

All-India Labour Academy: New Organisation for  
Promoting Labour Welfare.

At a meeting of social workers held in Bombay on 17-3-1946, it was decided to form an All-India Labour Academy to promote labour welfare. The activities of the Academy will extend to all parts of the country and to enable this, representatives from the different provinces and States have been selected to constitute the managing committee of the Academy. The Academy, among other functions, will send out its month members to the provinces and States where they will organise educational centres to carry out their work. The Academy will conduct mass meetings, in labour localities and also publish books and pamphlets in various Indian languages. Mr. Syed Ali Mohamed Hussain was elected President of the Academy.

(The Bombay Chronicle, 19-3-1946).

General.

Working of Factories Act in Bombay during 1944.

**Number of Factories.**- During 1944 there was a net increase of 323 in the total number of factories, in the province, subject to the Factories Act, 1944. While 709 new factories were added to the register, 386 were removed, and the total increased from 4,267 to 4,585, including 1,527 notified factories. The number of factories actually working rose by 351 from 3,934 to 4,285; the increase being mostly contributed by the textile and engineering industries.

**Number of Operatives and Distribution.**- The number of operatives employed in all industries including the weighted night average in cotton mills was 736,464 compared with 711,825 in 1943 the previous year. The largest increase was in engineering and allied trades (10.6 per cent) and about half of this was in ordnance factories. Night shift working during 1943 and 1944 was comparatively steady in cotton mills with an average of about 85,000 in Bombay and 67,000 in Ahmedabad. Of the total number of operatives, 729,254 were adults, 4,254 adolescents and 2,956 children.

**Inspection and Improvements in Working Conditions.**- During the year, 228 factories and 228 factories remained uninspected; most of the others were inspected at least twice whereas a few were inspected more than thrice. The favourable economic condition of many industrial undertakings enabled them to maintain the sanitary conditions far in advance of the statutory level. In Ahmedabad, particularly there was considerable improvement in the drainage system. Lime-washing and painting of factories was generally carried out. The water supply was satisfactory. Legal action to enforce compliance with the provisions of the Act and rules concerning latrines was resorted to in 15 cases where law had been flagrantly breached. 8 concerns in Ahmedabad effected improvements over the existing air-conditioning and ventilation plants at an expenditure of Rs. 153,000 and a few more mills in Bombay installed additional plants at an expenditure of over Rs. 100,000. Two mills in the Bombay suburban area also introduced air conditioning plants in their weaving sheds at a cost of about Rs. 200,000.

**Prosecutions, Convictions and Fines.**- 40 cases against 10 factories were instituted during the year for the irregular employment of women and fines amounting to Rs. 2,755 were imposed. 48 cases against 14 factories were instituted for the irregular employment of children and fines amounting to Rs. 2,404 were imposed.

66 cases against 51 factories were instituted for unsatisfactory fencing and fines amounting to Rs. 4,555 were imposed in 56 cases; 8 cases against 6 factories were pending at the end of the year. On the whole, 207 cases against 124 factories were instituted and fines amounting to Rs. 15,508 were imposed. While 37 cases against 15 factories were pending at the end of the year, 5 cases against 3 factories were withdrawn and in 15 cases, the accused were acquitted.

**Accidents.**- The number of persons injured increased from 19,682 in 1943 to 20,381 in 1944. The rate of accidents per 100 workers increased from 2.75 in the previous year to 3.17 during the year under review.

**Creeches and other Welfare Measures.**- There were 127 creeches in the province during the year as against 130 in 1943. Many factories provided such amenities as milk, clothes, soap and medical aid to the infants at the creeches. Educational facilities and ultra violet ray treatments were also being introduced in many places. The general health of the creeche children, however, deteriorated during the year.

There were 134 co-operative credit societies functioning during the year. 12 health exhibitions were held, 17 first aid classes were organised and a good many of the factories were running medical dispensaries. Dining sheds, canteens and literary classes were some of the other amenities noticeable.

(Indian Labour Gazette, February, 1944).

ECONOMIC CONDITIONS.

Problems of Indian Jute Industry: Review at Annual Meeting of Indian Jute Mills Association.

The present position of the Indian jute industry and its future were reviewed by Mr. I.O. Kennedy, Chairman of the Indian Jute Mills Association, at the annual general meeting of the Association in Calcutta on 22-8-1946.

Industrial Pool. The main problems of the industry during 1945 were ~~the supply of~~ the financial state of the ~~Industrial Pool~~ (vide page 28 of the report of this office for October 1945). The Industrial Pool, was designed to mitigate the effects upon the industry of requisitioning, and fuel shortages. The original period of life expired on June 30th, 1945, but was extended for six months further period of six months. It had been necessary to ask the Members of the Association to continue to bear this burden for another three months, and the Chairman hoped that by that time the members of the pool would have discharged their financial liabilities. Claiming that no other industry in India had so quickly drawn up and executed a plan who rely 24 1/2 million square feet of ~~various~~ accommodation and had were made available for rival war needs together with technical plant, equipment, and services, ~~the chairman suggested that in the period of eighteen months, from July 1944 until December 1945, the pool paid in "dividend" to the workers in India a total of over 10 million rupees. A project, of which 50 per cent of members had already approved, sought to carry the primary intention of the pool a step further, by wiping out the loss hours lost through coal shortage prior to July 1st 1944, on which date, the pool came into being, and the Chairman hoped that the new project would receive the support of the members.~~

Labour. A notable feature of the war years, had been the absence in the ~~jute~~ industry of serious labour unrest, and 1945 was no exception. But, Mr. Kennedy emphasized, this should give no cause for complacency. The labour policy of the Indian Jute Mills Association was clearly defined and unequivocal—security of service, good working conditions, and provision for old age.

As regards the first, terms of service had, been drawn up for jute mill workers—but had not been into operation because the provincial Government considered that in their present form they would not be acceptable to the trade unions, and might cause trouble were the issue to be forced.

In the sphere of good working conditions also much remained to be done. Here Mr. Kennedy laid stress on the lines of advance, viz., housing and standardisation of wage rates. He did not consider that it was a function of industrial employers to provide houses for their workers. But if they did so, then the housing provided must conform to reasonably good standards. Taken as a whole, the workers' lines in jute mills, whilst they fulfilled and met the need for which constructed, could not at the present time be classified as other than unsatisfactory. The second matter which could not be safely delayed was the standardisation of wage rates within the industry. The present state of wage rates not only among mills in different districts, but also in the same district, constituted a potent source of danger to industrial peace.

red A

He himself felt that the best approach to the problem of standardising rates was to deal with the matter first on a zonal or district basis, and gradually merge these zones or districts until eventually wages for all such classes of work were standard throughout the industry.

As regards provision for old age, the Association had taken concrete steps and a pension scheme had been placed before the meeting for adoption backed with the strong recommendation of the Committee.

The Association had also on hand a project to build, equip, and run a School of Jute Technology in conjunction with the University of Calcutta for the training of Indian boys, with the requisite educational background, for the higher supervisory posts in the industry.

**The Future.**- Turning to the future, the Chairman felt that the industry would have to face in about a year's time quite formidable competition, not only from jute mills elsewhere, but from the numerous substitutes which had been striving hard to oust jute. Jute goods should be in a position to beat their rivals in price if the jute trade was to expand and it was necessary for this purpose (i) to harness science to industry to help in cheapening and improving manufacturing techniques; and (ii) to raise the productivity of labour by better working conditions and the use of new and up-to-date machinery. Much could be achieved in this direction by introduction of simple training schemes for young workers within the mills themselves.

(The Indian Central Jute Committee Bulletin,  
February, 1946).

#### Banking

#### Banking Companies Bill, 1946, introduced in Central Legislative Assembly.

A new bill to consolidate and amend the law relating to banking companies was introduced in the Central Legislative Assembly on 15-3-1946 by Sir Archibald Rowlands, Finance Member, Government of India. The new bill is based on the earlier Banking Bill of 1944 (vide pages 25-27 of the report of this Office for February 1945) which had been referred to a Select Committee by of the Legislative Assembly on 11-4-1945.

The following are the main features of the Bill:- (i) A simple definition of banking with the object of limiting the scope of the legislation to institutions in which the funds are deposited primarily to ensure their safety and ready withdrawability; (ii) Prescription of minimum capital standards; (iii) Prohibition of trading with a view of eliminating non-banking risks; (iv) Inclusion in the scope of the legislation of banks incorporated or registered outside British India; (v) Introduction of a comprehensive system of licensing of banks; (vi) Provision of an expeditious procedure for liquidation; (vii) Inspection of the books and accounts of a bank by the Reserve Bank when necessary; (viii) Empowering the Central Government to take action against banks conducting their affairs in a manner detrimental to the interests of the depositors; (ix) Prescription of a special form of balance sheet and conferring of powers on the Reserve Bank to call for periodical returns.

(The Gazette of India dated 23-3-1946,  
Part V, pages 65-91).

Problems of Indian Coal Mining Industry:  
MINES I. BROWN & MAYER TRUST INVESTIGATION  
Calcutta, 14-3-1944.

The main problems which are at present facing India's coal mining industry were reviewed by Mr. J. Latimer, <sup>of the</sup> Indian Mining Association, in his address to the annual general meeting of the Association held at Calcutta on 14-3-1944.

Indian Coal-fields Committee Welcomed.— India's coal mining industry was given its maining point in its history, and it was opportune that the Indian Coal-fields Committee had been appointed to carry out a review of the industry in all its most important aspects. The recommendations of this Committee and the decisions which Government reached upon them were going to be of extreme importance to the industry and would very much shape its future. In this connection, Mr. Latimer hoped that no decisions would be taken hastily and that Government would not act without that close consultation with the industry which grew up during the war.

Labour Problem in Coal Mines.— Turning to labour, Mr. Latimer emphasised that it is one of the main problems of the coal industry should have a stable and permanent labour force. This the coal industry had not got. On the contrary its labour force was migratory and fluctuating and most of its members were agriculturists who only regarded the coal mines as a seasonal occupation, while granting that the welfare of labour should be the employer's first concern, Mr. Latimer did not agree with those who maintained that the miners would stay on in the mines if conditions of work in the collieries were made attractive. The real solution he felt would be to give the miner more jobs and more ambition. The standards with regard to labour in the past had been lower than they should have been for reasons beyond the industry's control, but now that they had fair prices for coal and the programme of the Welfare Fund they were showing an improvement and the improvement would rapidly increase. Also the industry should aim at first class housing and similar amenities, and a standard of wages which would attract men to the industry and enable men from distant places to bring their families to the colliery area and support them there.

Conservation of Coal Resources.— On the question of the conservation of India's coal resources, Mr. Latimer felt that conservation should mean the avoidance of massive waste whether in mining the coal, or using it. It surely should not mean that good coal was to be left in the ground when present day consumers needed it, while the consumers of the future might not. In this connection he suggested that the best method of conserving India's supplies of first class coals would be the gradual introduction of sandstowing wherever it was an economic proposition.

Future of Controls and Transport Problems.— With regard to the future of control measures, Mr. Latimer felt Government direction was necessary and the existing control over prices and distribution would be satisfactory until conditions had stabilised. He was however against any attempt at nationalisation as the Coal Industry was complicated and delicately adjusted and would not easily withstand the necessarily cumbersome methods of bureaucracy.

One of the most important difficulties the industry was facing at present was the lack of adequate transport facilities and the position had to be improved appreciably if the industry was to raise enough coal to meet the country's programme of industrial expansion.

Adverse Effect of cut in Food Ration on Colliery Labour.- In some instances the Minister referred to the cut in the rice ration which might have more unfortunate results in the coalfields than elsewhere because mining was particularly unpleasant work and inadequate rations would be a tremendous inducement to the miner to seek less arduous employment. A special plan for the miner had been made to Government who had however not made him an exception.

(Amrita Bazar Patrika, 16-3-1946).

Budget of the Government of India for 1946-47:  
Finance Member's speech:

The main features of the Budget of the Government of India for 1946-47 were reviewed at pages 25-27 of the report of this Office for February 1946. The following additional facts are taken from the speech made by Sir Archibald Rowlands, Finance Member, Government of India, when he presented the Budget in the Central Legislative Assembly on 29-2-1946.

Damage to the Economy of India - While India has been spared the material destruction that has fallen on many other countries, she has suffered in full measure, and in some directions in greater measure than others, the economic consequences of war. Her industrial equipment has been worked to the very edge of a breakdown and there is a large backlog of maintenance and replacement to be made good; the development of her economy and even her reconstruction are being delayed through her inability to obtain the necessary capital equipment owing to destruction and unsatisfied demands in the supplying countries. Civilian building has been almost entirely neglected for over five years, and this presses heavily on a country where the large annual increase in population and where growing industrial development require a continually expanding building programme. In India, as elsewhere, there have occurred large shortages of consumer goods, caused on the one hand by the failure of supplies from overseas and on the other by the diversion of a large part of her productive capacity to war purposes. Outstanding examples are textiles and foodgrains, though there are many other examples. Finally, as elsewhere, the purchasing power in the hands of the public has enormously increased and the consuming public is anxious to make effective use of its spending capacity. In other words, there are still pockets of inflationary forces which require to be closely watched and controlled.

Differences between India and U.K. - Stronger Threat of Deflation. - In one important respect, however, the situation in India today differs from that in other important belligerent countries such as the United Kingdom and the United States of America. In largely agricultural countries such as India and the Middle Eastern States, war expenditure, though in absolute amounts much less than in the industrialised states of the West, has had a proportionately greater effect in stimulating the growth of the national income. The post-war deflationary pressure, therefore, is stronger in India. The drop in defence expenditure on account of His Majesty's Government and the Government of India combined will be of the order of Rs. 6000 million next year as compared with the



udget this year. The object of the Government, in the coming year, would be, to avoid the Scylla of increasing inflation and the Charybdis of too precipitate a deflation.

#### Financial Year 1945-46:-

Termination of War and Demobilisation of Armed Forces.- The outstanding events of the year were, the unconditional surrender of Germany on the 7th May, followed, about four months later, by a similar surrender on the part of Japan. Plans for the demobilisation of personnel of the Indian armed forces had been under active preparation for a considerable time before V-J Day and it was found possible to put these into operation at the beginning of October last. The number of personnel to be demobilised in India is well over a million and a half and no effort is being spared to speed up the rate of releases. This formidable task, complicated by transport difficulties and the uncertainties that must necessarily exist for some time regarding the ultimate size and composition of India's defence forces. Besides dealing with the problem of the orderly demobilisation of the armed forces and the making of arrangements for the welfare of soldiers awaiting discharge and their location and preparation for civilian life, the defence authorities are directly concerned with the cancellation or reduction of their demands for stores of all kinds, the closing or slowing down of munitions manufacture, the stoppage of building activity and the declaration of surplus stocks and the disposal of fixed assets no longer required for defence purposes.

Termination of Lend-Lease Arrangements.- With effect from V-J Day the supply of goods and services from the United States of America to the United Kingdom and other countries under Lend-Lease arrangements came to an end and from the same date these nations, including India, ceased to provide services and supplies for the U.S. Forces on Reciprocal Aid terms. It was agreed, however, as a matter of administrative convenience, that supplies and services through mutual aid channels should continue for a short time to be rendered on both sides, but on a cash payment basis. A number of claims and counterclaims are arising between India and the United States of America on this account. Another matter outstanding between India and the United States of America is the settlement of Lend-Lease and Reciprocal Aid, and the transfer to the Government of India on bloc of stocks and installations accumulated by the United States of America authorities in India during the war and now surplus to their requirements. Two senior officers will be deputed to America to discuss these matters with the U.S. Government.

Rs. 80 Million Subvention to Bengal.- The revised civil estimates for the current year include a further subvention of Rs. 80 million to Bengal. This further assistance is calculated to bring the total central grant to Bengal to a figure representing roughly half the cost of the Province of the disastrous 1943 famine.

