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<b>INTERNATIONAL LABOUR OFFICE</b>	
<b>INDIAN BRANCH</b>	
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Industrial and Labour Developments in October, 1944.

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NATIONAL LABOUR LEGISLATION.

Government of India:

The Draft Payment of Wages Amendment Bill,  
1944.

The Government of India has published the draft of a Payment of Wages Amendment Bill which it proposed introducing in the November 1944 Session of the Central Assembly. The statement of ~~the~~ objects and reasons appended to the Bill points out that during the working of the Act during the last few years a number of defects and difficulties in the Act have come to notice. While many of them can be left to be dealt with by comprehensive legislation at a later date, it is considered necessary to remove a few even during war time and the Bill seeks to ~~to~~ achieve this object.

The main changes proposed are summarised below:

Definition of Wages.- The phrase "whether conditionally upon the regular attendance, good work or conduct or other behaviour of the person employed, or otherwise" in the definition of wages in the Act has led to the impression that an employed person is entitled to full wages irrespective of the stipulated outturn. This was not the intention and it is proposed to omit this altogether, at the same time ~~making it clear that the "wages" have to be earned under the contract~~ of employment. The revised definition also gets over another difficulty. Previously it was not clear if wages under a profit-sharing scheme which could not be calculated until after profits were known, had none the less to be paid within the "wage period". This practical difficulty is now sought to be overcome.

Doubts were expressed whether allowances of the kind given against increased cost of living formed part of 'wages'. The revised definition specifically includes such allowances.

Period of Payment.- The linking of the date of payment with the number of employees ~~has~~ caused difficulties. It is affected by factories working either single or double shifts or by a slight change in the number of employees. The main object of the Act is to ensure that wages are paid regularly and this will still be accomplished if the period is uniformly fixed at 10 days as now proposed.

The reference to 'working' day does not adequately cover cases of seasonal factories or factories that close down. The second 'working day' may be after the lapse of several months or may never occur. At the same time it is not always practicable, for instance in railway employment, to ensure payment in so short a time as two days. It is accordingly proposed to substitute the words 'second working' by the word 'third' in sub-section (2) of section 5.

Stoppage of increments, etc.- Some judicial decisions of questions of stoppage of increments or reductions, etc., have led to difficulties. The Sind Chief Court held some time ago that the temporary reduction of an employee from one step in an incremental scale to another amounted to a 'deduction' within the meaning of the Act. Doubts have also been expressed whether reductions, demotions, etc., by way of disciplinary measures amounted to 'deductions'.

The amendments seek to make the position clear and provide as follows:-

(a) Where there is an incremental scale, a stoppage of increment and reduction in the incremental scale as disciplinary measures are authorised, but the latter may only be made after notice for such period as is required under the contract of employment for the termination of employment.

(b) A diminution of wages by reason of requirement to perform work involving a standard of skill or responsibility lower than that in the previous work, is not a 'deduction'.

Fines. - Acts or omissions may not be detected for some time after their commission. The present provision requiring that no fine shall be recovered after the expiry of sixty days from the date of the act or commission, therefore, becomes sometimes impracticable. It is accordingly proposed that the time should count from the date of detection of the act or omission.

Inspector's Right of Appeal. - It is considered necessary to empower an Inspector in some cases to go in appeal against an adverse decision.

(The Gazette of India Extraordinary, dated 21-10-1944; pages 1459-1462 ).

The Bill is to be introduced in the Central Assembly on 1-11-1944.

The National Service (Technical Personnel)  
Amendment Ordinance, 1944. (Ordinance No.  
XLVII of 1944).

Attention is directed to page 51 of this report where is published a summary of the National Service (Technical Personnel) Amendment Ordinance, 1944 (Ordinance No. XLVII of 1944).

SOCIAL POLICY.

*second?*

Sixth Labour Conference: Report of Proceedings.

The Sixth Plenary Session of the Tripartite Labour Conference (which hereafter is to be known simply as "Labour Conference") was held at New Delhi on 27 and 28-10-1944 under the presidentship of Dr. B.R. Ambedkar, Labour Member, Government of India. The Conference as usual was attended by (i) representatives of Labour Department, Government of India and provincial Governments and of Hyderabad, Mysore, Travancore, Indore, Baroda and Gwalior among Indian States; (ii) representatives of the Chamber of Princes; (iii) representatives of the Employers' Federation of India, All India Organisation of Industrial Employers and independent employers and (iv) representatives of the All India Trade Union Congress, Indian Federation of Labour and independent workers.

*The Session was attended by two observers from Ceylon and by Dr. P.P. Pillai, representing the I.L.O.*

- Items on the agenda.- Items on the agenda of the Conference were:
1. Compulsory Insurance of Liability under the Workmen's Compensation Act, 1923;
  2. Revision of the Trade Disputes Act, 1929;
  3. Participation of State in Sickness Insurance Scheme for industrial labour in India;
  4. Organisation of Employment in the transition from War to Peace;
  5. Statutory Machinery for fixation of Minimum Wages;
  6. Resolution proposed by the All India Trade Union Congress on the procedure for amendment of Defence of India Rules affecting labour;
  - and 7. Special ration for workers doing ~~xxx~~ heavy work.

Full details relating to items 1 to 5 were given at pages 2 to 5 of August and 3 to 8 of September 1944 reports of this Office. Brief notes on items 6 and 7 are given below:

Procedure for Amending D.I.R. affecting labour.- A resolution ~~was~~ proposed by the All India Trade Union Congress on the procedure for amendment of Defence of India Rules affecting labour, for discussion at the Sixth Labour Conference. The Resolution urges the Government of India to consult the Tripartite Organisation before issuing Rules under the Defence of India Act affecting labour interest. Where such previous consultation is not possible, on account of urgency of action, the Rules issued and action taken, it is urged, should be placed before the Tripartite Organisation at its next meeting for consideration.

Special Rations for Workers doing Heavy Work.- This subject was suggested for inclusion by one of the members of the Conference. It is stated that "in a majority of industrial areas there is a complaint that rations provided are inadequate for workers as well as their families" and that "the quantity of rations adequate for workers should be fixed by the Central Government, with special provision ~~for~~ those engaged in heavy industries."

The Government of India pointed out that it has always recognised the need for some sort of an additional supply of food to heavy manual workers. The general scheme of rationing outlined for the country envisages the grant of supplementary rationed foods to such workers and in some rationed areas supplementary quantities of rationed food grains are in fact granted. Even as recently as September 1944 the Government of India addressed the Provincial Governments stressing the need for supplementary quantities of rationed foods for heavy manual workers. But apart from the question of supplies there are also

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certain difficulties. First, there is the difficulty of defining a "heavy manual worker" and second, there is the possibility of a "heavy manual worker" not being in actual need of the supplementary quantity and resorting to selling the surplus not required thus helping to create a "black market". The Central Government has recently directed Provincial Governments to issue supplies of rationed foods to industrial canteens "off the ration" (even in areas where supplementary rationed foods for heavy workers are allowed at present) - in the same way and subject to the same regulation as for ordinary catering establishments. The necessity to take steps to popularise industrial canteens among workers and to ensure that the canteens supply clean and wholesome food at reasonable rates, <sup>as also being provided</sup> in canteens in Central Government undertakings managed departmentally or by the employees, no charge is made on account of rent, furniture and cooking utensils.