Relaxation of Controls-Rearrangement of work of Supply Department.- Although the war has ended the difficulties and abnormalities of the country's economy which it brought into being still continue, and the Government has of necessity had to maintain the system of controls developed during the war. But although some of the controls have come to stay as inevitable adjuncts of a planned economy, the remainder are being, and will continue to be, withdrawn as soon as they have ceased to serve the purpose for which they were designed. Some 150 control measures have already been so withdrawn. With the termination of the war, the Supply Department, is being directed towards restoring the civil economy of the country. It has been amalgamated with the Department of Industries and Civil Supplies and the new department will deal

daily with the development of industries in accordance with the approved plans. During the first seven months of the current year the value of orders placed by the Supply Department was Rs. 1070 million compared with Rs. 1220 million 1945-44. Latterly one of the main tasks of the department, however, has been to terminate war contracts already entered into and arrange for the disposal of surplus stores.

A co-ordination Committee of Council has been appointed to ensure that the many complicated problems connected with the transition of India's economy from a war footing to a peace footing are effectively integrated and speedily dealt with. The Defence Department was wound up in January 1946.

Financial Year 1946-47:-

Financial Settlement with H.M.G. to remain in force till April 1947.- It has been decided, after consultation with His Majesty's Government, that the Financial Settlement will remain in force until the 1-4-1947. In this connection it may be pointed out that shortly after the cessation of hostilities with Japan, His Majesty's Government suggested to the Government of India that the Financial Settlement might be terminated on the 31-3-1946, and it is at the Government of India's request that the arrangement is to continue till the end of 1946-47.

The estimate of defence expenditure recoverable from His Majesty's Government for the year 1946-47, however, is only Rs. 420 million, against Rs. 620 million in the budget for the year 1945-46. The very marked decrease in next year's claim reflects partly the success of the Hyderabad Mission's efforts to secure a reduction of the demands for war purposes in India's productive capacity, partly the decision to discontinue, except in respect of certain agreed categories of stores, with effect from 1-4-1946, the use of India as a source of supply of the S.E.A. Command's requirements, partly the fact that, to a large extent, the requirements of both the India and S.E.A. Commands during 1946-47 will be met from stocks in India paid for by His Majesty's Government in previous years; and finally the large reduction in the numbers of Indian troops employed overseas.

Financial Position:- During the period of hostilities, the ~~overhaul of India's~~ major pre-occupation in this sphere was the problem of trying to absorb by taxation and borrowing, the purchasing power in the hands of the public so as to bridge, or to reduce to a manageable size, the inflationary gap. Today the problem in its broadest aspects has, two facets, (i) securing stability in the immediate future by keeping in check an inflationary potential that undoubtedly still exists, and (ii) preventing any material decline in business and economic activity as a result of the cessation of war-time expenditure. Investment in Government loans and the consequent withdrawal of redundant purchasing power from the public has today the two-fold advantage of mitigating the pressure of such surplus funds on the prices of consumable goods, and, at the same time, of building up reserves in the hands of Government for development purposes. With the object of turning the Savings movement from a wartime measure to combat inflation, to a peace-time organisation which can serve a great social end, the Small Savings scheme has been reorientated with the primary purpose of encouraging consistent savings among the less well-to-do section of the community. During 1944-45 Rs. 405 million were invested in Small Savings and, during the first nine months of 1945-46, Rs. 438 million have been accumulated. The total amount invested by the public in the various public loans offered during the period February 1945 to January 1946

aggregated Rs. 3460 million, compared with Rs. 2860 million during the corresponding period last year. The progressive total of public loans issued since the beginning of the war up to the end of January 1946 reached the figure of Rs. 11,780 million. During the coming year the Government of India hoped to raise Rs. 3000 million by loans.

**Sterling Balances.**— The arrangements to be made for the transfer of the ~~STERLING BALANCES~~ are a matter for bilateral settlement between India and the United Kingdom. The Government of India hoped to associate representatives of the leading political parties in the country and other non-officials with the delegation appointed to undertake the discussion with His Majesty's Government. India will be entirely free to take any line that she may see fit to pursue at these negotiations and any idea that she is committed in advance to a scaling down of the balances or to a continuance of arrangements under which such balances will continue to accrue is entirely without foundation.

**Empire Dollar Pool.**— Guesses regarding the extent of India's contribution to the Empire Dollar Pool have been extremely fantastic. The actual figures are:— Between September 1939 and March 1945 India earned hard currency assets to the amount of Rs. 36453 million. Excluding the 200 million dollar special fund set apart to pay for capital exports from non-sterling countries, India has utilized hard currency assets to the amount of Rs. 2650.2 million. To this latter figure should be added the net import of gold from the United Kingdom during the same period, since gold is equivalent to hard currency. Computed at the world (not the India) price, the value of this gold is Rs. 500.8 million. The balance in India's favour is, therefore, Rs. 492.3 million as at March 1945. It would be premature and unprofitable for India to withdraw at once from the Pool since the balance of trade with the U.S.A. has been unfavourable to India for many months. Moreover, under Article of the Anglo-American Lend-Agreement, the U.K. is committed to making arrangements which will involve the dissolution of the Dollar Pool within one year of the effective date of that Agreement.

#### Post War Planning

**Proposal to Make Grants to Provinces on the Australian System.**— The main proposals in the Budget under this head have been summarized at pages 24-27 of the report of this office for February 1946). As regards the financing of post-war development schemes it seems likely that provincial governments between them will have, by the end of 1945-46, balances of the order of Rs. 700 million, and will acquire during the next 6 years revenue surpluses totalling some Rs. 1000 million. They have based their plans on the broad assumption that, apart from borrowings either from the Centre or from the market, they will receive central grants during the quinquennium amounting to approximately Rs. 2500 million which will be distributed roughly on a population basis. The Finance Member, however, does not regard population as an altogether appropriate basis of distribution and would prefer a scheme more on the lines of the Australian grants system, under which grants to States are made on the recommendation of an independent and impartial body such as the Australian Federal Grants Commission. In making its recommendations, such a Commission may take into account such factors as the natural resources of each State, its stage of development, its taxable capacity, the extent to which this taxable capacity is exploited, and so on.

**Proposal to set up National Investment Board.**— The Finance Department is under consideration the planning of investment, both public and private, with a view to securing the fullest and most advantageous

allocation of the economic resources of the country in the interests of planned capital development. Investigation is required to determine whether a National Investment Board should be set up for this purpose, and, if so, how it should be constituted and on what lines it should work. Meanwhile, the existing control over capital issues must necessarily be continued.

taxation Enquiry Committee to be set up. More than 50 years have elapsed since the first general enquiry into taxation in India was held, and the situation has in many ways changed markedly since then, especially during the six years of war. With the cessation of hostilities and an era of intensive development begun, which will require constructive planning of taxation with a view to entering the most effective use of the taxable resources of the country, the present enquiry assembly be regarded as ripe for a fresh comprehensive taxation enquiry. The Government propose, therefore, to set up a Taxation Enquiry Committee in the near future. The scope of the enquiry would extend to the whole field of taxation—Central, Provincial and Local. While it would not be appropriate for the Committee to concern itself with the question of the distribution of taxable resources between the Centre and Provinces, it should cover the harmonisation of Central and Provincial taxation where experience has shown conflict or overlap to exist in their respective spheres, as defined in the Constitution Act. The present lack of uniformity in the incidence of taxation as between Provinces, illustrated by the varying rates of sales tax, stamp duty, property tax, motor taxation, etc., could be dealt with by the Government. The main purpose of the enquiry would, however, be to ascertain what adjustments or modifications of the taxation system of the country as a whole would be required and could, from the practical distributive point of view, be introduced in order to produce a properly balanced and scientific tax structure, fair in its incidence and adequate to the needs of a forward development policy, without deterrent effect on initiative and private enterprise, and with due regard to the administrative requirements for the prevention of tax evasion.

Separate Capital and Revenue Budgets. An innovation in this year's Budget was the presentation in two separate of a Central Revenue Budget and Central Capital Budget. This separation, the Finance Member hopes will permit of a proper presentation of transactions of a capital nature and focus attention on the productive and dead-weight imbeddedness of Government, and on the expenditure of loan monies on productive and unproductive schemes.

(The taxation proposals contained in the Budget have been reviewed at page 27 of the report of this Office for February 1946 ).

(The Gazette of India Extraordinary,  
dated 29-2-1946, pages 205-222).

Bombay Government's New Hydro-Electric Project.

A scheme for the construction of an Hydro Electric Project at Mandardara, Mandha has been sanctioned by the Government of Bombay.

The scheme provides for utilisation of water impounded in Lake Mahar Hill at Mandardara for generating electric power without interfering with irrigation, and will supply a firm load of 15,000 kilowatts. In addition to this extra-seasonal or intermittent power up to 10,000 kilowatts will also be available.

(The Bombay Chronicle, 6-3-1946).

Mahanadi Valley Project - Work on First Dam begins.

On 15-3-1946 the Governor of Orissa laid the foundation stone of the Hiralund Dam, the first of the three dams which it is proposed to construct in connection with a multipurpose project for the Mahanadi Valley.

The Mahanadi Valley Project, comprises the construction of three dams on the Mahanadi river with provisions for power generation and of three canal systems taking off at these dams for the purposes of irrigation. The first dam is at Hiralund, 9 miles above Sambalpur, the second dam is located at Tilharyara, 130 miles downstream and the third near Nandaj is miles upstream of Cuttack. Hiralund dam will be hundred feet above the rockbed of the river with a reservoir level of 510 ft. above the sea level, capable of producing 50,000 kilowatts hydro-electric power. Its canal system will irrigate nearly 8,000,000 acres in Sambalpur district and Sonapur and neighbouring States.

(Amrita Bazar Patrika, 17-3-1946).

Central Budget 1946-47: Criticism by Committee of Federation of Indian Chambers of Commerce and Industry.

The Committee of the Federation of Indian Chambers of Commerce and Industry in a statement on the budget of the Government of India for 1946-47 express appreciation of the Finance Members' "refreshingly rosy outlook" but protested against some provisions of the income tax Amendment Bill which seek to treat as profits portions of the amount received from insurance, salvage or compensation, and objects to revisions like the one to set up a National Investment Board. According to the Committee the latter proposal, is entirely premature in that National Investment Board can only serve as an effective instrument for canalizing capital in particular industries, when the Government have decided upon a detailed plan of industrial development of the country as a whole. In the absence of such a plan, the setting up of a National Investment Board would only result in restricting and hindering private industrial enterprise.

The Committee further expresses dissatisfaction with the Finance Member's statement on the Dollar Pool and mentioned difficulties experienced by industries in negotiating for capital goods with non-sterling area countries.

Other grounds on which the Committee criticises the Budget are that it does not propose substantial relief to the poorer classes and that the food problem has not received adequate attention.

(The Statesman, 5-3-1946, and  
The Hindustan Times, 5-3-1946).

#### Estate Duty Bill, 1946.

Sir Archibald Rowlands, Finance Member, Government of India, introduced in the Central Legislative Assembly on 21-3-1946 a Bill to provide for the levy and collection of an estate duty in British India.

**Object.** The object of the Bill is to impose an estate duty on agricultural property to assist the Provinces in their post-war development by fortifying permanently their revenues and enabling them to improve further the existing social services. According to the Government of India, the existing social services, according to the Government of India, are attached to the Bill, in spite of war-time taxation, enormous private fortunes have been made in India during the war, aggravating the great inequality which already existed, and the Government are anxious to take measures, which will be a first step in the process of reducing the great disparities of wealth, which is a predominant feature of Indian economy. The Statement further points out that the Bill is intended to meet the position inquiry Committee's recommendation of an estate duty by Central legislation.

**Provisions.** The draft Bill largely follows the lines of the Estate Duty Act of the United Kingdom so far as the charging clauses are concerned. The Estate Duty will be charged according to the principal value of all property which passes on the death of any person, whether by the disposition of the deceased, or by a settlement made by will. The Government's governing principle is that the title of the estate to a share in the accumulated property of the deceased is an earlier title to that of the interest to be taken by those who are to receive it.

**Proceeds to be Distributed among Provinces.** Two matters, however, are of importance in the present Bill, namely, the distribution of the proceeds of the proposed duty amongst the Provinces and the rates of duty to be levied. The intention is to distribute the proceeds of the duty (after deduction of the cost of collection) amongst the Provinces in furtherance of their post-war reconstruction plans. The exact basis of distribution will be considered later in consultation with the Provinces concerned. When a decision is reached, the result will be embodied in separate Central Acts. The rates at which the duty is to be levied will also be fixed from time to time by separate legislation.

(The Gazette of India, dated 30-3-1946,  
Part V, pages 101-155).

Madras District Municipalities and Local Boards  
(Amendment) Act, 1946.

The Madras District Municipalities and Local Boards (Amendment) Bill to which reference was made at page 13 of the report of this Office for September 1945 received the assent of the Governor of Madras on 21-3-1946 and has now been gazetted as the Madras District Municipalities and Local Boards (Amendment) Act, 1946 (Act VII of 1946). The object and the provisions of the Act have already been summarized at page 13 of the report of this Office for September 1945.

(The Part St. George Gazette, Part IV-B,  
Extraordinary, dated 23-3-1946,  
pages 1-6).

National Standards Organisation for India: Southern  
India Chamber of Commerce Welcomes Proposal.

Reference was made at pages 21-22 of our December 1945 report to the Central Government's scheme for the establishment of a national standards organisation.

The Southern India Chamber of Commerce, Madras, whose views on the proposal were sought, has welcomed the scheme and has stated that such an institution should have been founded long before. The Chamber feels that it will be of much help in promoting the general adoption of standards, for the improvement of quality of production or lowering the scope of production of articles. The Chamber has also suggested Madras as a suitable place for the headquarters of the proposed organisation.

(The Hindu, dated 15-3-1946).

Concessions to the Poorer Classes in the Central  
Budget.

Reference was made at page 27 of the report of this Office for January 1946 to the taxation proposals of the Government of India. On 1-3-1946, with a view to meeting the criticism that the budget proposals did not give enough relief to the poorer classes, the Finance Member of the Government of India, announced in the Central Legislative Assembly the following concessions in the interest of the poorer classes:

Reduction of the price of post-cards to half an anna. This is expected to come into effect from July 1 and to cost Rs. 16.7 million.

Reduction of duty on kerosene by an anna and a half instead of nine pice per gallon announced in the original budget. This is estimated to cost Rs. 15.1 million.

Reduction in the price of a match box to half an anna, likely to cost Rs. 15 million. It is expected to come into effect in the "not distant future".

Excise duty on betel-nut to be reduced from two annas to an anna and a half per lb., likely to cost Rs. 5.5 millions;

Increase of the annual grant for better marketing and production of betel-nut from Rs. 300,000 to Rs. 500,000.

Reduction of duty on raw cinematograph films from six pies to three pies, likely to cost Rs. 250,000.

During the course of the debate in the Assembly the Finance Member suggested an amendment which further reduced the excise duty on betel-nuts from an anna and a half per lb. to one anna.

(The Hindustan Times, 28 and 29-3-1946).



Textile Industry.

Cotton Textile Mills Industry in India during 1944-1945.

The following are the salient features of the annual statement regarding the progress of the Indian textile industry during the year ended 31-3-1945, issued by the Millowners' Association, Bombay:-

Numbers of Mills.- The total number of equipped mills in India (excluding mills) on 31-3-1945 was 417 (excluding 14 mills in course of erection or recently registered) as against 407 on 31-3-1944. The number of mills in Bombay City and Island remained stationary at 65 during the year under review. The number of mills in Ahmedabad increased by 1 to 74. There was no change in the number of mills in Berar, Central Provinces, Bihar and Orissa, Hyderabad State, Central India, Delhi, the United Provinces, Travancore State, Mysore State and Pondicherry. The number of mills increased by 1 in the Punjab to 8, by 2 each in Rajputana and Madras to 9 and 69, respectively, and by 3 in Bengal to 37. Of the 417 mills in the country, 5 were not working, while 1 mill each in Bombay Island, Ahmedabad, Bombay Province, Rajputana, and Madras Province started working from 11-7-1945, 15-8-1945, September 1945, 1-10-1945 and June 1945, respectively. Of the 5 idle mills, 1 each was in Delhi and the United Provinces and 3 in Madras Province.

Number of spindles and looms.- The total number of spindles in the equipped mills of the country stood at 10,238,131 as against 10,222,107 in the previous year. The total number of looms was 202,388, as against 201,761. In Bombay City and Island the number of spindles decreased from 2,854,052 in 1943-44 to 2,803,406 in 1944-45, and the number of looms decreased from 66,179 to 66,164 in 1944-45. In Ahmedabad, the number of spindles and looms increased from 1,792,995 and 42,281 in 1943-44 to 1,818,563 and 43,309, respectively in 1944-45. In Bombay Province (including Sind), excluding Bombay City and Island and Ahmedabad, the number of spindles decreased from 1,290,217 to 1,296,886, while the number of looms increased from 26,707 to 26,793. In Madras, the numbers increased from 1,542,314 and 7,382 to 1,560,804 and 7,489, respectively. In Bengal, the number of spindles decreased from 481,206 to 479,694 while the number of looms increased from 10,860 to 11,875. In the United Provinces the numbers decreased from 776,405 and 12,695 to 764,594 and 12,034, respectively. In Central India, the numbers decreased from 398,908 and 11,136 to 398,894 and 11,105, respectively. In Mysore State the number of spindles remained stationary, while the number of looms increased from 2,812 to 2,820. In the Punjab, the numbers increased from 102,720 and 2,750 to 114,924 and 2,826, respectively. In the Central Provinces, the numbers were 300,634 and 6,275, and 301,034 and 6,300, respectively; in Rajputana 129,056 spindles and 2,281 looms as against 114,764 and 2,814 respectively; in Berar 69,048 spindles and 1,468 looms as against 69,048 and 1,454 respectively; in Bihar and Orissa 25,040 spindles and 796 looms as against 27,040 and 796 respectively; in Hyderabad State, 120,188 spindles and 2,463 looms as against 120,308 and 2,462 respectively; in Delhi 110,360 spindles and 3,332 looms as against 111,276 and 3,177 respectively; in Travancore State 12,656 spindles and 310 looms, as against the same numbers in the previous year; in Mysore State, 163,288 spindles and 2,820 looms as against 163,288 and 2,812,

respectively; and in Pondicherry, 82,076 spindles and 1,968 looms, as against 83,876 and 1,968 respectively.

**Number of Operatives.**- The average number of operatives employed daily on day shift work was, in 1944-45, approximately 509,778, as against 505,562 in 1943-44. Particulars of the number employed in night shift work are not available.

**Capital Invested.**- The total paid up capital of the industry on 1-9-1945 amounted to Rs. 543,579,723 as against Rs. 527,163,411 on 1-9-1944. The total amount of paid up capital does not include the figures of 47 mills which made no returns as to capital.

**Activity of Mills.**- During the year under review, the industry consumed 2,151,337 bales (of 784 lbs.) of cotton as against 2,422,822 bales in the previous year. The average number of spindles working daily during the year was 9,456,038 out of a total of 10,238,131 installed; in the previous year, the corresponding figures were 9,493,784 and 9,222,107, respectively. Of the 202,368 looms installed, an average of 120,501 were on at work daily during the year as against 201,761 and 89,241 respectively in the previous year. The above quoted figures of spindles and looms activity do not include night shift working. The figures of cotton consumed, however, include night and day consumption.

(Summarised from statements relating to the progress of cotton textile mill industry in India for 1944-45 forwarded to this Office by the Secretary, Millowners' Association, Bombay).

SOCIAL INSURANCE.

Insurance Against Road Accidents: Rules  
under Motor Vehicles Act.

The Government of India has published for general information the draft of a set of rules which it proposes to make under chapter VIII of the Motor Vehicles Act, 1939 (Act IV of 1939); the rules which will come into force from 1-7-1946, make it compulsory for every motor vehicle to be insured against the death of, or bodily injury to, third parties involved in accidents arising out of the use of the vehicle. In addition, risks to passengers now travelling in public service vehicles have to be covered. They cover in particular the forms of documents required, conditions governing the activities of co-operative insurance societies, of owners of public service vehicles and the insurance of vehicles brought into British India by visitors to India.

The draft will be taken into consideration on or after 2-4-1946.

(Notification No. 57-70(1)/1946, dated  
27-3-1946, the Gazette of India dated  
2-4-1946, Part I, Section 1, pp. 514-519).

MEMORANDUM

MEMORANDUM FOR THE RECORD  
RE: THE SOUTH AFRICAN DELEGATION TO THE INDIAN CONFERENCE  
HELD AT DELHI, FEBRUARY 1946

Reference was made in my report for February, 1946, to the action of the Conference of South African Indian Congress, held at Durban in the second week of February, to send a delegation to India to urge upon the Government of India the convening of a round-table conference between the Government of India and South Africa (following the precedent set by the Government of India to withdraw the Office of the High Commissioner in South Africa and apply economic sanctions against the Apartheid) to carry out a campaign of propaganda in India to secure a British support of India's wishes and to invite Indian leaders to South Africa.

South African representatives, this department, headed by Mr. Secretary of State, arrived at Durban on 2-22-46, with a view to contacting Indian political leaders and the Government of India in connection with the proposed visit to India of the South African High Commissioner pending before the Assembly of the Union of South Africa.

On 12-5-1946, Dr. H.H. Kinnear, Secretary, Government of India, advised that the Government of India's decision to apply economic sanctions against the Union of South Africa. The Government of India's proposal, made through the High Commissioner, was accepted on the rejection by the Indian representatives with a view to exploring the possibility of an alternative settlement and that pending the result of such a reference consideration of the proposed Bill should be postponed. In view of the attitude of the Union Government and the decision to proceed with the legislation, the Government of India, it was recommended, conveyed to the Union Government a message on 2-2-1946, that the Government of India proposed to take similar measures against South Africa and had informed the Union Government that it proposed to give a preferential status for the termination of India's trade Agreement with South Africa.

On 12-5-1946, H.H. Kinnear, the Agent for the Union Government of India, advised that the Government of India proposed to take similar measures against South Africa and had informed the Union Government that it proposed to give a preferential status for the termination of India's trade Agreement with South Africa.

The Working Committee of the Indian National Congress, formed at the meeting in Bombay on 1-3-1946, a resolution, inter alia, asking the Government of India to withdraw the High Commissioner if the Union Government could not suspend the proposed legislation pending the convening of a round table conference between the two Governments to consider the whole policy of the Union Government against non-white peoples of the

th. The resolution advised the victorious Allies to take notice of contemplated action of the Government of South Africa and expressed hope that even at the eleventh hour, the Government of the Union of South Africa and its white settlers would listen to reason and appeal to the moral law by which mankind lives.

Despite Indian opposition, Field Marshal Smuts introduced the South Indian Reserve and Indian Representation Bill in the South African House of Assembly on 12-3-1946.

**Indian Representation in Legislature.**— The Bill provides for Indian representation in the Senate, Assembly and Natal Provincial Council. Indians will be represented in the Senate by two Europeans, one of whom is to be elected by Transvaal and Natal Indians, and the other appointed by the Governor-General. In the Assembly the Bill will be amended to elect two members to the Natal Provincial Council, who may be Indians or Europeans. The parliamentary and provincial council representatives of Indians will be elected for a 5-year period and will not be affected by any dissolution of Parliament or the Provincial Council for general elections.

#### **Control of Land Acquisition and Occupation of Fixed Property.**

Under the present law, the occupation of fixed property by Asiatics and non-Asiatics applies to the whole of Natal whereas the existing law restricts application only to the Durban area. Asiatics will be permitted to buy or occupy property outside specified accepted areas only on the authority of a special permit issued by the Minister of the Interior. The occupation provisions and not the acquisition provisions of the Bill will apply to the Transvaal. The Bill will enable properly licensed townships to be established on land assigned by the Parliament for the purpose. Under the Transvaal law of 1935, Asiatics may only buy or occupy land in areas specially set aside for them in already established townships. To enable local authorities and private persons to make adequate provision for the housing of Asiatics in townships yet to be established the Bill provides for the assignment of land outside existing townships in which Indians may own and occupy property. The Bill also enables Parliament to assign other areas whether or not intended for township for occupation by Asiatics.

Having the second reading of the Bill in the House of Assembly on 5-3-1946, Field Marshal Smuts declared that an Advisory Committee consisting of Indians and Europeans would be established to advise the Government through a Commissioner for Asiatic Affairs on all matters affecting the welfare of Indians.

The debate had not concluded when the month closed.

**Government of India considering Appeal to U.N.O.**— Meanwhile, in the Indian House of Assembly on 22-3-1946, the President ruled out adjournment motion tabled by the Maharajahm of Visakhapatnam to discuss Mr. K. K. Khande's appeal that the Government of India should raise the South African Indian question before the Security Council of the U.N. on the assurance given by Mr. R. N. Dhanrajee, Commonwealth Relations Secretary, that the Government of India had been seriously considering the question of raising the South African issue before the U.N. and would take a decision very soon.

(The Hindu, 3, 17, 27 and 28-3-1946;  
The Times of India, 12-3-1946; and  
The Hindustan Times, dated 12-3-1946).

AGRICULTURE.

Burma Tenancy Bill referred to Select Committee.

In the middle of March the Burma Legislative Council referred the Tenancy Bill, 1946, to a select committee with instructions to report during this session.

The Bill, which is practically the same as one passed by the House of Representatives in 1941, is designed to give security of tenure to tenants of agricultural land who pay a "standard rent". Rent has been made a second charge on produce in order to give a priority to wages of labourers. Fair treatment by the tenant to the landlord has been made a condition of continued occupation of the tenancy.

(The Hindustan Times, 20-3-1946).

Five-Year Programme for Agricultural Research in Sind.

The Department of Agriculture in Sind Province has prepared a five-year programme estimated to cost Rs. 15,000,000 for the purpose of establishing eight agricultural research farms in Sind with an area of about 5,000 acres each. The farms will be composite, serving the purposes of seed multiplication, cattle-breeding and dairying, testing of improved seeds and manures, horticulture, including the supply of nursery plants and vegetable seeds, poultry-breeding, and training facilities for tractor drivers.

(The Statesman, 7-3-1946).

Rural Development Headquarters to be set up at  
SEVERAL CENTRES IN BOMBAY.

The Government of Bombay has decided to establish "Rural Development Headquarters" in certain selected districts of the Province, with a view to forming permanent nuclei for the spread and extension of all aspects of rural development and improvement in the area in which they are established. They will be utilised for the training of agriculturists, their wives and families in such subjects as better farming, village health and sanitation, dietetics and any other measures which will raise the standard of village life in the districts of the Province. The "Rural Development Headquarters" will be recreational and cultural centres for the neighbouring farmers and their relatives and families and it is also hoped that they will be the foci around which co-operative organisations of agriculturists will spring up in the future.

In the first instance, these "Rural Development Headquarters" will be utilised for the training of demobilised soldiers in improved agriculture and for the instruction of their wives and families in a higher standard of domestic economy.

The Government has sanctioned the establishment of one such centre at Bergen, in Satara district, under this scheme. It is proposed to sell 66 ex-servicemen, including 18 ex-servicemen with their wives and families, for one year from 1-6-1946. The capital and recurring cost of the scheme for the first year is Rs. 582,000.

(The Times of India, 20-3-1946)

#### THE YEAR AGRICULTURAL IMPROVEMENT PLAN FOR INDIAN STATES.

The Minister's Government is understood to have under consideration a plan to scheme of agricultural development. The immediate aim which is under consideration is to grow more food and the long term to effect permanent improvements in the State's agriculture and also the standard of living of the rural population. Some of the features of the plan are the establishment of a State-owned scheme for holding of estate savings in every village and a co-operative plan in every village, the organizing of farmers into cooperative societies in every village, the organizing of farmers into cooperative societies in every village, the provision of a State-owned scheme for the provision of irrigation facilities, the provision of cheap and improved seeds and tractor ploughing of deep-wood areas. The plan is estimated to cost the Government about Rs. 477.2 million for the first 10 years from its inception, is based on the recommendations by the United Nations Conference on Food and Agriculture as well as on the Memorandum of the Advisory Board of the Imperial Council Agricultural Research.

**Co-operative farms.**— Each co-operative farm is to have an area of 100 to 200 acres. Each holding of a number of cultivators with good lands, who agree to farm the land as a co-operative unit, the work of the farm will be done under the guidance of a trained specialist by the Government. Mutual aid in cultivation, joint sale of produce and the simultaneous application of all the improvements recommended by the Agricultural Department are to be the basis of the plan on which the farms will be managed. These collective farms will also serve as subsidiary seed farms for the multiplication of large seed.

**Farmers' Societies to be organized.**— Benefiting by past experience, the Government proposes to organize rural masses into cooperative societies such as 'Water Working Societies', 'Fruit Farmers Associations', 'Angrybasa Growers' Unions', and 'Farmers' Unions', in order that through these bodies improvements might be effected on a mass scale.

**Land Utilization measures.**— So far, no systematic attempt has been made by the Government to bring under the plough, the total cultivable lands in the State being about 5,500,000 acres. A survey of the lands is proposed to be carried out and as much of it as possible be brought under cultivation. The deep-rooted weed infested areas estimated to be about 105,000 acres in the Maharashtra and Karnataka regions and in the black-cotton soil areas of Mysore, Kerala, Assam and other districts. As these areas cannot be ploughed as is proposed to bring it under cultivation by means of tractor plough. To begin with, 50 tractors have already been ordered by the

arrangement for this purpose and are expected to be received during the course of this and the next year, which begins in October 1946. (Vide page 21 of the report of this office for September 1945). As regards amelioration measures, the plan proposes the bunding of an area of 25 million acres in the scarcity zone of the State. Bunding is also to be combined with dry-farming practices in order to obtain the best results. Arrangements are to be made for large-scale multiplication and distribution of seed of drought-resistant varieties of "jowar" and wheat.

**Water Resources.**- Another important feature of the plan is the tapping of water resources by sinking irrigation wells at the rate of about 1,500 annually. Efforts are also to be made for increasing the water supply of existing wells. Experiments will be made with regard to the suitability of tube-wells in view of the cheap power that would be available after the completion of the hydro-electric schemes sanctioned by the Government.

The plan further proposes the building of a chain of manure godowns at the rate of two in each taluq, or a total of 280 such godowns in the State.

(The Times of India, 20-3-1946).

Banky Bill to provide for the Consolidation of Agricultural Holdings.

The Government of Bombay gazetted early in March the text of the Bombay Consolidation of Holdings Bill, 1946, which it proposes to enact, and the information of all persons likely to be affected thereby. The Bill is to be taken into consideration by the Government on or after 5-3-1946.

The Statement attached to the Bill points out that agriculture in Bombay suffers seriously from the sub-division and fragmentation of holdings. Co-operative agriculture under which the holders cultivate their land in common and divide only the profits, promises a remedy for this and other evils. But co-operative agriculture has scarcely even reached the stage of experiment and in the meanwhile there exists great scope for improvement by the consolidation of scattered holdings. The Bill, therefore, seeks to facilitate such consolidation.

**Machinery for Consolidation - Provision for Compulsion.**- The Bill provides for several steps to be taken to carry out the object. The Government either of its own or on the application of two or more owners holding an aggregate of not less than the prescribed area of land may, by notification in the "Gazette", declare its intention to make a scheme for the consolidation of holdings for any village, taluq or taluka, or any part thereof. Any objection to the scheme by owners of the affected area must be submitted to the Consolidation Officer within 30 days of the notification. If objections are received from less than 33 per cent of the owners and owning less than 5 per cent of the land situated in the area, the Consolidation Officer may proceed to prepare a consolidation scheme, otherwise he has to forward the objections to the Government. The scheme thus prepared



the Consolidation Officer will provide for compensation for those who are allotted a holding of less value than that of the original holding.

The draft consolidation scheme will be published and objections invited. If no objections are received, it will be confirmed by the Settlement Commissioner. If, however, objections survive or cannot be removed by the Consolidation Officer, it will be forwarded to Government for orders. The owners will be put into possession of their holdings as revised, when the scheme is confirmed.