**Presidential Address.-** ~~opening~~ Opening the proceedings, Dr. Ambedkar referred to ~~the~~ two points which he wanted to cover in his address: firstly, to review the action taken by the Government on various questions which have been discussed by the Conference and the Standing Labour Committee, and secondly, to refer to the defects in the constitution and procedure of the Tripartite Organisation. The first subject proved too large for the address, and was therefore presented as a separate memorandum on the subject. As regards the constitution and procedure of the tripartite organisation, Dr. Ambedkar said that two years' working has revealed the following serious defects:

(1) There is no clear cut division of functions between ~~the~~ the Conference and the Standing Labour Committee. It is not ~~anxious~~ that one is a deliberative body and the other is an executive body. Both are deliberative.

(2) There is overlapping in the work they do. The subjects discussed by both are of the same nature.

(3) There being no clear cut distinction between general questions and concrete problems, the discussions in the Conference as well as in the Committee become too general to be of much use; even concrete problems are treated as though they were general.

(4) There is no machinery to undertake the task of examining special problems and reporting upon them. It is an important function and there must be some machinery charged with such a function.

(5) There is no machinery to study and advise on problems of labour welfare, industry by industry.

~~A serious~~ weakness in the organisation is the lack of a separate Secretariat for the Labour Conference. It is suggested that there should be a separate Secretariat to take over the following functions, namely:-

- (a) Preparation for meetings (i.e., circulation of papers, informing members of the dates fixed, agenda, etc);
- (b) Preparation of records of the proceedings;
- (c) Propaganda by issue of leaflets and tours;
- (d) Financial administration such as payment to staff and T.A. bills of non-Government members attending the Conference;
- (e) Research and collection of information to serve as a basis of discussion and recommendations; and
- (f) Check-up of the action taken by Government.



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There are two other matters which have given ground for complaint. One of these relates to the preparation of the Agenda of the Labour Conference and the Standing Labour Committee. The existing procedure in the matter of the Agenda is said to be defective in two respects. Firstly, members of the Conference and the Committee are not entitled to have matters in which they are interested placed on the Agenda at their will. The second defect is that the ~~Members~~ Memoranda which accompany the Agenda reach members so late that they have no time to study and be prepared to make their contribution to the discussion of the subject.

Another matter which has given rise to complaint relates to the representation of the different parties on the Conference and on the Standing Labour Committee. The employers have stated that it is objectionable on the part of Government to reserve three seats for employers to be nominated by Government. It is their contention that the Employers' Federation of India and the All-India Organisation of Industrial Employers are fully representative of the employer class in India and that therefore the provision for appointing more employers' representatives by nomination is unnecessary. The method of representation of labour is also said to suffer from one defect, namely that among those who represent labour there are none who belong actually to the labouring classes.

Government proposals to Remedy the Defects.- Of these weaknesses some ~~have been examined~~ by Government and decisions have been arrived at. There are some which have not been examined as yet.

(1) Separate Secretariat.- As regards the demand for a separate Secretariat, Dr. Ambedkar said: "The demand for a separate Secretariat for the Labour Conference is, I think, based on the analogy of the I.L.O. Government thinks that there is a fundamental difference between the I.L.O. and our Tripartite Organisation. It lies in the fact that the I.L.O. is an independent organisation created by the Peace Treaty of Versailles. Its conventions and recommendations place definite obligations ~~involves certain~~ on all State-Members and failure to fulfill those obligations involves certain definite international liabilities. It is regulated by its own constitution and it is not subject to any outside authority. In addition to this, the I.L.O. has its own finances and is not dependent upon any other State or Department for meeting its liabilities when it chooses to undertake any new function. Our Tripartite organisation is not independent in the same sense as the I.L.O. is. It has no independent finances and it cannot have any. It is only an advisory body which is constituted to advise the Government of India on such matters ~~as~~ as are referred to it for advice. It cannot take decisions. To allow it to do so would be to permit it to usurp the functions of the Legislature. Having regard to these differences, it is obvious that an independent Secretariat for the Labour Conference will create friction between Government and the Conference.

"It is true that the efficiency of the I.L.O. is derived largely from its Secretariat and its capacity to turn out good material. Nonetheless Government of India feels that all the functions of that Secretariat with the exception of "Research and Information" are such as can be discharged efficiently by the Labour Secretariat of the Government of India. As regards "Research and Information", the Labour Department have certain proposals under consideration for re-organising its activities which inter alia will set up necessary machinery for research and collection of information on labour and allied questions. For those reasons Government of India do not at present

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favour the idea of a separate Secretariat for the Tripartite Organisation".

(ii) Agenda.- On the question of the Agenda, the Government's decision is that it cannot surrender the right to fix the Agenda to the Conference, because the Conference is not a Legislature. It is an advisory body and Government must determine what are the matters on which it needs advice. Moreover, it is not possible for Government to accept an obligation to place a subject on the Agenda unless Government is in a position to furnish the Conference factual statements which would help and guide members in their deliberations and has had time to examine the matter sufficiently enough to be able to express its own view. It is not possible for Government to be ready with such statements without sufficient notice. But, subject to its right to frame the Agenda, Government is prepared to revise the procedure.

According to present procedure, the Labour Department invites suggestions from Governments, employers and workers' Associations after the conclusion of a meeting from which items are selected for an Agenda for the next meeting. There is no consultation between Government and the Conference or Committee before a decision is taken by Government in selecting items for the Agenda. Under the revised procedure, Government will be ready to receive suggestions for the Agenda whenever Government, Employers and Workers' Associations may desire to send them in. In case they fail, Government will invite suggestions from delegates at each meeting. The other change which government is prepared to make is that while the final decision will be that of the Government, all suggestions received for the framing of the Agenda will be placed for discussion at each meeting. This will give Government the opportunity to consult the wishes of the members and the members will have the opportunity to express their preference.

(iii) <sup>composition</sup> ~~composition~~ of Conference.- On the question of the composition of the Conference, he admitted that there is much force in the suggestions which have been made. If the two employers' organisations are fully representative, as they claim to be, obviously there is no justification for nominating independent employers. ~~In the same way,~~ It is <sup>also</sup> necessary to see that the working classes should have not only their problems of employment and welfare considered but that they should be trained to do their things for themselves. This can be done by allowing working men and working women to participate in all Labour Conferences. Recently when the Coalmines Welfare Committee was organised, Government took the step of appointing one working man and one working woman in the coalmines to represent the working classes on the Committee. Government is therefore not averse to making appropriate changes in the composition of the Conference. At the same time, Government feels that matters relating to changes in the composition of the Conference are not very urgent and ~~that they should~~ <sup>could</sup> be postponed for a while.