(The Bombay Government Gazette, dated 2-3-1946, Part V, pages 19-20; and The Times of India, dated 7-3-1946).

PROFESSIONAL WORKERS, SALARIED EMPLOYEES AND PUBLIC SERVANTS.

Enhanced Rate of Dearness Allowance for Elementary School Teachers in Madras.

Reference was made at page 59 of our report for November, 1945, to the Madras Government's order regarding the payment of dearness allowance to teachers in private institutions on the same scale as Government servants. A fresh order has, it is understood, been passed by the Government of Madras enhancing the rate of dearness allowance to teachers in aided elementary schools from Rs. 8 to Rs. 16 a month with effect from 1-8-1946.

(The Hindu, 5-3-1946).

Postmen's Strike Called Off: Appointment of Adjudicator and certain immediate concessions by Central Government.

Reference was made at page 44 of our report for February 1946 to the notice given to the Director-General of Posts and Telegraphs by the All-India Postmen and Lower Grade Staff Union that postmen and members of lower grade staff would go on strike from 11-8-1946, if no satisfactory reply to their demands were received by that date.

Government Concessions.- A statement issued to the press on 1-3-1946, by the Director-General of Posts and Telegraphs announced a number of concessions to postal employees. As regards dearness and war allowance, it is pointed out that these were raised in April 1945 and the increased allowances were made effective from 1-1-1945. The Government was of the opinion that, taking into consideration the present price levels as compared with those prevailing when the allowances were last revised, there is no justification for a further increase in the dearness allowance at the present time. As a special measure of relief, however, to all classes of Central Government servants, the Government of India has already decided that the increased rates of dearness and war allowances (including good conduct pay) should be made effective from 1-7-1944 instead of 1-1-1945. Thus all the employees would draw arrears of the difference between the new and the old rates of dearness allowance for six months. The Government has further considered the special circumstances of postal and telegraph employees for whom it had not been possible, on account of practical administrative difficulties, to arrange for the supply of foodstuffs and other essential articles at concession rates in all places in India as had been done in the Railway Department. Taking into consideration also the nature and conditions of work of the postal and telegraph employees and as a special measure of relief for them, the Government has decided to increase the good conduct pay from Rs. 7 to Rs. 12 in the case of all employees drawing less than Rs. 40 per month and from Rs. 5 to Rs. 10 in the case of all employees drawing pay up to Rs. 120. The limit upto which the good conduct pay could be drawn has also been raised from Rs. 120 to Rs. 160 per month. This additional relief would benefit over 100,000 out of about 150,444 of the whole-time employees of the Department.

Dispute regarding Revision of Scales of Pay to be referred to Arbitration. As per the ORDER for the REVISION OF SCALES OF PAY, issued on 5-3-1946, that the Central Government had referred to dispute between the Indian Posts and Telegraphs Department and its sanctioned employees for adjudication under the Defense of India Rules, Mr. Justice Jadhavkar of the Bombay High Court. The matter for adjudication is whether taking into consideration the various forms of relief already granted to its non-gazetted employees such of the employees are governed by the new scales of pay require any further relief pending the findings of the proposed postwar commission and if so, the nature and extent of the relief require.

Among the other demands presented by the Federation of Posts and Telegraphs and the All-India Postmen and Lower Grade Staff Union were retrenchment; modification of the existing pension system, particularly that relating to the inferior servants; reduction of hours of work; health and accidents insurance and publication of report of the Postal Enquiry Committee appointed in December 1944. The Government, the newly formed States, has considered the demands and some of them have been met. In regard to retrenchment, all factors indicated that no large-scale retrenchment in the Posts and Telegraphs Department was likely to occur in view of the level at which traffic was expected to remain and in view of the post-war development plans of the Department. A Government is prepared to give the assurance that temporary employees of the Department, who were discharged either because of the employment ~~was terminated or because of reduction in work~~, would be given preference in filling future vacancies as might occur in the normal course. The Government does not consider it necessary to publish the report of the Bombay Postal Enquiry Committee as action has already been taken on certain facts reported by the Committee.

Strike Notices held in Abeyance.- In view of the above concessions announced by Government and the decision to refer the dispute to adjudication, a meeting of the Council of Action of the All-India Postmen and Lower Grade Staff Union held at Delhi on 5-3-1946, adopted a resolution calling upon all district, divisional and provincial branch unions not to go on strike.

The Federation of Post and Telegraphs Unions which had served a separate strike notice on the Government (vide page 47 of the report of this Office for February 1946) has also decided to hold the notice in abeyance. In a statement issued to the press on 10-3-1946 its President declared that the Government announcement meets only a few of the demands of the Federation and these, too, met inadequately; yet in view of the Government's decision to appoint an adjudicator and the serious situation in the country, the Federation had decided that the strike notice issued on 24-2-1946 should be held in abeyance, and the same communicated to the Government for the beginning of the strike on 23-3-1946 should be cancelled.

(The Statesman, 6, 7 and 11-3-1946;  
The Times of India, 7-3-1946; and the  
Amrita Bazar Patrika, dated 7-3-1946).  
(Also Order No.L.R. 2(28), dated 5-3-1946 of  
the Department of Labour, Government of  
India, appointing the Adjudicator; The  
Gazette of India Extraordinary, dated  
5-3-1946, page 287).

Bengal Government's Subventions to Private Colleges  
to Finance Payment of Dearness Allowance to Staff.

The Government of Bengal has, it is learnt, decided to grant subventions to non-Government Colleges, including an Intermediate college, in Bengal to enable them to pay dearness allowances at the rate of Rs. 10/- per mensem for teachers and Rs. 5/- per mensem for clerks, librarians and physical instructors for one year with effect from 1-3-1945, subject to certain exceptions and conditions.

(The Anrita Bazar Patrika, 9-3-1946).

Associations of Employees (non-industrial) of Central Government: Conditions for Recognition.

A statement containing the conditions laid down by the Government of India for the recognition by the Central Government of Associations of its employees (other than Associations of Industrial employees) is laid on the table of the Central Legislative Assembly on 21-1-1946.

Associations of Government employees serving in the departments of the Central Government and in the Chief Commissioners' Provinces other than those in the Police and Prisons Departments can secure official recognition if they satisfy the following conditions: (1) The association must ordinarily consist of a distinct class of Government employees. (2) Every Government employee of the same class must be eligible for membership of the association. (3) Ordinarily Government will not object to persons who are not in the active service of Government being office-holders of the association, but Government reserves the right in particular cases to refuse recognition to associations of which all office-holders are not either in the active service of Government or honourably retired officers belonging to the same class of Government employees as the association represents. It is further laid down that as recognition is accorded for the purpose of enabling the employees of Government to communicate their needs to Government or to Government Officers, it may be withdrawn by Government if an association adopts other methods of ventilating those needs.

The rules further require the officer who is empowered to grant leave to a Government employee, so far as is possible, to grant casual leave to an employee who is a representative of a recognised association, to attend such duly constituted meetings of the association, and empower Government to specify the channel through which representations from an association shall be submitted and the authority by whom deputations may be received.

The conditions laid down for the recognition of Associations of employees in the Police and Prisons Departments in the Chief Commissioners' Provinces are more stringent. It is laid down that no person who is not in the active service of Government or an honourably retired officer belonging to the same class of Government employees shall be an office-holder of the association. It is further

provided that (a) no representation or deputation will be received on questions of discipline or of promotion affecting individuals; and b) no rule of the association shall be valid until it has received the approval of Government and Government may from time to time require the modification of a rule or proposed rule in a particular manner.

(Legislative Assembly Debates, Vol. I-No. 1, dated 21-1-1946, pages 14-15).

Over 40,000 Primary Teachers Strike Work in Bombay:  
Protest Wages of Rs. 30 a Month

Reference was made at page 46 of our report for February 1946, to the Bombay Government's directive to the Local Authorities and Municipalities in the Province regarding the payment of dearness allowance to the primary school teachers, as also to its decision to raise the pay of temporary untrained teachers from Rs. 15 to Rs. 20.

As the above suggestions fell far short of their demands, over 40,000 primary school teachers of Bombay and the Province have gone on strike since 1-5-1946, affecting the education of about 1,500,000 pupils in primary schools. The strike ~~exists in all primary~~ <sup>exists in all primary</sup> schools in municipal schools in Bombay, where the rates of pay are higher. According to Mr. H.V. Dhonde, President of the Provincial Primary Teachers' Association, primary teachers were not given dearness allowance during the war and only after the intervention of the Provincial Government did the local boards start giving ~~small~~ dearness allowances of Rs. 2 to Rs. 4. What the teachers were fighting for was for a minimum wage of Rs. 30 a month which in these days of high prices no one could regard as exorbitant.

(The Hindustan Times, 7-3-1946).

## LIVING CONDITIONS.

Nutrition.East Indian Railway Scheme to Supply School Meals in Educational Institutions run by the Railway.

The East Indian Railway has launched a scheme for providing school meals in the educational institutions run by the Railway at an annual cost of Rs. 250,000. A good meal of fresh bread, butter, and whole milk is provided every day to the students in the railway schools and in the afternoon every boy can have a selection of fruits, three bananas and a pear or an orange or a sweet lime. The fruit is given to the boys just before they go on to the playing field.

(Nutrition, February, 1946).

Housing.

Building Activities to meet Housing Deficiencies  
and Provide Employment: Department of Labour  
Notes Conference.

In pursuance of the central government's decision to stimulate private building not only to meet housing deficiencies but also to provide employment for labour and as a corrective for possible deflationary tendencies in the near future, the Department of Labour held at New Delhi, on 2-3-1946, a Conference with representatives of the building trade from different parts of India to find ways and means of encouraging private building activities.

In November 1945, the Department of Labour had informed all provincial Governments that the Government of India was withdrawing the war-time instruction relating to the control of private building. The department has since taken steps for the release of bricks under its control in Delhi and has also addressed provincial Governments recommending similar releases wherever the existing stocks of bricks are not required for Government works ready for execution. The Industries and Supplies Department, which controls other building materials like steel, timber, cement, etc., has also taken steps to make large supplies of these materials available for civil and non-government requirements.

Mr. H.C. Prier, Secretary, Department of Labour, who presided over the conference, in his opening remarks pointed out the importance of building activities in the economy of the country at the present time and said that there were two aspects of the matter: increased building activity during was necessary to make up the deficiency in housing caused by the restrictions on private building during the war years; and incidentally, it would help in the maintenance of employment and prices at a reasonable level.

The discussion, which followed, centred mainly round the prevailing high level of prices, the availability of suitable sites, facilities for getting coal for burning bricks and the shortage of steel bars. Amongst those who took part in discussion were representatives of the Planning and Development Department, War Transport Department and the Chief Engineer, Central P.W.D.

In summing up, Mr. Prier said that the Government of India would give all possible assistance in removing the various impediments and could do its best to render help in regard to the availability of suitable space for building purposes. The supply of coal to brick makers and assistance to private builders with petrol for overcoming transport difficulties.

(The Statesman, dated 9-5-1946; and  
The Bombay Chronicle, 15-5-1946).

Draft Report of Industrial Housing Sub-Committee:  
RECOMMENDATIONS REGARDING NATIONAL HOUSING BOARD AND  
INDUSTRIAL BUILDING FUND.

The Industrial Housing Sub-Committee of the Standing Labour Committee of the Labour Conference (vide page 3 of the report of his Office for August 1945) met at New Delhi on 27 and 28-3-1946 to consider the draft of its report on the housing of workers. F. Gordon Pearce, Chief Adviser (Factories), Labour Department, Government of India, presided.

The recommendations of the Committee are presented in the Draft report under three broad heads:- (a) the minimum housing standards necessary; (b) the basis on which rent is to be charged; and (c) the need for a Housing Fund and the ways and means.

I. Minimum Housing Standards.

The Committee is of opinion that a house to accommodate an industrial worker and his family should comprise at least - 2 rooms, kitchen with storage space for food and fuel, an independent bath room, a lavatory, verandah preferably both in front and back and a courtyard. It should further be provided with an adequate supply of water and where possible with water-borne sanitation. This should not, however, be taken to represent the ultimate standard, and the committee emphasizes that it is put forward purely because it affords the best improvement in the standard of health and living for the mass of people's welfare which is capable of immediate attainment in all existing schemes. The report lays down in considerable details the standards to be maintained in respect of floor space and living accommodation, ventilation, lighting, sanitation and drainage. The committee recommends that in the areas set aside for workers dwellings the number of houses to be built should be limited to 20 in any one acre. Assuming an average worker's family to consist of about 5 persons, this would give a population density of 100 persons to an acre.

Neighbourhood Units- The Committee is of opinion that houses should be constructed on the basis of one family, one house, and recommends that in open development where a large number of houses are proposed to be constructed, the housing estate should be planned as self contained community or a "neighbourhood". Each neighbourhood unit should be built round a civic centre providing adequate public amenities such as play-grounds, schools, libraries, creches, a hospital and a shopping centre, depending upon its size. It further maintains that it is socially and psychologically undesirable to build a housing estate entirely for one class of population. It holds that it is essential for proper social progress and for a proper and full civic life that provision be made for all types and classes. People of the higher income groups will be attracted to a new neighbourhood when it is properly developed and laid out and where provision is made for the sale of sites on which they can erect their own houses. The sale of sites to private persons would help to some extent to reduce the capital cost of developing the area.

Undesirability of multistoried buildings.- In view of the fact that many working classes are coming largely from villages bringing with them rural habits of living and have incomes inadequate to maintain the standard of living necessary for the adoption of multistoried buildings, the Committee considers that the provision of



ill-stered houses for the lower paid classed of industrial workers must undesirable and where provided will only reproduce the slums they are designed to replace.

**Management and Welfare.**- The Committee regards it of the first importance that adequate provision should be made for welfare and management staff in connection with every new housing project. This is necessary only if the scheme is to yield its full benefit and become one of the main educative factors leading to an all round higher standard of living.

## II. Basis on which to charge Rent.

The committee rejects the proposal that a fixed rent should be charged based on a basic rent of Rs. 2/- per 100 sq.ft. of the floor area. Such a method, according to the Committee, would defeat the main object of the housing scheme, since the rents worked out on this basis would be beyond the paying capacity of the lower paid workers. The Committee recommends that workers should be required to pay rent based on a flat rate of 10% of the householder's wages and suggests that the rent so charged would in effect be on a sliding scale.

## XII. Housing Fund.

**Subsidy for Working Class Housing.**- The Committee is unanimous in its opinion that it will not be possible to provide the minimum standards required for workers' houses on an economic basis for the lower paid industrial workers unless such housing schemes are subsidized by the Central and Provincial Governments and employers. As in other countries, in India also such a subsidy is an 'unavoidable necessity'. After considering all the aspects of the problem the committee concludes that the task of housing industrial workers in urban areas, because of its magnitude, can only be successfully undertaken by the collective efforts of the local authorities, Government and employers. The Committee recommends that in urban areas workers' houses should be built and owned by the local authorities but in the case of factories located in rural areas the responsibility for housing must be solely that of the employer. The latter the Committee suggests should be laid down as a statutory responsibility.

In this connection, the Committee further lays down that provincial and local authorities should be responsible for making available properly developed sites for approved housing schemes. Local Authorities, and where a large new township is being set up the township itself, should be responsible for the provision of all the amenities and for the conservancy services.

To construct houses as cheaply and efficiently as possible the utmost possible use must be made of large scale methods of production, refabrication and standardization of parts. Neither the control of materials nor the mass production of fittings can, however, be undertaken unless a national building programme is properly planned and regulated and firm orders for definite quantities placed on a definite time-table.

**National and Regional Industrial Housing Boards.**- The Committee therefore recommends the setting up of a National Industrial Housing Board to include representatives of the Progressives, the Centre, employers, labour and other interested parties. The Board, which should have a full-time chairman, while responsible to the Central Government, should have the maximum liberty of action possible and be responsible for handling the finances, key tying in and coordinating schemes and be the

achinery through which materials and supplies would be released and where for standardised mass-produced fittings placed. In addition to the National Industrial Housing Board, the Committee considers it necessary to provide Regional Industrial Housing Boards representing provincial Governments, local authorities, employers, labour representatives and other interested parties to coordinate regional schemes where they are submitted to the National Board.

**Finance-Industrial Building Fund.**- To bridge the gap between the amount paid back on the cost of the minimum standard industrial worker's dwelling and the rent that can in fact be recovered from the worker, the Committee recommends (a) a levy on the employer of Rs.2/- or more per house for every house allotted to him and (b) the provision by Government of interest free loans - the loans to be redeemed by the building authority by means of a sinking fund in a period of not longer than 30 years. The amount realised from the sinking fund of the employers' contribution should be credited to an Industrial Building Fund specially created for the purpose.

The Committee feels that there are very sound reasons why the incidence of the loans should be split between the Centre and the provinces but does not feel in a position to make any specific proposals as to how this should be done. With a properly rationalised building programme and the use of modern methods, mass production and automation, it is hoped that the cost of the standard house will be reduced sufficiently far below the prices prevailing today to enable schemes based on a reasonable interest free loan to be self-supporting. Should this not be achieved, the Committee feels that any deficit over and above that covered by the interest free loan should be met by some form of general taxation.

As for the employers who have already provided housing to their workers, the Committee suggests that if any special form of direct taxation on industry is introduced by Government, such taxation should include provision for the necessary rebates to employers in respect of any existing housing schemes complying with the minimum standard housing now recommended.

**Assessment of Housing Shortage.**- Finally the Committee recommends that Provincial and Local Authorities be requested to report in a short specified period the existing shortage of industrial housing in their own areas.

(summarised from a copy of the Draft Report received in this office).

ORGANISATION, CONGRESSES, ETC.

Employers' organisations.

Employers' views on impending Labour Legislation.  
Mr. Town's address to Employers' Federation of  
South India.

Problems affecting the condition of labour were dealt with by Mr. H. S. Town, the retiring Chairman of the Employers' Federation of South India at the annual meeting of the Federation held at Madras on 1-3-1944.

**Housing.**— Referring to the question of housing Mr. Town said that a provision of healthy homes for all was a States responsibility which should be shifted from it if it was evaded and warned the Governments, both central and Provincial, against the use of public funds for granting social housing ~~benefits~~ privileges to their employees without a corresponding expenditure in favour of other people. This he urged would be heading straight for industrial and general discontent. Mr. ~~he~~ he believed that many employees would be prepared to go some way to help in the provision of better housing for their work people if the burden was not too heavy, and urged that they be given permission to shift off the cost, or some large part of it, for purposes of taxation for two or three years; also increased allowance for wear and tear, specially reduced local taxes and special rates for water. He, however, maintained that there were important members of the Federation who would be financially crippled if they attempted to house one half of their employees.

**Holidays with pay.**— On this subject, Mr. Town, stated that when the subject was first mooted, the Government was specifically warned that there would be discontent unless it made it clear that it was not giving additional leave where reasonable leave was already being given. Government's representative at the Tripartite Conference had made a special note of this point but in the Act which had been passed into law this point was covered. Labour leaders of the less responsible type were making considerable capital out of it to the detriment of peace in industry.

**Social Insurance and Minimum Wages.**— As regards the proposed legislation on health insurance, social insurance and a minimum wage there was no question as to their necessity. But as these measures could lay a severe burden on industry Mr. Town opined that they should be made applicable to industry in Indian States at the same time that they came into force in India. Mr. Town emphasized that the ~~cases~~ cases under which labour was employed should be so clearly defined and so strictly adhered to that ~~no~~ no employer could evade any part of its liability and no employee could get one anna beyond his strictly legal rights. He suggested that until it became evident that the cost of living had ~~settled~~ settled at new levels basic wages should not be fixed at present. He, however, saw no harm in the setting up of wage boards for each industry but said that their findings must not only embrace all India but must include the Indian States as well. ~~They~~

An all-India wage mast, however, be subject to district weightage based on local conditions and costs.

**Trade Union Bill.**— Turning to the Government Bill to enforce recognition of Trade Unions, Mr. Town stated that he was surprised that the Bill was being proceeded with. He felt that labour was being exploited by Trade Union Bosses and in his opinion it was quite impossible to create a proper atmosphere for the successful functioning of Trade Unions. When labour was led by labour, when the Union did more for its members and less for its executive then, and then only, could the Trade Union be considered a success.

(The Hindu, dated 18-3-1946).

Workers' organisations.

Minimum Wage and Better Conditions of Work: U.P.  
Sugar Mill Workers' Demands.

At a District Chini (sugar) Mill Masdoor Conference held at Pathmiyan, U.P. on 25-2-1946, resolutions were passed demanding, minimum wages of Rs. 30 per month for labourers and Rs. 40 for clerks, bonus equivalent to two months' wages, adequate compensation during off-season, reinstatement of workers victimized during the general strike of 1940, security of service, provision for hygienic quarters and appeal against wrong orders. Mr. Harihar Nath Shastri, M.L.C. presided over the Conference.

Randit G.B. Pant, the ex-Premier of the United Provinces, who addressed the Conference, urged that conditions had to be created which would ensure for the workers a sufficient minimum wage, better leave rules, provision for old age pension and salary during sickness, and a fair share in the profits and security of service. He asked the mill-owners to give the labourers all possible facilities, ~~which would ultimately increase~~ increase their efficiency. He advocated higher wages even if the price of sugar had to be increased, and advised the labourers to work honestly and with more efficiency so that the cost of production might be minimized.

(The Leader, dated 2-3-1946).

Stuid Lepers Bill, 1946.

The Government of Sind gazetted on 9-5-1946 a Bill to consolidate the Law relating to Lepers. The "Statement of Objects and Reasons" attached to the Bill points out that the Lepers Act, 1928, has proved to be inadequate. It provides for the partial segregation and medical treatment of only pauper lepers and also for the control of lepers allowing certain callings. During recent years increasing large numbers of leper immigrants from all over India have come over to Sind & swell themselves of the medical facilities available there and spraying has become a serious problem in the province. The present Bill is framed on comprehensive lines. It provides for the registration and periodical examination of lepers, for the segregation and treatment of lepers who suffer from an infectious variety of leprosy and for the sterilisation of male lepers.

(The Sind Government Gazette Extraordinary,  
dated 9-5-1946, pages 53-57) .

SOCIAL CONDITIONS.

Sind Pauperancy Bill, 1946.

The Government of Sind gazetted on 7-3-1946 a Bill to provide for dealing with pauperancy in the province of Sind. The Statement of Objects and Reasons attached to the Bill points out that though begging is an offence under section 66 (2) of the Bombay District Police Act, 1909, in those areas in respect of which a notification under that section has been issued, the offence is a non-cognizable one. Now the Government feels that imposition of a sentence of imprisonment is not an adequate solution of the beggar problem as a whole, as Government is of opinion that there should be statutory provision for the establishment of beggars' homes where beggars can be kept and care among them who are fit to do manual work taught some useful trade or occupation. These homes will provide medical treatment for the sick and infirm, work for the able bodied and education for children and also for such adults as would benefit from it. The Bill aims to give effect to these objects.

(The Sind Government Gazette, dated 7-3-1946, Part IV, pages 25-32).

Madras State Legislature adopts Child Marriage Bill.

On 21-5-1966 the Madras State Legislative Council passed the Child Marriage (Amendment) Bill. The Bill is an adaptation of the Child Marriage Act in British India, and will come into force in Madras from 2-10-66.

(The Hindustan Times, 25-5-1966).



Prison Labour For Work In Mining Areas  
AND GOVERNMENT'S POLICY.

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It is understood that the Government of Bihar has undertaken a new scheme for utilizing prison labour in the mining areas and some prisoners are being allotted in a camp set up specially set out for a purpose at Raigarh, in the mining area of Dhanbad. Under the scheme, prisoners may volunteer for surface work in mining areas, which may only consist of, helping to load and unload, and to do other jobs such as unloading of bulk of their teams of implements. The choice whether for the work is left to prisoners themselves; there will be absolutely no compulsion.

The scheme will, incidentally, add to the coal production and give miners a chance to take to useful labour and reduce their criminal expenditure. The camp would be expanded, if the scheme begins well & the labour is found useful. Prisoners will be drawn from all the six of the province.

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(Kinsler, dated 15-3-1946).

PUBLIC HEALTH.

Report of the Health Survey and Development  
Committee.

A short advance account of the recommendations of the All-India Health Survey and Development Committee was given at pages 53-54 of its report for December 1945. The full report of the Committee (in four volumes) was issued early in March, 1946, and a set was sent to Sir with our Minute D.1/212/46 dated 3-3-1946.

The main principles underlying the Committee's proposals for future health development in the country are:

- (1) No individual should fail to secure adequate medical care because of inability to pay for it; (2) The health services should provide, when fully developed, all the consultant, laboratory and institutional facilities necessary for proper diagnosis and treatment.
- (3) The health programme must, from the beginning, lay special emphasis on preventive work. The creation and maintenance of as healthy an environment as possible in the homes of the people as well as in all places where they aggregate for work, amusement or recreation, is essential. (4) The need is urgent for providing as much medical relief and preventive health care as possible to the vast rural population of the country. The time has therefore come to redress the neglect which has hitherto been the lot of the rural areas. (5) The health services should be placed as close to the people as possible in order to ensure the maximum benefit to the communities to be served. The work of health administration should therefore be made as small as is compatible with practical considerations. (6) It is essential to secure the active co-operation of the people in the development of the health programme. The most effective means would seem to be to stimulate the individual's health consciousness by providing health education on the widest possible basis as well as opportunities for his active participation in the local health programme. (7) It is essential for the success of the scheme that its development should be entrusted to Ministers of Health who enjoy the confidence of the people and are able to secure their co-operation. Both in respect of legislation and administration it is likely that some of the measures to be undertaken may offend existing social and religious practices, while others may involve control over the day to day life of the citizen. It is, therefore, felt that only a Minister enjoying the confidence of the people can carry such enactments through the legislature and ensure their practical application in the country.

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Report of the Health Survey and Development Committee, 1946:  
 Vol. I - Survey; Vol. II - Recommendations, pp. 532; Vol. III - Appendices, pp. 351; and Vol. IV - Summary, pp. 90. Published by the Manager of Publications, Delhi: Printed by the Manager, Government of India Press, Calcutta, 1946.

**40-Year Development Programme.**- In putting forward its proposals for a **NATIONAL HEALTH ORGANIZATION**, which incorporates the above principles, the Committee has drawn up a long-term programme which, if implemented on the lines suggested, is expected to provide the people with a reasonably well developed service based on the newer and expanding conceptions of modern health practice. The attainment of this objective, which may take about 40 years, is to be achieved through successive stages of intensive effort directed towards the production of the necessary trained personnel and the creation and development of the organisations and institutions which will form essential parts of the community's health service. The Committee has attempted to outline, in some detail, the first and second five-yearly stages of such development and has also suggested certain objectives to be kept in view for the next five years, leaving subsequent developments to be shaped in the light of the circumstances existing at the time.

The Committee stresses that the doctor of the future should be a "social physician protecting the people and guiding them to a healthier and happier life". He should place prevention of disease in the forefront of his programme and should so combine remedial and preventive measures as to confer the maximum benefit on the ~~community~~ community. The active support of the people is sought to be secured through the establishment of Health Committees in every village and through the stimulation of local effort for the improvement of environmental sanitation, control of infectious diseases and other purposes. ~~Wide programmes of health education, covering all sections of the population, is also proposed for promoting the growth of such public support.~~

#### Present State of Public Health in British India:

In presenting a picture of health conditions in India the Committee has confined itself to the period ending with 1941 in order to exclude the adverse effects of abnormal conditions arising out of the war, particularly after Japan's entry towards the end of that year. According to the report the present state of the public health in British India is low as is evidenced by the wide prevalence of disease and the consequent high rates of mortality in the community as a whole and, in particular, among such vulnerable groups as children and women in the reproductive age period. The death rate for the general population in British India was, in 1937, 22.4 per 1,000 inhabitants and for infants (children under one year of age) 152 per 1,000 live births. In 1941 the corresponding rates were 21.8 and 158 respectively.

**Maternal Mortality.**- About 200,000 women die every year in British India from ~~causes~~ associated with pregnancy and childbearing and, probably, about four millions suffer from varying degrees of disability and discomfort as a result of the same causes.

**Incidence of Diseases.**- At least 100 million persons suffer from ~~BRNPA~~ every year, and the annual mortality for which the disease is responsible, either directly or indirectly, is about 2 millions. About 2.5 million active cases of tuberculosis exist in the country and 500,000 deaths take place each year from this cause alone. The common infectious diseases, namely, cholera, smallpox and plague, are also responsible for a large amount of morbidity and mortality, the extent of which varies from year to year. The Committee emphasizes that all these are preventable diseases and their incidence should have been brought under effective control long ago. In addition, endemic diseases such as leprosy, filariasis, guinea-worm and hook-worm diseases are

responsible for a considerable amount of morbidity in the country, although their contribution to mortality is relatively small.

Quality of Low Level of Health. The Committee considers that the large amount of preventable suffering and mortality in the country is mainly due to the inadequate fulfillment of certain fundamental conditions of public health. These include the provision of an environment conducive to beneficial living, adequate nutrition, the availability of health protection to all members of the community, irrespective of their ability to pay for it, and the active co-operation of the people in the maintenance of their own health. Environmental sanitation is a low level in most parts of the country, malnutrition and under-nutrition reduce the vitality and power of resistance of an appreciable section of the population and the existing health services are altogether inadequate to meet the needs of the people, while lack of general education and health education add materially to the difficulty of overcoming the indifference and apathy with which the people tolerate the insanitary conditions around them and the large amount of sickness that results.

In Nutrition. Diet surveys carried out in different parts of the country show that, in typical urban and rural groups, that the food consumed is insufficient to provide the necessary energy requirements in the case of some 30 per cent of the families, that the diet is almost invariably ill-balanced and that there is, in terms of food factors, a deficiency of fats, vitamins and proteins of high biological value. Surveys for food production in India show a considerable margin of error, but such figures as are available suggest that, in regard to cereals which form the staple article of diet, the deficiency may be of the order of 20 per cent of the country's requirements. For other articles such as vegetables, fruits, milk, meat, fish and eggs, the quantities now produced will have to be increased several times before adequate amounts will become available for the proper nutrition of the people.

Proficiency of Public Health Institutions and Health Personnel. While the extent of provision of health services in various parts of rural areas varies considerably among the provinces, the rural population has everywhere been less adequately provided for than the urban. The inhabitants of the rural areas live more widely dispersed than those of the urban and the medical aid given by an institution becomes to that extent more restricted. In the United Provinces, for instance, one institution serves in the rural areas an average population of 105,688 distributed over an average number of 824 villages.