Changes in Constitution.- Dr. Ambedkar informed the Conference that Government had not come to any definite decisions and would welcome suggestions on the matter. He made the following suggestions regarding changes in the constitution:

(1) To divide the subjects which come within the scope of the Conference into two lists. List I will contain all general subjects such as (1) terms and conditions of employment; (2) Labour Legislation; and (3) questions relating to social security. List II will include all concrete questions (1) relating to labour welfare and (2) relating to the administration of labour laws. Subjects in

List I will be assigned to the Plenary Conference.

(2) To create a new body to be called Labour Welfare Committee and assign to it subjects falling in List II.

(3) The composition of the Labour Welfare Committee will be as follows:-

(A) members elected by the Standing Labour Committees;

(B) one representative of the Employers and one representative of the Employees drawn from organised industries and Municipal and other Bodies employing labour;

(C) persons nominated by Government from non-officials;

(D) persons representing Indian States; and

(E) representatives of Provincial Governments.

(4) There will be no change in the Standing Labour Committee so far as its composition is concerned. Only, there will be a change in its functions. It will not be deliberative body. It will be the agent of the Conference and will perform such of the duties assigned to it by the Conference from time to time.

Under this arrangement there will thus be three organs:- (1) The Conference; (2) The Standing Committee; and (3) The Welfare Committee.

Functions and Powers of Conference.- The functions and powers of the Conference will be as follows:-

(1) To make recommendations to Government on matters relating to terms and conditions of employment and all questions of social security which might be placed on the Agenda.

(2) To refer any such matter or any part of such matter to the Standing Labour Committee with a direction:- (a) to make a report back to the Conference, or (b) make a recommendation to the Government.

(3) To appoint an ad hoc committee to consider any matter on the agenda with a direction to report:- (a) to the Conference; (b) to the Standing Labour Committee with a view to:- (i) make recommendation to Government; and (ii) make a further report to the Conference.

The functions and powers of the Standing Labour Committee will be such as may be conferred upon it by the Conference. It will be an agency of the Conference and will derive its authority from the Conference and will, with the exception mentioned below, conduct no business other than that which has been delegated to it by the Conference. It will, however, be open to Government to refer a matter on which it wants an early opinion direct to the Standing Labour Committee for report either to the Conference or the Government. But ordinarily any report or recommendation of the Standing Labour Committee should be made to the Conference.

Powers of Standing Labour Committee.- The powers of the Standing Labour Committee will be: (i) to make recommendations or reports to the Conference on matters referred to it by the conference; (ii) to make recommendations to Government in a case in which the Conference has directed the Standing Labour Committee to report to Government; and (iii) to appoint ad hoc Committees to consider any matter on the Agenda with directions to report to the Standing Labour Committee.

The functions of the Labour Welfare Committee will be confined to matters relating to labour welfare and administration of labour legislation. Its powers will be to consider all such matters placed

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before it and to make recommendations to Government.

Dr. Ambedkar promised to have these proposals examined departmentally in the Government of India. If they are found to be workable, the conclusions of Government will be placed before the Conference.

Other Matters.- Dr. Ambedkar next referred to the three labour Bills coming up before the November 1944 Session of the Central Legislature. (Factories Amendment Bill, otherwise known as Bill for Holidays with Pay; (2) Trade Unions Amendment ~~Bill~~ which seeks to provide for the recognition of Trade Unions; and (3) Payment of Wages Amendment Bill). In conclusion, he referred to the work of the Indian delegation at the Philadelphia Session of the I.L. Conference and the joint report presented by the delegation. (A copy of the report was sent to Montreal with our Minute D.1/1309/44 dated  $\frac{1}{2}$  1-11-1944).

(Summarised from the Communiqué giving full text of speech issued by the Bureau of Public Information, Government of India ).

Proceedings of the Conference.- No decisions, <sup>as such,</sup> were taken on the items on the agenda since the Conference is only advisory in nature. The views expressed by the various representatives on the items on the agenda will be taken into consideration when the Government takes final decisions regarding action on these items. A brief summary of the proceeding on some of the items as given out by the Government to the press is given below:

On the subject of revision of Trade Disputes Act, opinion in the Conference was not unanimous on all the proposals placed for discussion. There was agreement that the services of conciliation should be extended but employers' representatives and some representatives of workers were opposed to compulsory arbitration. Some opposition was voiced on the propriety of amending the Act particularly to provide for prohibition of strikes and for compulsory arbitration and ~~an~~ an increase in the present list of public utilities in which notice of strike was required even before the war. It was also generally agreed that provision for the making of standing orders in industries should be made in legislation.

As regards the proposal for compulsory insurance of the employers' liability under the Workmen's Compensation Act, the employers doubted the need for such a proposal but would not object if it was accepted. They would, however, prefer the insurance to be left to commercial companies or employers' mutual societies. The workers' and Government representatives considered that in view of the unsatisfactory position with regard to the meeting of claims by the small employers, compulsion to insurance was necessary. There was a general preference on their part for a State insurance scheme.

The Conference also discussed again the question of minimum wage fixing machinery and its composition, function and the method of deciding as to what industries it should apply. Non-official opinion was in favour of having employer and worker representatives as members of a trade board, rather than serving as assessors to independent members. They also were in favour of the conclusions of the board being mandatory.

(The Hindustan Times, 30-10-1944).

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5th Conference of Chief Inspectors of  
Factories, New Delhi, 24 and 25-10-1944.

Reference was made at page 9 of our September 1944 report to the proposed 5th session of the Chief Inspector of Factories' Conference and ~~the~~ items on the agenda. The Conference was held on 24 and 25-10-44 but no information is available as regards the conclusions reached.

Mr. H.C. Prior, Secretary, Labour Department, Government of India, speaking at the Conference said: "Perhaps during this war, in India as in all other countries, there is a very large increase in the work of factory inspection, and that increase has made me realize far more than I have ever realized before what I may call the human side of factory inspection. . . . I want factory inspectors in the provinces to be increased so that they are able to handle increased work. We would like the staff in the provinces to work as a team. I want factory inspectors wherever they may be, in the provinces or in the Centre, each supplementing the other. I can assure you that whatever is possible for the Centre to do in this regard we will do. We have certain plans under consideration, but because we believe in the pooling of experience and of our ideas we have called this conference".

Mr. W.H. Kirby, Rationing Adviser to the Government of India, also addressed the Conference and stressed the need for industrial canteens. He declared that the food problem of the industrial workers was beginning to be looked at from the point of view of his health and efficiency, which were of the highest importance to India's capacity to stand up to world competition. The easiest way of approach to the problem, Mr. Kirby said, was to begin with the food of children by giving them cheap milk and the like at schools, and then go on to the factory workers.