Moreover, the quality of service rendered by these institutions is not to be desired. For instance, the average time given to a patient was noted to be 48 seconds in one dispensary and about a minute in another. The medical service given to the people under such conditions is thus of a perfunctory nature. The medical officers in charge of many dispensaries have, for long periods, been out of touch with modern medical practice without an opportunity to work in a well conducted hospital. Other defects include unsatisfactory conditions in regard to the design of, and accommodation in, institutions, general overcrowding in the wards and great inefficiency of the nursing staff. The number of beds available in British India for the treatment of general and special diseases is about 75,000 or about 0.24 bed per thousand population. The following table gives the numbers of the health personnel in various categories now available their ratio to the population taken as 300 million and the targets for 1971 for an estimated population of 370 million suggested by the Committee:-

Class of personnel	Number available now.	Ratio of numbers in column 2 to the present population of British India (300 millions)	Suggested ratios to be attained in 1971 in British India with an estimated population of 370 millions.	Number required in 1971.
1	2	3	4	5
Doctors.	47,500	1 to 6,000	1 to 3,000	125,000
Nurses.	7,000	1 to 43,000	1 to 300	740,000
Health visitors.	750	1 to 400,000	1 to 5,000	74,000
Midwives.	5,000	1 to 60,000	1 per 100 births.	100,000
Qualified Pharmacists.	75	1 to 4,000,000	1 pharmacist to 3 doctors.	62,000
Qualified Dentists.	1,000	1 to 300,000	1 to 4,000	92,500

Recommendations :

The Committee observes that in drawing up a health plan certain primary conditions essential for healthful living must in the first place be ensured. Suitable housing, sanitary surroundings and a safe drinking-water supply are pre-requisites of a healthy life. The provision of adequate health protection to all covering both its curative and preventive aspects, irrespective of their ability to pay for it, the improvement of nutritional standards qualitatively and quantitatively, the elimination of unemployment, the provision of a living wage for all workers and improvement in agricultural and industrial production and in means of communication, particularly in the rural areas, the committee emphasises are all facets of a single problem and call for urgent attention. A vigorous and healthy community life in its many aspects must be suitably catered for. Recreation, mental and physical, plays an a large part in building up the conditions favourable to sound individual and community health and must receive serious consideration. Further, no lasting improvement of the public health can be achieved without arousing the living interest and enlisting the practical co-operation of the people themselves.

Social Insurance or Free Medical Service?- The Committee notes, that the general trend is towards the provision by the State of a complete health service as possible, the inclusion, within its scope, of the largest possible proportion of the community and basing the national health plan on a system of social insurance. It, however, feels that under the conditions existing in India, medical service should be free to all without distinction, that the contribution from those who can afford to pay should be through the channel of general and local taxation. It will be for the governments of the future to decide ultimately whether medical service should remain free to all classes of the people or whether an insurance scheme would be more in accordance with the economic, social and political requirements of the country at the time.

Whole-time salaried Medical Service.— The most satisfactory method of ensuring adequate health service for the vast rural population of the country, the Committee feels, would be to provide a whole-time salaried service, which would enable Governments to see that doctors are made available where their services are most needed. The Committee has also come to the conclusion that the whole-time salaried doctors employed by the State should be prohibited private practice.

Health Programme.— The Committee has drawn up its health plan in two parts, one a comprehensive programme for the somewhat distant future and the other a short-term scheme covering two five-year periods. It mentions the countryside as the focal point of its main recommendations, for the heaviest toll, and yet it receives only the scantiest medical assistance. Further, nearly 80 per cent of the people in India live in rural areas and the basic problem before the country is the provision of adequate health protection to this preponderatingly large section of the community.

The Long-Term Programmes

To achieve the long-term objective, the Committee has considered it advantageous for administrative purposes that a district should be chosen as the unit for the enforcement of the scheme. The population of a district is put approximately at 3 million. ~~quantities~~ The district health organisation will have as its smallest unit of administration the primary unit, which will normally serve an area with a population of about 10,000 to 20,000. A number of such primary units (about 15 to 25) will together constitute a secondary unit and a varying number of the latter (about 3 to 5) will form the district health unit, the designation by which the district health organisation will be known. At each of the headquarters of the district, secondary and primary units will be established a Health Centre as a focal point from which the different types of health activity will radiate into the territory covered by each type of unit. The District Health Centre will possess general and special hospitals with a total bed strength of about 2,500 and all the consultant and laboratory services required for the diagnosis and treatment of disease on up-to-date lines. The administrative staff of the district health organisation will be located here and will exercise supervision over the district as a whole. Similarly, the Secondary Health Centre will be provided with hospital accommodation of about 650 beds and with equipment and other facilities on a generous scale, although not up to the standard of the District Health Centre. The administrative staff of the secondary unit will be attached to the Secondary Health Centre and will exercise supervision and control over the primary units included in it. The Primary Health Centre will have a 75-bed hospital and health administration over the area included in the primary unit will radiate from this Centre. The medical officers in charge of the Departments of Medicine, Surgery etc. in the hospital at the Secondary Health Centre will, in addition to their hospital duties, supervise work in their respective fields in the hospitals in the primary units and the corresponding staff in the hospital at the district headquarters will similarly supervise the work of the different departments in the secondary and primary health centre hospitals. In addition at all the three types of hospitals (primary unit, secondary unit and district headquarters hospitals) ~~and~~ special workers are to be employed to serve as a connecting link between the hospital and the public in the treatment of the individual patient and the general health programme of the area concerned.

The schemes thus based mainly on a system of hospitals of varying size and of differing technical efficiency. These institutions will play the dual role of providing medical relief and of taking an active part in the preventive campaign. Work in connection with maternity and child welfare, tuberculosis, leprosy, etc., will be carried into the homes of the people from the hospitals, the outdoor organisations in respect of each of them being closely related to these institutions. The diagnostic facilities that the large hospitals will provide will also contribute their share to the preventive campaign. The social workers attached to these institutions will help to provide that preventive bias to the treatment of individual patients, in the absence of which the medical care bestowed on them may fail to produce lasting results.

It is expected that, by the time the long-term programme is completed, the hospital accommodation available in the country will have risen from the present figure of about 0.24 bed for 1,000 of the population to 5.57 beds for 1,000. As regards health personnel, the number of Doctors, Nurses (including public health nurses), Midwives and Pharmacists will have risen to 233,630, 670,000, 112,500 and 7,000 respectively.

#### Short-term Programme:

The short-term programme includes proposals for the establishment of personal and the personal health services. Under the former head, the Committee proposes a province-wide organisation for combined preventive and curative health work. This will provide, for each district, (1) a number of primary and secondary units, which are included in the district health unit, and (2) special health services for mothers and children, school children and industrial workers as well as for dealing with the more important diseases prevalent in India, such as malaria, tuberculosis, venereal diseases, leprosy, mental diseases, and some others.

The Committee's recommendations regarding the personal health services relate to the town and village planning, housing, water supply, drainage and other matters regarding general sanitation. Specific proposals for the training of doctors, nurses and other categories of health personnel, for medical research and certain other important matters have also been made.

Proposals for First Ten Years.— The short-term plan while following long-term programme, in its main outline, is less elaborate than in view of the insufficiency of funds. It is suggested that each primary unit should cover, during the first ten years, a population of 40,000, that the primary health centre should have a dispensary with two beds for maternity and two for emergency cases instead of a small hospital and that the secondary health centre should start with a 200-bed hospital to be raised, by the tenth year, to 500 beds. It is also suggested that the establishment of the district health centre may be postponed till after this period. The staffing and equipment of the health centres at the headquarters of the primary and secondary units will be on a reduced scale. In order to expand the existing meagre hospital facilities in rural areas it is further suggested that a 50-bed hospital should be established, at the start to serve four primary units, and that, by the end of the first ten years, their number should be doubled so that one such hospital will serve two primary units. This programme of hospitals expansion would raise the number of beds per 1000 population in British India from the present 0.24 to 0.55 at the end of the five year programme and to 1.03 at the end of the ten-year programme.

**Objectives for Third Five Year Term.-** Certain broad suggestions are set out below as the objectives to be kept in view for the third five-year term.

(1) Hospital accommodation to be raised to 2 beds for every one thousand of the population. (2) Expansion of the scheme so as to cover three-quarters of the population of individual districts, wherever possible. (3) The creation of 12 new colleges in addition to the 43 to be established during the first 10 years. (4) The establishment of a fourth set of 100 training centres for nurses. (5) The training of 100 hospital social workers.

**Administrative Machinery.-** To put its scheme into practice, the Committee suggests the following administrative machinery:- (1) a Ministry of Health at the Centre; (2) Ministries of Health in the Provinces and (3) local area health administrations.

In addition, the Committee also recommends the setting up of a central Statutory Board of Health and standing councils of experts at the three levels of Central, Provincial and Local area administrations. The Board should consist of the Central and Provincial Ministers of Health and should minimise friction and promote mutual consultation between the Centre and the Provinces in the formulation of health policy and its implementation. One of the important functions of the Board will be that of making recommendations to the Central Government regarding the distribution of grants-in-aid to the provinces for the development of their health programmes. The latter would secure for the Central, Provincial and local authorities respectively the advice and guidance of technical experts in the planning and maintenance of their health services.

#### Occupational Health including Industrial Health:

Turning specifically to the working population, the Committee emphasises that over and above the general provision for health protection which the worker can share with the other members of the population, he has the right to claim that special measures should be taken to counteract the adverse effects of those factors which are associated with his occupation. The provision of such special health measures is considered the function of an industrial or occupational health service, and the Committee feels that to a greater or less extent, all those who are gainfully employed outside their own homes will require the services of the occupational health organisation. While recognising this as the ultimate objective it realises that, in the immediate future, Governments will have to concern themselves with measures mainly for industrial workers, including within that term those who are employed in factories, docks, mines, plantations, transport services and certain other occupations.

**Industrial Health Service.-** The Committee quotes with approval the following objectives of an industrial health service put forward by the Social and Preventive Medicine Committee of the Royal College of Physicians, London, in its Second Interim Report, on industrial medicine:-

(a) to promote the general health of the worker by providing a good working environment and fitting him to the latter; (b) to prevent occupational disease; (c) to assist in the prevention of injuries at work; (d) to organise a service for emergency treatment; (e) to help in restoring the injured and disabled to full working capacity; (f) to educate workers in the preservation of health and promotion of



llbeing; and (g) to promote research and investigation.

The proposed industrial health service, the Committee emphasizes, will not minister to the general medical needs of the workers. This function will have to be performed by the health service for the community as a whole. The industrial health organisation is intended to meet the needs of the worker in respect of that group of factors affecting his health which are associated with the occupation he pursues. The two services are complementary to each other and will together provide him with adequate medical care. The industrial health organisation, it is recommended, form an integral part of the Provincial Health Department and should be developed as such. The Committee feels that it should be possible to promote the development of an even higher level of general health service for industrial workers than that envisaged under the short-term scheme for the whole community if grants are made to the Industrial Health Service from the Central Health Insurance Fund, which the Central Government proposes to create.

Maternity Benefit.- The maximum period for maternity benefit for men workers under the different provincial Acts is four weeks before and four weeks after childbirth. Under the International Labour Convention the period recommended is six weeks in both cases; the Committee endorses this recommendation, and adds that during these periods a man worker should be paid her full wages, because it is just at this time she requires nourishing food and special treatment.

Hours of Work.- 48-hour Week Recommended.- Taking the health point of view, the Committee recommends that the maximum hours of work should be reduced to 45 hours a week, i.e., 8 hours a day for five days and hours for another day in the week and that the Factories and other Acts should be amended accordingly. In the case of seasonal factories, men may be obliged to work under considerable pressure during only part of the year, this maximum may be increased after taking into account such relevant factors as the extent of hazard to health which an occupation involves and the distance that the workers will have to walk back to their homes. The Committee further recommends an interval for the mid-day meal of not less than one hour, exclusive of working time, and also suggested that the period during which a worker may be continuously on night duty should be limited by statute to a fortnight.

Housing of Industrial Population.- The Committee is of opinion that the Government is primarily the responsibility for the housing of the industrial population. The following minimum standards of housing are, it considers, required for the health of the industrial worker and his family:

(a) (i) For single men: a room 10 ft. x 12 ft. x 10 ft. and a verandah 8 ft. x 8 ft. x 10 ft. For a group of such quarters there should be provided community kitchens, latrines and bathing places in accordance with the standards to be prescribed by the provincial Government. Where common kitchens are not provided, provision should be made for schools (rooms) on the verandahs with suitable chimneys for the disposal of smoke. Where latrines and bathing places for common use are provided, they should be at a reasonable distance from the quarters and, if possible, connected by a covered way for protection during bad weather.

(ii) For a family: for a married couple, two rooms 10ft x 12ft x 10ft. with a verandah, kitchen, bathroom and latrine. For a family including grown up children the accommodation should be increased by at least one extra room of similar size.

(b) In regard to sanitary conveniences, the Committee suggests that, as far as possible, septic tank and soil distribution systems should be introduced so that the handling of nightsoil may be avoided.

Workers' nutrition. The Committee's recommendations for improving the nutrition of workers include making it obligatory for industrial establishments employing a minimum number of workers to maintain canteens providing suitably balanced diets at reasonable cost, the encouragement of workers by employers to observe regular meal hours, the strengthening and strict enforcement of the law relating to the sanitary control of the production, distribution and sale of food, including measures against adulteration, the active promotion of schemes designed to improve milk production and the supply as an article of food to workers and the establishment of nutrition sections Provincial Health Departments, which should carry out nutritional surveys among industrial workers and assist in improving the nutrition of workers through educational work among employers and employees.

The location of industries. In this sphere, the Committee recommends that the Government of India and Rural Planning Acts by Provincial Governments setting up in each Province a separate Ministry for Housing and Town and Rural Planning with wide powers to deal with the housing of the industrial population and with the siting and location of industry; the insistence by Provincial Governments on adequate provision for the siting of industrial works, for their transport to and from the factory and for the provision of amenities, before the establishment of new industry or factory is sanctioned; the prevention of industries being set up in places where there will not be sufficient room for workers' housing or other amenities such as water supply, electric power, etc; and (d) the dispersal of new industries in rural areas to help the local population on the one hand, and to avoid overcrowding and insanitary conditions in certain areas, on the other.

Employment of children. As regards young workers, the Committee recommends that (a) the minimum age for employment in Indian trials establishments, docks, etc, should be raised to 16 and persons between 15 and 17 should be eligible for employment as adolescents on the certificate of the certifying surgeons; (b) the minimum age for the employment of children on plantations and public works should be 15; and (c) in course of time when the compulsory school leaving age is raised to adequate educational facilities become available, the employment of children under 15 should be abolished for all types of industrial establishments and occupations.

Employment of Demobilised Medical Personnel

The Committee points out that there exists in the medical and auxiliary services of the Indian Army a great reservoir of personnel, who training and experience render them particularly suited to employment in the civil health services. This personnel comprises medical officers (male and female), Dental Officers, Nurses and Technicians. It is given in Chapter XIV of Volume II a short description of each category and the civil employment for which individuals in that category will appear to be suitable and has emphasized the supreme importance of this reservoir of trained talent being made available to the fullest possible extent to the health services of the country.

Personal health services including the direction of or graduate assistance with the Ministries of Health at the Centre and also in the Provinces.	1957-58	224.5	198.6	423.1
Professional education.	1957-58	504.3	508.0	1012.3
Expenditure on other items.	1957-58	92.3	1897.0	1989.3
Centre.	1957-58	92.3	133.3	225.6
British India as a whole.	1957-58	1689.7	2000.3	3690.0

Recurring Expenditure

Personal health services including the direction of or graduate assistance with the Ministries of Health at the Centre and in the Provinces.	1957-58	320.0	353.4	673.4
Professional education.	1957-58	48.4	223.2	271.6
Expenditure on other items.	1957-58	78.3	150.3	228.6
Centre.	1957-58	78.3	128.3	206.6
British India as a whole.	1957-58	1701.0	2371.3	4072.3
Expenditure on other items.	1957-58	297.6	293.9	591.5
Centre.	1957-58	96.3	187.6	283.9
British India as a whole.	1957-58	1701.0	2371.3	4072.3
Expenditure on other items.	1957-58	297.6	293.9	591.5
Centre.	1957-58	96.3	187.6	283.9
British India as a whole.	1957-58	1701.0	2371.3	4072.3

Other Recommendations:

The other recommendations made by the Committee relate to the extension of the peopling health education in schools and of the general (including) physical education; health services for mothers and children; school health services; measures to control specific diseases widely prevalent in Indian India; environmental hygiene; working in rural and urban areas; public health engineering; vital statistics; professional education including the training of medical, dental, and public health personnel; medical research; the population census; and health legislation.

Estimated Cost of Short-Term Programme:

In the Committee's view, the short-term programme provides the minimum standards of achievement in the different fields of health development, which Governments should keep before themselves as the objects to be attained within the first ten years of the execution of the scheme; and the following table gives the main items of the various sections of cost separately for the first five years and the second five years of the short-term programme:

Non-Recurring Expenditure

	First five years	Second five years	First ten years
Rs. (in millions)	Rs. (in millions)	Rs. (in millions)	Rs. (in millions)

(Table Continued).--

	First five years Rs. (Million)	Second five years Rs. (Million)	First ten years Rs. (Million)
average annual expenditure.	391.7	511.9	601.9
average estimated population of British India.	315 Millions	337.5 millions	326.25 million
	Rs. A. P.	Rs. A. P.	Rs. A.P.
annual per capita expenditure.	1 4 0	2 7 0	1 14 0

The Committee scrutinised over 200 memoranda and examined 450 witnesses. A number of experts from Britain, the USA and the Soviet Union came to India in December, 1944, to give evidence before the committee.

#### Bihar Public Health Bill, 1946.

With a view to make provision for improving and safeguarding public health of the province the governor of Bihar proposes to enact the Bihar Public Health Bill, 1946. The draft of the Bill was gazetted on 15-3-1946 and it is to be taken into consideration on or after 3-4-1946. The main reasons which impelled the Government to bring forward the proposed enactment are the development of the public health situation in the latter years of the war and the need for basing post-war developments on a sound foundation.

**Features of the Bill:** The principal features of the Bill are:-  
 (1) the statutory recognition of the Director of Public Health and the vesting of adequate powers in him for effective discharge of his duties; (2) the taking of power by Government to direct the scale of public health establishments of local authorities, fix the scales and conditions of service of those establishments and to enable Government itself to appoint health officers and assistant health officers; (3) the imposition of an obligation on local authorities at the discretion of Government to provide a sufficient supply of drinking water, and provision for the compulsory levy of a water tax for financing water-supply schemes (which is at present possible only in municipal and mining settlement areas); (4) provision for securing the proper drainage of houses and for securing freedom of water courses from pollution; (5) the prevention and abatement of nuisances; (6) the prevention, notification and treatment of infectious diseases; (7) mosquito control; (8) food control; (9) the notification of fairs and festivals and special provisions, including the levy of tolls and fees in respect of them, and special provisions to secure better sanitary arrangements; and (10) special provisions for enabling Government to deal with emergent situations.

(The Bihar Gazette, dated 15-3-1946, Part V, pages 55-109)

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EDUCATION.

Sind Government Bill to amend Primary Education  
Act, 1925, Raising Age Limit for Compulsory  
Education in Sind.

A Bill further to amend the Bombay Primary Education Act, 1925, its application to the Province of Sind was gazetted by the Sind Government on 7-5-1946. The definition of a 'child' in the Bombay Primary Education Act, 1925, prescribes a maximum age of twelve years for compulsory elementary education. The result is that when a child reaches that age he can give up his studies. The Sind Government considers it desirable that in an area of compulsion the child should study upto the fourth standard vernacular whatever his age may be. The Bill, therefore, makes the necessary amendment in the definition of 'child'. The Bill further provides for exceptional cases where a child is so mentally weak that it would not be expedient to compel him to go through his studies upto the fourth standard vernacular.

(The Sind Government Gazette, dated,  
7-5-1946, Part IV, pages 53 ).

THE TRANSITION FROM WAR TO PEACE.

Pages.

"Dearness" and "War" Allowances part of 'Ordinary rate of pay':  
Government of India's Interpretation.

Giving an interpretation of the term 'ordinary rate of pay' for the purpose of the calculation of overtime pay under Section 47 of the Factories Act, 1947, the Government of India has expressed the opinion that dearness allowance or war allowance should be treated as part of the 'ordinary rate of pay' for the purposes of calculating overtime pay. A doubt had risen recently regarding the interpretation of the term 'ordinary rate of pay', the Factories Act containing no definition of wages or ordinary rate of pay.

(Indian Labour Gazette, February, 1946).

After a review of the existing scheme of war allowance in consultation with Provincial Governments, the Government of India has come to the conclusion that although there has been no appreciable change in the price level since January, 1945, such as to justify any increase in the allowance, some relief should be given to Government servants against the cumulative effect of increased prices by allowing further retrospective effect to the present rates of the allowances. The Secretary of State has accordingly decided that the higher rate of allowance sanctioned in April, 1945, (vide page 38 of the report of this Office for April, 1945) should have effect from 1-7-1944 instead of from 1-1-1945. This concession has been extended by the Government-in-Council to all Central Government servants and the Government-in-Council has further decided that the increased rates of war allowance sanctioned in April 1945 (vide page 38 of the report of this Office for April 1945) should also have effect from 1-7-1944.

Following the lead given by the Government of India, the Government of Madras also has recently given similar retrospective effect to the existing rates of war and dearness allowances.

(Notification No. S.111(3)-XIX/45, dated  
22-5-1945 of the Government of India,  
Finance Department, The Hindu, 31-5-1945).



Employment.

Notification under Essential Services Maintenance Ordinance Cancelled in Madras.

Consequent on the termination of hostilities the Government of Madras has cancelled the previous notifications, dealing with a number of employments as essential under the Essential Services (Maintenance) Ordinance. Among the employments which have been so freed from the limitations imposed by the Essential Services Maintenance Ordinance are: All employments in the Province of Madras under (a) District Boards, Municipalities, and the Corporation of Madras in respect of water-supply and sanitary services; (b) public motor transport companies and bus lines; and (c) the Imperial Bank of India and the Reserve Bank of India; (d) employments under the Western India Oil Distributing Company and (e) employments under co-operative credit societies, central banks, joint-stock banks and nidhis.

(The Hindu, dated 12-5-1946).

(G.O. No. No. 560, Public (War) dated 7-5-1946; Fort St. George Gazette, dated 12-5-1946, Part I, page 125 ).

Industrial Disputes.

War-time Adjudicator's Awards to be enforced till  
30-9-1946! War Government Order.

An order of the United Provinces Government dated 29-3-1946 makes revision to keep in force for a further period the awards of adjudicators or of conciliators in a number of trade disputes specified in Schedule thereto annexed. These awards have been enforced till now by the Governor under rule 81-A of the Defence of India Rules, for the duration of the War and are still in force. But in view of the official termination of the War in the near future, the Government feels it is necessary to keep these awards in force for a further period if supplies and services essential to the life of the community are to be maintained.

The new order provides that :

(i) Every such award (excepting the portion thereof, if any, already determined by notice) shall remain in force, and shall, in respect of the matters covered by the award, bind the parties to the dispute, up to and including 30-9-1946 (unless and in so far as it may be determined by notice in writing given by either of the parties to the dispute to the other in the prescribed manner); and shall then further remain in force, (unless and in so far as determined by notice), for such extended period as may be hereafter prescribed by the Provincial Government.

A notice for determining the award, or any portion thereof, may be given in writing at any time after two months from the date of the order. Such notice shall not have effect until a period of 30 days, or such longer period as may be specified in the notice, has expired since the giving of it. The notice shall have the effect of determining such term or terms of the award as it may specify as regards either of or both the parties to the dispute.

(ii) A copy of any such notice shall be sent to the Labour Commissioner, United Provinces, Cawnpore, within two days of its being given.

(The Government Gazette of the United Provinces,  
Extraordinary, dated 29-3-1946, pp. 1-2 ).

Food.

Six Million Ton Food Shortage in India: Government of India's Plans to Meet Crisis.

At two press conferences held at New Delhi on 2-3-1946 and 9-5-1946, the Secretaries of the Food, Agriculture and Health Departments of the Government of India reviewed the present situation in India with regard to food and outlined the Government of India's plans to meet the threatened crisis.

Estimated shortage.- India is faced with a deficit of 6,000,000 tons of grain this year and at least 1,000,000 tons next year. The areas most severely affected this year were described as a compact block covering the Bombay districts of Dharwar, Belgaum, Bijapur, Solapur, and Satara, the Mysore districts of Kolar, Bangalore, Tumkur and Chitalang and the Madras districts of Anantapur, Bellary, Cuddapah, Chittoor, Kth Arcot and Salem.

Five Point Programme to meet Crisis.- To meet the crisis Mr. B.N. M., the Food Secretary, announced a five-point programme: (1) an overall cut of 25 per cent in basic cereal rations; (2) the extension of rationing to many more towns in both surplus and deficit areas; (3) the tightening of provincial grain procurement; (4) the enforcement of statutory price controls; and (5) countrywide austerity drive. (Reference was made to these at pages 52-56 of the report of this Office for February 1946). In this connection a nine-point plan for economy in use of food had been circulated by the Government of India to all administrations with a request to give it the highest priority.

Mission to Siam.- At the same time, an experienced Food Department official, Mr. Somerset Butler, has been sent to Siam to assist rice procurement and India is supplying Siam with some textiles to induce rice growers in Siam to part with their rice.

Measures to Increase Food Production.- In this sphere Madras has recently started a scheme to subsidize the sinking of wells and the other provinces are working on similar lines. The Punjab, United Provinces and Delhi have been asked to investigate the rapid expansion and completion of the well construction programme in alluvial non-irrigated tracts the use of organized labour, including assistance from the Army. Headquarters, Central Command and Northern Army, have been requested to examine methods of helping the Punjab civil authorities in large-scale well programmes.

Tractor pumping sets, tractors and implements likely to be of assistance in growing food are to be selected from surplus stores and moved expeditiously to the areas where they are needed.

The Government of India has further, asked the provinces to continue vegetable production schemes initiated during the war for army and to guarantee reasonable prices to the growers. It has promised to meet at least half of any loss which may accrue. The Government of India was also discussing with the Madras Government the possibility of using naval vessels and personnel in plans for providing processed or dried fish in certain areas in the South.

Imported Milk Powder and Vitamin Tablets to Protect Women and Children To protect the health of the vulnerable sections of the population during the period of distress, the Government of India proposes to organize milk centres for women and small children. Ten thousand tons powdered milk are being imported for the purpose and this supply will be sixteen times its weight of liquid milk. A conference of the Indian Congress, the Ramkrishna Mission and other associations is shortly to be held with a view to enlisting their help in distribution. 100 million vitamin tablets have been ordered from the USA, and inquiries for supplies are being made in the U.K.

Steps to Prevent Epidemics - District Epidemic Committees in Madras -  
 up to the time being taken simultaneously to prevent a deterioration of the people's health and keep in check the spread of disease. Provincial authorities are being urged to speed up their mortality returns in order that a close watch may be kept on death rates, thus avoiding the scandalous situation which prevailed during the Bengal famine when lakhs of people died before information of a rising death toll had seeped through official channels. India has no shortage of vaccines and sera other products for controlling epidemics, while no difficulty is expected in meeting provincial governments' requirements for bleaching powder for disinfecting wells. The Madras Government has already set up district epidemic committees to deal with any emergencies that may arise, and orders have been issued to increase the public health staff. The Government of India has suggested to Madras that non-medical personnel should be trained to carry out vaccinations and inoculations under the supervision of medical men; this proposal is apparently being acted upon. The Bombay Government has mobile medical units at work in scarcity areas.

(The Times of India, 4-3-1946; and The Statesman, dated 10-3-1946 ).

Food Policy in Indian States: Discussion at Meeting of Standing Committee of Chamber of Princes.

The Standing Committee of the Chamber of Princes which met at Delhi on 12 and 13-3-1946 is understood to have discussed the general food situation in the India with particular reference to Indian States.

Addressing the Committee the Food Secretary to the Government of India gave the latest picture of the food situation in the country and suggested the lines on which the co-operation of States was necessary to be over the crisis. It is understood that main emphasis was on the need for an efficient procurement system and equitable distribution of available food grains in Indian States.

It is considered likely that action will be taken in the following directions: (1) assessment of probable surpluses in States forthwith; (2) placing demands with the Central Government at the proper time to state making piecemeal demands; (3) tightening of their procurement arrangements, including an effective application of the Food Grains Control Order; (4) introduction of rationing where it does not exist, and the cutting down of the rationing scales in conformity with the All-India food policy. An austerity drive in Indian States, similar to the plan envisaged by the Government of India in its recent circular to the provinces, is also anticipated as a result of the meeting.

(The Statesman, 13 and 14-3-1946 ).

Madras Drive to Augment Food Production:  
Bonus Bonus Growing Cereals Crops in April  
and May:

The Madras Government scheme for the subsidisation of the sinking of wells to which reference was made at page 60 of the report of this office for February 1946 has since been extended to 16 other districts of the Province. In addition, it is now proposed to extend the subsidy also to the repair of wells in the specified areas.

Bonus to Growers of Cereals Crops:- In addition, the Madras Government has decided to grant a bonus of Rs. 15 per acre to every cultivator who sows cereal crops such as paddy, cholam, and ragi etc., in the months of March and April. At a press conference in Madras on 1-3-1946, Mr. Isaac, Secretary of the Madras Food Department, explained that the Government was encouraging cultivation of cereal crops through this bonus system in view of the present shortage of food stuffs and the necessity of replenishing the existing stocks by growing as much cereals as possible. The bonus scheme is expected to cost Rs. 10 million.

(Press Notes of the Government of Madras, dated 4 and 6-3-1946, and The Leader, dated 4-3-1946 ).

Demobilisation and Resettlement.

Working of Machinery for Resettlement of Demobilised  
Personnel up to 31-12-1945: Future Programme of  
Resettlement Directorate.

The following information is taken from a summary of the progress made by the Directorate General of Resettlement and Employment up to 31-12-1945, published in the Indian Labour Gazette for February 1946.

Regional Directorates of Resettlement and Employment.- Provincial Governments have accepted the general principles of the Scheme for setting up a co-ordinated Resettlement and Employment Organisation and have agreed to make the contributions required of them. In pursuance of the scheme Regional Directors of Resettlement and Employment have been appointed in all Regions except in C.P. and Berar and the Punjab where the Chairmen of the National Service Labour Tribunals are discharging the duties of Regional Directors also. Negotiations with these two provinces regarding the appointment of whole-time Regional Directors are proceeding. The Regional Directors will represent and interpret the views of the provincial Governments facilitating thereby the closest collaboration between the provincial and Central Governments.

Progress of Employment Exchanges.- Of the 71 Employment Exchanges reported to be set up under the present Department Scheme, 31 Employment Exchanges (consisting of 1 Central, 9 Regional and 21 Sub-Regional Employment Exchanges) have been opened. Pending the opening of Sub-Regional Employment Exchanges, trained managerial staff has been posted to 7 Recruiting and Employment Offices.

The table given below shows the steady progress of the employment exchange machinery between July and December, 1945:

Month	No. of Exchanges submitting returns	Total Employ-ment	Total Placing regist-ration during the month	Total Vacancies cancelled during the month	Vacancies outstanding at the end of the month
July	10	8,715	1,420	11,205	1,621
August	10	9,688	1,175	13,485	2,650
Sept.	10	10,922	898	14,257	4,304
October	13	16,150	1,132	15,562	2,358
November	14	19,225	1,057	16,755	2,903
December	12	23,954	1,476	20,428	2,914

R. & E. Offices Returns (Total Number 118) (vide page 54 of the report of this office for September, 1945).

Month	Total Registration	Vacancies notified during the month	Nos. placed or found during the employment month	No. on register
Up to September	2,348	..	178	2378
October	4,664	..	241	4423
November	10,685	..	863	9822

Employment Statistics.— The Department of Labour has been assigned more responsibility for co-ordinating employment statistics relating to the impending discharges of labour from undertakings working directly for Government of India Departments. Returns on prescribed forms have been asked for from all Departments of the Government of India the following heads: (a) actual number employed on 31-8-1945, (b) total number of employed on 31-12-1945, (c) number not employed on the last date of each month and a forecast of the likely net increase or decrease during the next three months in the number of persons employed, (d) cancellation of major contracts and its effect on employment, and (e) forecast of manpower requirements for post-war development schemes.

Provincial Governments and Regional Directors of Resettlement and employment have been asked to supply similar information to the labour departments. This will enable the Department to apprise the Departments of the Government of India and provincial Governments of the all-India and provincial trends of employment and to give them such information as may be useful to them in correlating their post-war development schemes with the available manpower in various categories. Organised industries have also been requested to furnish information regarding advancement of labour in their establishments and their manpower requirements for the execution of their post-war development schemes.