"We have got to a stage now when India has got to play a leading part in this side of the world; and if India's products are going to stand up to competition from America, from England, from Germany and from Australia and other highly industrialized countries, and if India is going to capture that trade which she never ought to have allowed to pass into the hands of the Japanese, the standard of efficiency in industrial and manufacturing concerns in this country has got to be raised, if it is going to survive. You cannot turn out a first class article with blunt tools and indifferent workers. From the food point of view, therefore, we say that the workers must take in the necessary amount of calories (4,000 a day) and they must be raised physically and mentally if they are going to be the bulwark of industry in India".

Referring to the steps taken by the Departments of Food and Labour to encourage canteens, Mr. Kirby said; "That is a very big matter of policy and principle which we have been able to get across, because the big objection from industrialists themselves is that it is no good putting in the industrial canteen because we cannot get rationed foodstuffs and that as control of rationing is getting tighter the availability of alternative foods is decreasing. There was also the objection that it was quite impossible to ask the industrial worker, who is already getting 50 per cent extra on the basic ration, to part with that 50 per cent or a portion of it to the employer to start the canteen. We have got over all those difficulties through our food control. We can now measure how much the provinces can give us of their surplus food. We know the difficulties about communal feeding but that should not be made an excuse for not

doing the job. The time has come when we should break down any unreasonable difficulties that have been raised from the communal side about mass feeding.

(The Statesman, 26-10-1944).

## CONDITIONS OF WORK.

### Hours of Work and Weekly Rest, etc.

#### Working of the Working Time Agreement in Bengal Jute Mills in 1943.

According to the Annual Report of the Committee of the Indian Jute Mills Association for 1943, the 54-hour working week with 10 per cent sealed looms, effective from 18-5-1942, governed mills' working at the start of 1943. It was cancelled by a resolution passed at a meeting on 12-3-1943 under which working hours were increased to 60 a week with all looms functioning to meet a large demand placed on behalf of the United States Government for which shipping space was immediately available. This it was realised would be temporary and again in May, members were required to seal 10 per cent of their looms and reduce working hours to 54 a week. A further urgent demand from the United States was experienced in mid June and the supplementary agreement relating to sealed looms was cancelled and work on all looms at 54 hours per week sanctioned.

The coal situation has been the governing factor in the industry's working programme and despite the efforts made to save in transport, in consumption, and materially to assist in fuel economy, the jute mills of Bengal particularly suffered, first, through a complete dislocation in rail transport to this area because of disastrous floods, in the second place, through the acute coal crisis experienced by the country in low coal raisings. Various means and devices were sought to meet the position to lessen the severity of this on the industry and by agreement confined to mills in Bengal, all mills closed for the weeks ended 31st July, 7th August, 4th September, 2nd and 9th October, 27th November and 25th December. Of these seven compulsorily closed weeks, the five latter mentioned were under an agreement which permitted entire exemptions to those units which had suffered losses in production through coal shortage in the months June/August: it further required of all Bengal mills not to work more hours than 54 in the "open" weeks; for it was on the basis of planned coal economy in the light of Government's promises of supply that the whole programme of work was devised. It did not succeed because none of the expectations of Government were translated into facts.

The Association's labour officers functioned also as inspectors under the Working Time Agreement.

(The Annual Report of the Committee of the Indian Jute Mills' Association, Calcutta, for 1943).

Industrial Health and Safety.

Industrial Psychology: Bombay takes steps to study Problem.

The Tata Institute of Social Sciences, Bombay, recently appointed to its staff two assistants, one to examine labour welfare activities in the country and the other to make a beginning with industrial psychology and fatigue. The latter is reported to have made a study of the incidence of fatigue in a Bombay Cotton Mill.

The 15-year post-war plan of the Government of Bombay (vide pages 48-51 of our August, 1944 report) has a proposal to establish a new-section for industrial psychology and fatigue in the J.J. Hospital, Bombay.

(The Indian Textile Journal,  
September, 1944 issue ).



Inspection.Expansion of Factories Inspectorate in the  
Punjab: Medical Officers appointed Additional  
Factories Inspectors .+

The Government of the Punjab has gazetted a notification appointing District and Municipal Medical Officers of Health, the Director and Assistant Director of Public Health and the Assistant Health Officers of the Corporation of the City of Lahore to be additional Inspectors of Factories within the limits of their respective jurisdictions and to declare that they shall exercise powers under section 32(b) of the said Act and of the rules framed thereunder.

(Notification No.3461-I&L-44/75682  
dated 3-10-1944: The Punjab Gazette,  
Part I, dated 13-10-1944, page 570).

Agrestic Serfdom in Northern India.

The September 1944 issue of the Indian Journal of ~~the~~ Social Work, Bombay, publishes an article under the caption: "Agrestic Serfdom in Northern India" contributed by Mr. A.M. Lorenzo. The main points made in the article are summarised below:

After a historical survey of slavery and serfdom in India, the writer distinguishes between slavery and serfdom. Slavery is the subjection of men individually, and a subjection which includes the whole personality of the slave. Serfdom in India is characteristically a group status where custom still mainly controls status and tenure. For the purposes of the article, serfdom is used to designate, first, a group subjection; and second, a usufruct personal servitude. Wherever the status of the peasant proprietor has been encroached upon by high-caste moneylenders, who have broken through the weak system of tenancy and usurped the land of poorer classes, the farm-hand verges on serfdom like that of the chakar in Bengal, the Baramasiya in North Bihar, the kamia in Chota Nagpur, the Maliya in Orissa, the Sewak in the United Provinces, the Hurwahes in Central India, the Cheora in Kumaon, the Shalkari in the Central Provinces, the Halia in Gujarat, the Dubla in Bombay, and the radial in Madras.

Agrestic Serfdom, as a social liability to landlords, by virtue of their property ownership, has still a stronghold in certain backward agricultural regions of Northern India, and appears to be an old and hereditary practice. Along the Himalayan base, from the valley of Kashmir to the Brahmaputra basin, a multitudinous variety of serfdom will be found associated with the agricultural practices of different regions. Purely physico-environmental rather than social causes are responsible for the consistent prevalence and inertia of agrestic serfdom in these 'dark' regions of the country. The vestiges of agrestic serfdom, still found under different forms, are briefly described below:-

The Haliyas and Chyeras of Kumaon.- These are household slaves as well as slaves for the cultivation of the land, and are recruited from the Khasiya and Dom castes respectively. Both these classes of slaves are dependent on their masters for food, shelter and clothing, and an obligation for the discharge of marriage expenses. Slavery in the form of household women slaves (who are also sold for immoral purposes) are not uncommon even under strict prohibitory measures. Up to 1940 the name Haliya was given to these Doms who were employed as ploughmen with their families, and could be sold with the land, that is, title in land also gave title to the slaves cultivating it. The Cheora, or the domestic slave could be sold or given away with his family without any reason being assigned. These slaves are almost solely confined to the hill-pattis and to Bhabar regions, and along with many other low castes, and such as Ruriyas, Orhs, Bhuls, Bhairsuwas, Agaris and Kolis, constitute the bulk of the agricultural ~~serf~~ serf population. All these castes represent apparently an aboriginal race and from time immemorial have played the part of serfs to the agricultural land holding-castes of the Bhotias, Khas-Rajputs and Bagbans.

The Sewaks and Hariyas of Oudh.- The 'Sewak' system is prevalent mostly in the submontane districts of Gonda, Bahraich, Basti, Gorakhpur, Kheri and everywhere east of the Ghagra river, and appears in different forms under modified conditions. The Tharus, Chamars, Nats, &

Doms and Ghoriyas, who are generally landless labourers, form the bulk of Sewak population. The Hariya is a seasonal serf, whereas the Sewak is permanent. Both the Hariya and the Sewak are under a debt bondage, pure and simple. The ordinary sum so given varies from Rs. 20 to Rs. 100 according to the needs of the borrower, which, it must be noted, multiplies to an enormous amount due to an exorbitant rate of interest. The Hariya can liberate himself any time after paying off his debt, but the bondage of the Sewak is hereditary, passing on to his children down to the remotest generation. It is quite common to meet labourers, whose forefathers entered into these obligations, and who still labour in their discharge, although well aware that they can discard them and be free to sell their labour in the open market. The serfs, however, never receive cash, and their grain pittance never exceeds their bare requirements, lest they should repay their debt and be lost to their master. Even when cash wages are received, they are never in a position to pay more than the interest during the year.

The Harwahas and Paramasiyas of North Bihar.- The lowest depth of serfdom is touched by the Paramasiyas of Bettiah, Motihari, Darbhanga and Pertabganj in North Bihar, who perform whatever menial services are required of them by their masters. They are purely domestic slaves and their serfdom is hereditary, whereas the Harwahas are bond-servants who work in lieu of the interest due on the loan. The Paramasiya is given a small pittance, but allowed a hut and the left over food from the master's table. The Harwahas often receive cash wages, but on account of their extravagance the cash is utilized in drinks and feasts, and often the labour of women and children is pledged for paltry sums.

The Ghakars and Muliyas of Orissa.- The Muliyas are evidently the descendants of the forest races by whom the uplands of Orissa were inhabited before the Aryan conquest. At present there are three kinds of Muliyas: (a) Nitmajur, whose social position is de-facto that of a slave. He is a hereditary slave. He gets food and clothing from his master and works as a domestic slave. (b) Naga, who is also a slave, but of higher status and works on the field of his master. At harvest time he sleeps on the field to watch over the crops. He seldom receives cash wages, but in addition to the customary grain allowance he gets a strip from his master's land which he cultivates for himself. (c) Panda, who is a seasonal serf, hired usually for sowing or harvesting season, and paid in kind.

The Kamias of Chota Nagpur.- The Kamias are bond servants of their masters. In return for a loan received, they bind themselves and often their generations, to perform whatever menial services are required of them in lieu of the interest due on the loan. Such loans are usually borrowed at times of economic distress or social necessity. In Chota Nagpur, owing to the presence of a large aboriginal and depressed caste population, the Kamia system has become a common feature of rural economy. The term Kamia stands for the fourfold characteristics of an agricultural labourer:- (a) A field worker whose labour is exacted by force. (b) A working client of the Mahajan (moneylender)-cum-landlord master. (c) A farm hand whose duties are varied and many, and without whom the 'Sir' land of the landlord may lie uncultivated. (d) A sweated class of workers, underfed and mentally stunted, and regarded by their masters as little better than human chattel.

The Kamia is too valuable to be ill-treated, and his master always anxiously looks after his health and welfare, and provides him with at least the bare necessities of life. The chief diet of the Kamia consists of coarse rice and dal. His wife and children also get clothes and a free house. The Kamia never has any money, and the restrictions imposed on his movement render him not better than a slave. An

absconding Kamia can hardly ~~xx~~ find asylum anywhere in the district, because the landlords, as a class, combine to maintain the system and return to his master any Kamia taking shelter in their village. A Kamiauti bond, therefore, involves a life sentence. Many Kamias have, however, run away to the mining centres at Giridih and Kodarna and liberated themselves from their masters. The Kamia population comprises of the semi-primitive tribes, such as the Mundas, Oraons, Bhuiyas, Dusadhs, Kols, Santals, Ghatwars and a xi large number of other aboriginal castes. Big zamindars command a large number of Kamias because their prestige is measured by the number of their retinue. The social position, befitting zamindars, can not be maintained by many of the small zamindars if the Kamia system is suppressed and serfdom abolished.

Causes of Agrestic Serfdom.- Agrestic serfdom is most commonly associated with conditions of socio-economic nature and are characteristic of all regions where the agricultural population has been dissociated from modern social and economic changes in the country. A systematic and detailed study of this institution in India leads to the following conclusions :-

(a) Agrestic serfdom is a common feature of those places where the low castes and depressed orders are most numerous. The ethnic composition of the village greatly determines the social and economic status of the people and is ~~respon~~ responsible for the survival of these conditions. Whether in the capacity of the slave, a serf, or a beggar, at present there are more than 50 million in India. In Bihar and Orissa, about one-sixth of the total population numbering 7 1/2 million belongs to ~~24 aboriginal and 17 semi-aboriginal tribes~~. Besides these, more than 6 1/2 million belong to the depressed classes. Roughly speaking, one-third of the total population of Bihar and Orissa is composed of semi-serf, ~~depressed and exterior castes~~. In Chota Nagpur this class accounts for 65 to 85 per cent of the total population. The Kamia population is composed of those aboriginal tribes and depressed castes which are lazy and careless, and are content with a dole of food and a house to live in and, so long as these are not denied, consider it an honour to relish the crumbs from their masters' tables.

(b) Serfdom is an evil of the Zamindari system. In districts where there is landlord tenancy over big estates, and Zamindari is under the Brahmins, Thakurs, Rajputs, Pathans and other high ~~xxxx~~ castes, the system has gathered enormous strength. Wherever the original population was subdued by foreign immigrants, who, though financially powerful, were unable to cultivate the land themselves on account of the natural conditions of soil and water supply, a regular supply of labour became imperative for the cultivation of the landlord's 'Sir' land, and to assist the agents of an absentee landlord.

(c) Serfdom is almost entirely associated with indebtedness. The mahajan (money-lender) has ~~xxxxx~~ always exploited the miserable plight of the poor peasantry and reduced them to eternal serfdom. Since the Kamia population is composed of migratory tribes, in whose hands neither the principal debt is secure nor a guarantee of regular labour supply obtainable, they have to be pinned to the estate and their wanderlust broken.

The Kamias are gradually emerging from the state of serfdom to that of free labour. But the improvement in their social status is very slow. This is due to their ignorance, improvidence and disinclination to fight their own ~~xxxxx~~ battle. Whenever they have shown signs of independence, they have been subjected to most inhuman atrocities by their masters—their lands have been taken away, their house and property confiscated and their families mercilessly beaten.

All legal measures have so far proved ineffective to suppress the Kamianti system of serfdom completely. Legislation can at best be a palliative for some years to come. The real cure has to be found in the improvement of the lot of these classes, the diffusion of elementary education, and, above all, the creation of a strong public opinion against serfdom.