Occupational Guides.— (Vide pages 62-65 of our October 1945 Report) with a view to re-translating occupational terms and evolving a common nomenclature, a "Guide to Occupational Classification and Regulation" is being prepared. This Guide is being prepared in consultation with the Joint Services trades has been prepared in consultation with the representatives of the Services, civil departments of the Government and various trade, commercial, engineering associations and employers' and workers' organisations. Copies of this Guide have been distributed to employment exchanges and the Resettlement Directorate (War Department). Various Guides for the use of employers and big industries, and Civil Guides relating to various trades and occupations have been prepared and distributed among provincial Governments and important employers.

Personnel of Army Releases.— A forecast of releases from the Army having the number of men to be released by categories and in districts during the first phase of demobilisation, i.e., up to the end of May, 1946, has been issued and copies supplied to all provincial Governments. It is proposed to issue a similar forecast covering the second phase of demobilisation. Copies of these forecasts will also be supplied to employers' organisations and important employers to enable them to know the number of ex-Services personnel available in various categories or civil employment.

Resettlement Advice Services.— (Vide page 69 of the report of this office for January 1945). In order to give demobilised Services personnel detailed information and advice on available employment opportunities, facilities for technical and vocational training and to help solve other problems that would confront them on their return to civil life, a scheme for the establishment of a Resettlement Advice Service has been sanctioned for one year. Officers of this Service have been selected and it is proposed to give them a short, intensive course of training at the Staff and Training Centre before they are posted to Release Centres. Pending the appointment of Resettlement Advice Officers, the Resettlement Directorate (War Department) has posted 167 Resettlement Advice Officers to Release Centres. Civil technical officers (Trade Testing Officers) have been posted to such Resettlement Centres from which a large number of technicians are

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to be released. They will assist Resettlement Advice Officers in assessing the skill of technicians in order to determine whether any further training is required by them.

**Technical and Vocational Training.**- As explained at page 54 of the report of this Office for November 1945, a Technical Training scheme has been sanctioned for three years with the following objects: (i) to provide facilities for technical training to suitably qualified demobilised Services personnel with a view to facilitating their settlement in civil life, and (ii) to secure an adequate supply of skilled personnel required for the post war development schemes, both Government and private. Provision has been made for 30,000 seats.

A scheme for the vocational training of demobilised Services personnel has been prepared and will be circulated to provincial Governments as soon as financial sanction has been obtained. Its objects will be (i) to help demobilised Services personnel to increase their earning capacity and to take up useful occupations, (ii) to make the maximum use of the raw materials available in the country for the production of consumer goods, and (iii) to provide the requisite skilled manpower for the development of small scale and cottage industries. It is proposed to provide 70,000 seats—20,000 in agricultural and allied occupations and 50,000 in cottage and small-scale industries, clerical and commercial occupations and professional and semi-professional trades.

**Central Research Bureau for Small-scale Industries.**- It is further proposed to set up a Central Research Bureau whose functions will be (i) to study and evolve designs and patterns, (ii) to investigate scientific methods of production and (iii) to standardise products. The Bureau will work in close collaboration with the Council of Scientific and Industrial Research, Government of India, and Provincial Governments.

**Rehabilitation of the Disabled.**- Reference was made at page 60 of the report of this Office for December 1945 to the Government of India's scheme for the rehabilitation of disabled Services personnel. The selection of Rehabilitation Officers is in progress. Two itinerant units, each consisting of three officers with expert knowledge of agriculture, vocational training and engineering are being constituted and will be ready by February, 1946, for visiting Post-Hospital Rehabilitation centres.

(Indian Labour Gazette, February, 1946).

**Bombay Government sets up Medical Employment Bureau to assist demobilised medical personnel.**

A Medical Employment Bureau has been set up in the Office of the Surgeon General of the Government of Bombay to assist demobilised medical personnel in obtaining civil employment. Demobilised medical officers, nurses, nursing orderlies, radiographers, laboratory assistants etc. domiciled in the Province of Bombay may apply to the Bureau for any assistance that they may need in finding civil employment, as soon as they are released from the services.

(Press Note 234, dated 4-3-1946, issued by the Director of Information, Bombay).



over 300,000 demobilised up to end of January 1946.

According to a press note issued early in March, about 64,000 men and women were released from the Indian Armed Services during January, 1946. The total of releases since 1-10-1945 to the end of January now amounts to more than 300,000 and represents 54.4 per cent of the target of 550,000 releases for the period up to 31-3-1946.

(Amrita Bazar Patrika, 5-3-1946).

### Re-employment of Bevin Trainees.

Out of 715 Bevin trainees only 509 were in employment on 1-1-1946. Special efforts are being made by the Labour Department and employment exchanges to find suitable jobs for these. Some of the unemployed Bevin Boys are being considered for various posts such as Trade Testing and Assistant Trade Testing Officers, Instructors at the Technical Training Centres, etc., and nine joined the Labour Department in February 1946. ~~Further~~ ~~of~~ ~~the~~ ~~services~~ ~~of~~ ~~Bevin~~ ~~trainees~~ ~~taken~~ ~~into~~ ~~the~~ ~~National~~ ~~Service~~ ~~fall~~ ~~within~~ ~~the~~ ~~definition~~ ~~of~~ ~~War~~ ~~Service~~, they are considered ~~as~~ ~~for~~ ~~all~~ ~~Government~~ ~~vacancies~~ ~~reserved~~ ~~for~~ ~~War~~ ~~Service~~ ~~candidates~~. Under the National Service (Technical Personnel) Amendment Ordinance, 1945, their rights of reinstatement in their previous employment have been safeguarded and in fixing their remuneration, credit for the skill and experience acquired by them since leaving their previous jobs has been provided for.

Difficulties.— There are however, two important difficulties. Firstly, ~~employers~~ ~~are~~ ~~reluctant~~ ~~to~~ ~~pay~~ ~~the~~ ~~same~~ ~~wages~~ ~~as~~ ~~during~~ ~~wartime~~ ~~or~~ ~~postwar~~ ~~production~~, while a considerable proportion of the unemployed Bevin Boys are unwilling to accept lower wages. The average ~~normal~~ ~~in~~ ~~wartime~~ ~~of~~ ~~the~~ ~~wages~~ ~~of~~ ~~the~~ ~~trainees~~ ~~was~~ ~~as~~ ~~high~~ ~~211~~ ~~per~~ ~~cent~~. Secondly, there is a lack of suitable employment for those who had acquired special training. Of 94 Bevin Boys who were specially trained as aero-mechanics, 49 are still in employment in the Hindustan Aircraft Factory, but the services of others cannot now be utilised unless ~~new~~ ~~aircraft~~ ~~factories~~ ~~are~~ ~~started~~.

It is expected, however, that as soon as industry is able to adjust itself to civilian production and Government and private post-war employment schemes are put into operation, all the Bevin Trainees will secure suitable employment.

(Indian Information, dated 1-3-1946).

Resettlement plans for Demobbed W.A.C.(1)s.

Plans for the resettlement and employment of demobilized WAC(1) personnel have been made by the Directorate-General of Resettlement and Employment, Labour Department. They include provision of training facilities in a wide range of occupations and in vocations and of employment assistance through employment exchanges. A special Women's section has been set up at the nine Regional Employment Exchanges at Calcutta, Calcutta, Bombay, Madras, Nagpur, Patna, Lucknow, Karachi and Lahore. These sections will be in the charge of fully trained lady assistant managers, who have been recruited from the WAC(1).

At six training centres to be set up initially, demobilized WAC(1) personnel will receive training in a number of clerical, commercial, domestic and vocational subjects suited to their special aptitudes and skills. A limited number of ex-service women will also be trained by arrangement with reputable private concerns, in beauty culture, hair dressing, photography, etc.

The aim of this training will be to equip them for appropriate civil employment, both government and private, and for setting up work on their own.

(The Statesman dated 25-3-1945).

Post-War Reconstruction.

Aircraft Industry for India: Technical Mission from U.K.

A technical mission consisting of two nominees of the United Kingdom Ministry of Aircraft Production and one nominee of the Society of British Aircraft Constructors is arriving in India about the middle of March at the invitation of the Government of India in order to advise it on the technical aspects of the establishment of an Aircraft industry in India.

(The Statesman, 18-3-1946).

Manufacture of Machinery in India: Government of India sets up INDUSTRIAL PLANT AND MACHINERY PANEL.

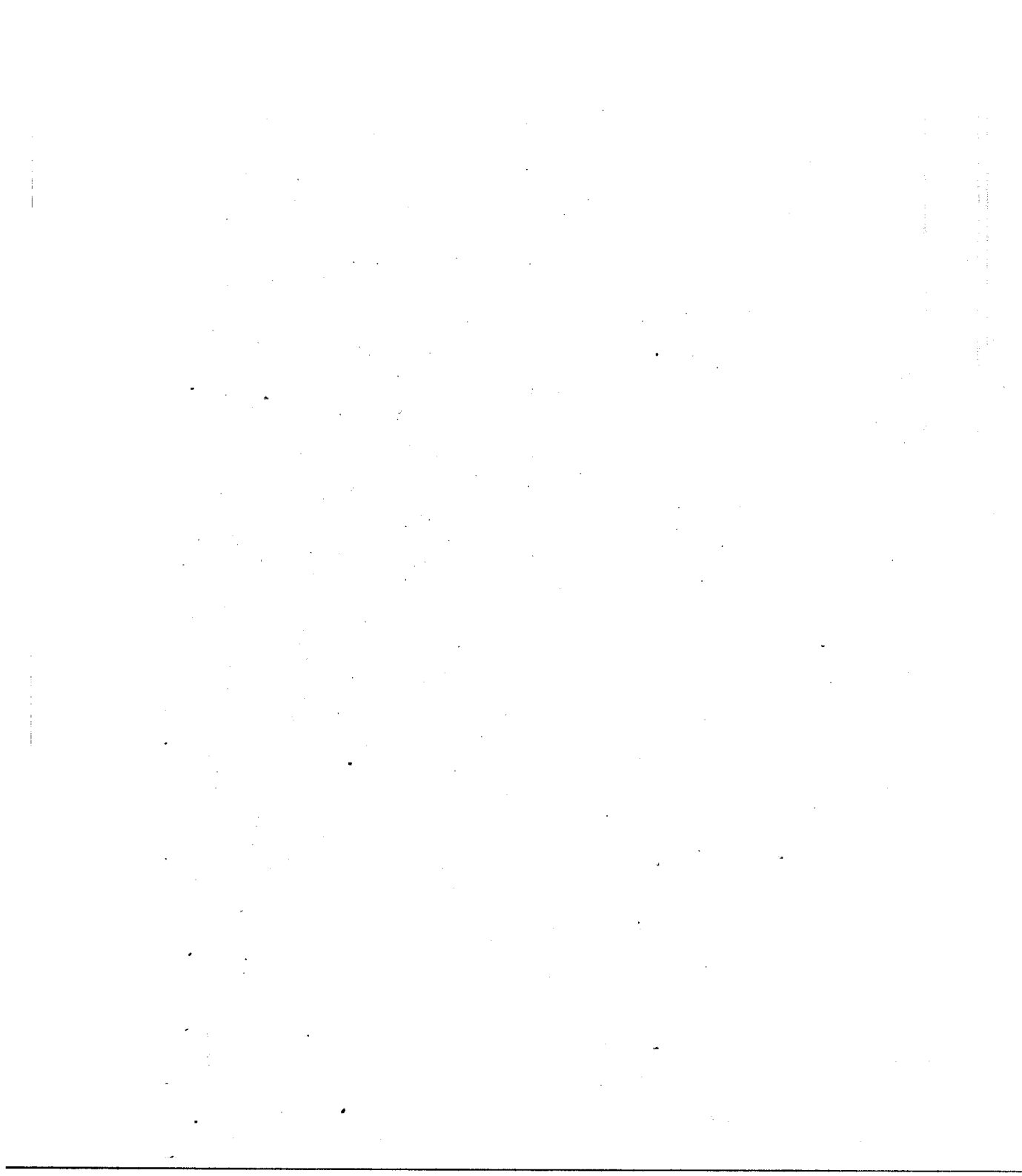
Answering a question in the Council of State on 28-2-1946, Sir James Hutton, Secretary, Planning Department, Government of India, stated that an industrial plant and machinery (heavy) panel had been set up and was examining the possibilities of the manufacturing manufacture in India of textiles, sugar, paper, mining, cement, chemical and other machinery. To assist the panel the services of Messrs Ford, Bacon and Davis, a leading American firm of consulting engineers, were obtained. The firm's representative had just completed his work and his final report was awaited. In the meanwhile, he had made certain provisional recommendations for utilising Ordnance factories for manufacturing secondary industry products required for the manufacture of capital goods and spare parts for machinery previously imported from abroad. These recommendations were being examined by the Industries and Supplies departments.

(The Hindustan Times, 1-3-1946).

Post-War Plan for Road Development: Meeting of Standing Committee of Roads, New Delhi, 15-3-1946.

Questions relating to post-war planning of road development were discussed at meeting of the Standing Committee of Roads at New Delhi on 15-3-1946, Sir Edward Benthall, Transport Member, Government of India, presided.

Government of India to accept Full Liability for National Highways - Estimated Capital Cost: Rs. 700 Million. - The Committee was informed of the decision of the Government of India to accept full liability for the completion and maintenance of national highways with effect from 1-4-1946, and if necessary from an earlier date in the case of approved works undertaken to alleviate unemployment, subject to express sanction the vote of the legislature, and subject to agreement being reached with provinces on control of road transport. The total mileage will be approximately 18,000 of which about 15,000 will be in British India and 3,000 in Indian States. The capital cost is roughly estimated at Rs. 700 million in 10 or 15 years and annual maintenance



between Rs. 20 and Rs. 25 million. The Committee approved the proposals in principle, subject to the vote of the Legislature.

Road Research-- Proposals for setting up a central road research organization for the formation of a central pool of road-making machinery for use in post-war road construction were explained to the Committee.

The Committee approved expenditure from the central road fund towards the cost of (1) an investigation undertaken into the economics of road development, (2) the Road-lands Inquiry Committee set up to investigate problems relating to land acquisition in connection with post-war road construction, and (3) extra establishment for post-war planning in certain provinces.

(The Hindustan Times, 29-5-1946).

GENERAL

India (Central Government and Legislature) Bill  
to provide for the transfer of certain powers to the  
States and to amend the Government of India Act, 1935.

The India (Central Government and Legislature) Bill, to which reference was made at page 79 of the report of this Office for February, 1946, was given its third reading in the House of Commons on 20-2-1946. The Bill has already passed through the House of Lords it now awaits only the formal Royal Assent.

(The Statute, <sup>date</sup> 22-3-1946).

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the more important publications received in this office during  
1945. 1945. 7b

Textiles.-

otton Spinning and Weaving in Indian Mills, April to March, 1942-43, 1943-44, 1944-45. The Millowners' Association, Bombay.

otton Spinning and Weaving Mills working and in Course of Erection in India on 31st August, 1945:- 2

Part I - Mills in the City and Island of Bombay and Mills in Course of Erection;

Part II- Mills in Ahmedabad and other Mills in Bombay Province, including SIMS; and

Part III- Mills outside the Bombay Province.  
The Millowners' Association, Bombay.

udget with detailed estimates of Revenue and Expenditure - Government of the Punjab. Lahore: Printed by the Superintendent, Government Printing, Punjab, Lahore. 1945.

1) Memorandum on the Budget for the year 1945-47, and (ii) Detailed Estimates and Grants for the year 1945-47 - Government of the United Provinces. Allahabad: Superintendent, Printing and Stationery, United Provinces, 1945.

Text, Congresses, etc.-

Report of the Committee of the Bengal Chamber of Commerce for the year 1945. Calcutta: Printed at the Bharat Printing Works. 1945.

Health.-

Report of the Health Survey and Development Committee:-

Vol. I - Survey.

Vol. II - Recommendations.

Vol. III- Appendices.

Vol. IV- Summary.

Published by the Manager of Publications, Delhi. 1945.