## Industrial Disputes.

### Industrial Disputes in British India during Quarter ending 30-9-1943.

According to the statistics published by the Government of India of industrial disputes in British India during the quarter ending 30-9-1943, the total number of stoppages of work during the quarter, (including 5 in progress at the close of the quarter), was 100 and the number of workers involved 45,562 as against 267 stoppages involving 314,047 workers for the same quarter of the previous year; the total number of man-days lost was 177,663 as against 2,431,419.

There was only one stoppage involving 5,000 or more but less than 10,000 workers and in no stoppage 100,000 or more ~~in~~ man-days were lost.

Provincial Distribution.- The largest number of disputes occurred in Bengal where 35 disputes involving 19,851 workers were responsible for the loss of 88,794 working days. In Bombay there were 28 disputes involving 6,290 workers and involving a loss of 29,079 working days; in Central Provinces and Berar, United Provinces and Madras, there were 12 disputes each involving 11,116, 4,436 and 2,784 workers and entailing losses of 18,729, 5,956 and 13,053 working days respectively; and in Bihar there were 3 disputes involving 1,085 workers and involving a loss of 22,052 working days.

Classification by Industries.- The largest number of disputes occurred in the textile industries (cotton, woollen and silk mills) where there were 22 disputes involving 15,566 men and entailing a loss of 46,047 working days. There were 10 disputes in the engineering industry involving 2,497 workers and entailing a loss of 11,858 working days; 3 in jute mills involving 3,632 workers and entailing a loss of 33,783 working days; and 1 each in railways (including railway workshops) and mines involving 3,500 and 527 workers and entailing losses of 3,500 and 13,702 working days respectively. In all other industries there were 63 disputes involving 19,840 workers and entailing a loss of 68,773 working days.

Causes and Results of Disputes.- Of the 100 disputes, 50 were in respect of wages and bonus, 6 on questions of personnel, 4 on questions of leave and hours and 40 on other grounds. In 20 the workers were completely successful, in 36 partially successful, and in 33 unsuccessful, while in 6 the results were indefinite. 5 disputes were still in progress at the end of the quarter.

(The Indian Labour Gazette, August,  
1944, issue ).

Industrial Disputes in British India  
during Quarter ending 31-12-1943.

According to the statistics published by the Government of India of industrial disputes in British India during the quarter ending 31-12-1943, the total number of stoppages of work during the quarter (including 5 in progress at the close of the quarter) was 109 and the number of workers involved 92,481 as against 148 stoppages involving 147,057 workers for the same quarter of the previous year; the total number of man-days lost was 293,961 as against 585,833. There were only three stoppages involving 5,000 or more but less than 10,000 workers and in no stoppage 100,000 or more man-days were lost. Textile (cotton, silk, woollen and jute) mills accounted for 40 per cent of the number of stoppages, 72 per cent of the workers involved and 66 per cent of the man-days lost.

Provincial Distribution.- The largest number of disputes occurred in Bengal where 33 disputes involving 25,388 workers were responsible for a loss of 108,766 working days. In Bombay there were 32 disputes involving 9,920 workers and entailing a loss of 18,506 working days. In Central Provinces and Berar there were 24 disputes involving 43,599 workers and entailing a loss of 145,547 working days; in Madras there were 9 disputes involving 3,279 workers and entailing a loss of 7,971 working days; in United Provinces there were 7 disputes involving 9,220 workers and entailing a loss of 11,752 working days; in the Punjab there were 2 disputes involving 163 workers and entailing a loss of 383 working days; and 1 each in Assam, Delhi involving 835 and 77 workers and entailing losses of 805 and 231 working days respectively.

Classification by Industries.- The largest number of disputes occurred in the textile industry (cotton, woollen and silk mills) where 35 disputes involving 48,514 workers were responsible for a loss of 119,657 working days; there were 9 disputes in jute mills involving 18,219 workers and entailing a loss of 75,260 working days; in Engineering there were 5 disputes involving 1,281 ~~disputes~~ workers and entailing a loss of 1,686 working days; there were 1 dispute each in railways (including railway workshops) and mines involving 6,316 and 950 workers and entailing losses of 6,316 and 12,350 working days respectively. In all other industries there were 50 disputes involving 17,201 workers and entailing a loss of 78,692 working days.

Causes and Results of Disputes.- Of the 109 disputes, 55 were in respect of wages and bonus, 8 on questions of leave and hours, 5 on questions of personnel while 41 were on other grounds. In 22 disputes the workers were successful, in 37 partially successful, in 40 unsuccessful, while in 5 the results were indefinite. 5 disputes were still in progress at the end of the quarter.

(Communiqué issued by the Department of Labour, Government of India, on 5-10-1944).

General.

Labour Situation in the Jute Mill Industry in 1943.

Jute Mills'

Man-Hours lost by Strikes, etc.- The records maintained by the Association on a uniform basis ever since 1938 show that in 1943, the strikes in member mills were as numerous as in the previous years but of much shorter duration. Actual figures were as follows:-

	No. of Strikes.	Man hours lost.
1938	36	15,012,213
1939	25	8,174,471
1940	11	4,065,754
1941	7	3,078,783
1942	25	7,554,464
1943	23	3,518,946

Out of 3,518,946 man-hours lost, 1,430,028 were due to repercussions of requisitioning and so the strike position in 1943 entailed the least loss in recent years.

Effect of Air Raids.- Yet 1943 could not be said to be a favourable year due to many factors, either external to the industry or peculiar to it, which had important bearings on the situation in the labour field. The end of 1942 witnessed the first of the bombing raids on Calcutta which left jute mill labour, unlike other industrial labour, comparatively undisturbed. Followed close by other raids early in 1943, considerable anxiety in labour ranks was witnessed, and this was aggravated by conditions within the industry due to the reduced opportunities for earning (mills were then working with 10 per cent of looms sealed) and the ever-increasing costs of living. The Jute Mills Association's recommendations issued by its Committee in December 1942 were to meet the situation were not then universally followed or applied. Workers were apprehensive not only of their immediate but future position in an industry whose working difficulties at that time were many, and, as events proved ~~the situation~~ later in the year became greater through circumstances beyond the Association's control. Actual bombing of mills themselves, the witnessing of the large exodus of the civilian population, the assiduous spreading of the wildest possible rumours connected either with the actual raids or forecasts of what might be, all had their adverse effects on the mill labour. The great majority remained at their work but were greatly disturbed in their minds; and these factors were adversely cumulative in their effects upon January 1943 production. The prompt post-raid measures were successful and this resulted in a speedy restoration of normalcy so that in February, production had reached its usual trend.

Coal Shortage.- By June 1943, the coal shortage began to have its effect. ~~It~~ either by agreement within the industry or because of the very poor quantity and quality of coal received, mills had to close down; and to meet this in its effects on labour the Committee directed that compensation payments to labour should be made when mills were not working, to the extent of Rs. 3 per week plus the usual amenity cash allowance and foodgrains at the highly subsidised rates accepted as a policy by the Association and developed from December 1942 on the basis of their existing food shops (established since March 1942).

Food Situation.- When the famine in Bengal developed, the mills



had perforce to adopt a policy of rice-cum-atta issued, limited to 5 seers per worker which, irrespective of the cost to employers—and rice rose to Rs. 34 per maund, (wholesale) and stayed there for sometime (in many instances higher than this level, and in the retail shops, unobtainable at times below Rs. 62 per maund)—were obtained and distributed to the workers for Re. 1 in total. Additionally, dal, mustard oil, sugar and salt were issued at greatly reduced prices. Mills also supplied various other articles.

Requisitioning by Military.— The many disquieting features of intermittent work, long spells of idleness at subsistence levels of income, malaria epidemics, etc., were added to by the requisitioning by the Military Authorities of a number of working mill units in addition to the large accommodation already voluntarily provided by the mills at nominal rental. Fortunately, the repercussions of this on production and employment were small. Their consequences did, however, affect the labour strength available for mill working because of the lucrative employment offered to workers in military construction work. No serious consequences on the industry generally speaking were observed in 1943.

(Report of the Committee of the Indian Jute Mills Association, Calcutta, for 1943 ).

Standing Orders for Industrial Workers :  
Government of India's Move.

It is understood that the Government of India has formulated certain principles with regard to the framing of standing orders by industrial concerns regulating their conditions of employment.

In circulating these suggestions to all concerned, the Government has expressed the hope that the framing of standing orders would be such as to make it unnecessary for it to consider the advisability of framing any Defence of India Rule for the purpose, pending the consideration of legislation on the subject which the Government of India proposed to enact. The standing orders, it is suggested, should be framed in consultation with the representatives of the employees. They should include, among others, classification of workmen; notification to employees of periods and hours of work, holidays, pay days, wage rates and shifts; casual leave or leave on medical ground; rules for discharge, suspension or dismissal for misconduct and redress for employees against unfair treatment or wrongful exaction on the part of the employer or his agent or servant.

(The Amrita Bazar Patrika, 21-10-1944).

ECONOMIC CONDITIONS.

Industrial Survey of C.P. to be Made.†

It is understood that the Central Provinces Government has decided to appoint a committee for industrial survey in the province. The Committee will be expected to make a very rapid survey of the industrial resources of the province and consider the possibility of establishing major and minor industries and make recommendations. The personnel and terms of reference are to be announced shortly.

(The Hindu, dated 14-10-1944).

Working Class Cost of Living Index  
for Various Centres in India during  
March, 1944.†

The index numbers of the cost of living for working classes in various centres of India registered the following changes during March, 1944, as compared with February, 1944.

<u>Name of Centre</u>	<u>Base=100</u>	<u>February 44.</u>	<u>March 44.</u>
Bombay	Year ending June 1934	230	226
Ahmedabad	Year ending July 1927	210	206
Sholapur	Year ending January 1928	200	201
Nagpur	August 1939	289	273
Ludhiana	1931-35	357	358
Cawnpore	August 1939	298	294
Patna	Average cost of living for five years preceeding 1914.	349	325
Jamshedpur	Ditto	320	315
Jharia	Ditto	378	394
Madras	Year ending June 1936	199	201
Madura	Ditto	198	197
Coimbatore	Ditto	217	220

(Monthly Survey of Business  
Conditions in India for March,  
1944 ).

The Sugar (Temporary Excise Duty)  
Ordinance, 1944.†

The Governor General has promulgated an Ordinance to impose a temporary excise duty on all sugar produced in any factory in British India before the commencement of this Ordinance and owned or possessed at the commencement of this Ordinance by an owner of a factory or by a wholesale dealer, at the rate of one rupee and seven annas per standard maund in the case of sugar produced by the vacuum pan process or at the rate of one rupee per standard maund in the case of sugar produced by another process.

(The Gazette of India Extraordi-  
nary, dated 21-10-1944, pages  
1442 to 1446 ).

Statistical Bureau to be set up in  
Bengal.†

According to a Press Note of the Government of Bengal, the Government of Bengal has decided to set up a Provincial Statistical Bureau. Each Department of Government will be instructed to keep the Bureau informed of its activities in statistical matters and to seek the guidance of the Bureau when it ~~has~~ proposes to introduce new schemes or methods. For the present, the functions of the Bureau will be primarily advisory in character, viz., imparting technical advice regarding the collection of primary statistics, the classification, tabulation and analysis of statistical material and the form of publication of statistical data. The work of collecting primary statistics will ordinarily remain with the department concerned.

(The Hindu, dated 23-10-1944).

SOCIAL INSURANCE.

Sickness Insurance Scheme for India:  
Prof. Adarkar's Report.

Reference was made at page 12 of our March 1943 report to the appointment of Prof. B.P. Adarkar as Special Officer to draft a sickness insurance scheme. A scheme of health insurance costing Rs. 25 million per annum and intended to provide security of income during sickness, and cure and prevention of disease to industrial workers in India has been submitted for consideration to the Central Government by Prof. B.P. Adarkar.

**Scope of Scheme.-** The scheme, which has been published in the form of a report, is both compulsory and contributory, and applies, in the first instance, to three groups of factory industries, viz., textiles, engineering and minerals and metals — covering nearly 60 per cent of factory workers. In due course, it will be extended to other industries. There will be some "scheduled exceptions" where the scheme will not apply. The employer's contribution will be Rs. 1/4/- per month per worker, while the worker's contribution will be respectively -/12/-, -/8/- and -/4/-, according as the worker belongs to the category of permanent, temporary and casual. Although in pursuance of earlier decisions of Labour Conferences and Central and Provincial Governments, the contribution is bipartite, Prof. Adarkar has made out a strong case for Government participation in the scheme and made an alternative recommendation that the State in India should contribute -/8/- per worker, of which the Government of India should contribute -/2/- and Provincial Governments -/6/- ~~correspondingly~~. Correspondingly, he has suggested a relief of -/6/- for employers and -/2/- for workers in each category.

**Cost of Scheme and Benefits.-** The total cost to Governments, if they contribute, will be in the neighbourhood of Rs. 7.2 million per annum (on the basis of 1.2 million workers), of which the Central Government will have to pay Rs. 1.8 million per annum, while Provinces will have to pay the balance of Rs. 5.4 million on a pro rata basis, according to the number of insured workers. The total budget of the scheme is expected to be about Rs. 25.2 million per annum.

The employer will collect his own and the worker's contribution, and for this purpose the "stamped card system" prevalent in other countries will be adopted. As regards benefits, medical benefit, including free medical attendance and treatment, almost without limit, will be given. Cash benefit will be subject to certain conditions regarding "qualifying" and "waiting" periods. Additional benefits will be available at a later stage, when the scheme is stabilised.

On the financial and actuarial side, the scheme will be centralised so as to facilitate "pooling of risks". The budgetary method, which is simpler, more economical and administratively easier to manage than the capitalisation method, will be followed. There will be a Government "guarantee" in the event of deficits arising. There will be two reserve funds, viz., the contingency reserve fund, for meeting occasional fluctuations in budgets, and the epidemic reserve fund to meet the special contingency of epidemics. Prof. Adarkar has also recommended periodical actuarial valuations to feel the pulse of the scheme ~~for~~ from time to time.

**Administrative Machinery.**- The administrative machinery will ~~be~~ consist of a Statutory Corporation, with a Central Board, a number of Regional-Provincial Boards, and a network of Local Committees in industrial centres, with functions appropriate to each body. The medical organisation will be based mainly on the principle of a salaried Medical Service, although the Panel System will prevail in certain limited number of cases. It is recommended that the medical organisation should be largely independent so as to meet the special requirements of industrial workers and that to prevent laxity in certification there should be medical supervision and sick-visitation. To deal with the disputes and offences, judicial machinery has ~~be~~ also been proposed in the report.

The report recommends that in view of the comparative failure of the Maternity Benefit Acts and of the Workmen's Compensation Act, and also in view of their great financial bearing upon Health Insurance, Maternity Benefit should be provided on an insurance basis in conjunction with Health Insurance, and ~~the~~ Workmen's Compensation Act should be scrapped and replaced by a scheme of insurance against Industrial Disability.

(Unofficial Note issued by the Bureau of Public Information, Government of India).

Prof. Adarkar's report was made available to the Sixth Labour Conference in connection with its discussion of the subject; "participation of State in Sickness Insurance Scheme for Industrial labour in India". A copy has been sent to Montreal by Ocean mail on the 2nd November 1944 along with our minute D.1/1308/44.

EMPLOYMENT, UNEMPLOYMENT AND VOCATIONAL TRAINING.

State Loans to Educated Unemployed in Mysore State.

In June, 1943, on the recommendation of the Director and the Board of Industries and Commerce, Mysore, the Government sanctioned a scheme for the grant of small advances to educated young men in the State with a view to encouraging them to develop industries of their own or to set themselves up in business or trade. Rules have now been framed to regulate the grant of such loans.

Grants will be made by the Director of Industries and Commerce to educated unemployed persons who are Mysoreans by birth or domicile and who have been trained in a particular industry and wish to set up in that industry, and also to those who are already in ~~own~~ business, industry or trade and are desirous of developing and expanding their activities. Grants will be given for the purchase of technical equipment, including the cost of erection; for enabling the recipients to tide over the early stages of manufacture on a commercial scale; for helping them to meet losses in the early stages of production; for working capital in special cases; and for other similar purposes depending on the circumstances of each case. Grants will not ordinarily exceed Rs. 1,000 and will in no case exceed Rs. 2,000 without the special sanction of Government. Half the amount advanced will be treated as a subsidy to the grantee, the balance being treated as a loan, free of interest, and repayable in equal monthly instalments spread over a period not exceeding five years, and the payment of the first instalment commencing after 18 months from the date of the grant of the loan. No recurring grant will be made but Government may, in special cases, give grants in two or more successive years to the same person.

(Mysore Information Bulletin, July, 1944 issue ).

Natal Occupation Draft Ordinance.

The Natal Provincial Council met on 17-10-1944, when Mr. D. E. Mitchell, member of the Executive Council, introduced the report of the Select Committee on the Occupation Draft Ordinance together with the new Draft Ordinance. Mr. Mitchell said the Select Committee was unanimous. The new Occupation Draft Ordinance as brought up by the Select Committee provides for the control by agreement between racial groups of the acquisition of fixed property everywhere in Natal. The original Draft Ordinance provided only for the control of the occupation of property in the borough of Durban through a licensing board. The new Ordinance also makes provision for the control of the occupation of dwelling but it applies to the entire province except those boroughs and townships excluded by the administrator by proclamation. Provision is made for re-application of the Ordinance to any borough or township so excluded. Provision is made for the establishment of residential licensing boards for every borough or township in Natal.

Objects of Ordinance.- The objects of the new Ordinance as set out in the long title are: to provide for regulation in boroughs and townships of occupation and acquisition of residential and other property by persons of certain racial groups; for empowering the Natal Housing Board (created under the Natal Housing Ordinance) in certain circumstances to acquire by purchase residential property in boroughs and townships; and other matters incidental.

Control of Acquisition by Agreement.- The clause dealing with the control of acquisition by agreement provides for implementing by proclamation of any agreement reached between Europeans and Indians, for example, concerning areas in which Europeans and Indians may acquire or occupy property in any particular borough or township. The machinery provided in the Ordinance for this purpose is as follows: First, an agreement must be reached between bodies representative of the majority of ratepayers of each racial group, in any borough or township about areas in which the members of the respective racial groups will be permitted to acquire or occupy or both acquire and occupy immovable property. Then the matter must be reported to the Administrator in writing, together with an affidavit setting out the terms of agreement and a statement showing the number of rate-payers of each racial group, the number of rate-payers of each racial group present at any meeting at which the agreement was reached and, generally all such information as may be prescribed by regulations touching upon any such agreement.

The Administrator will then appoint a Commission to enquire into the agreement. If it is found that the agreement is representative of, and in accordance with the views of the majority of the rate-payers of each racial group in the borough or township, as the case may be, the Administrator will report to the Provincial Council for its approval. When the agreement is approved by the Provincial Council, the Administrator will declare by proclamation that the agreement as set out in the proclamation will have the force of law and be binding upon all members of both racial groups seeking to acquire or occupy immovable property in the borough or township concerned.

Alterations in New Ordinance.- The provisions of the original Ordinance for the licensing of dwellings is taken over by the new Ordinance with certain alterations. The most important of the alterations is that whereas the original Draft Ordinance provided only for the licensing of dwellings in the borough of Durban, the new Ordinance applied to the entire province. Provision is made for the establishment of licensing boards, consisting of three Europeans and two Indians, for every borough and township in the province. The old Ordinance which applied only to the borough of Durban provided only for the appointment of one Licensing Board. The constitution and powers of the licensing boards are substantially the same as the powers of the Board provided for under the old Ordinance, except that the clause which lays down the factors to be taken into consideration by the Licensing Board in exercising its authority, has been redrafted.

The new clause says that in exercising its authority a Licensing Board shall take into consideration the following—(a) the relative needs of each racial group. (b) Any scheme or proposal in relation to town planning, adopted or contemplated by the town board of such borough or township. (c) ~~Educational~~ Housing needs and civic amenities. (d) Education, religious and recreational facilities. (e) Any views expressed by the Town Council or Town Board of such borough or township upon the matters in issue.

Under the original Ordinance, the Licensing Board in carrying out its functions was required to take into consideration:(a) The relative needs of each racial group in any borough or township. (b) The natural residential expansion into contiguous streets, roads or localities. (c) Housing needs. (d) Civic amenities. (e) Education and recreational facilities.

Under the new Ordinance, before a European sells a residential property to a non-European, or vice versa, a written application must be made to the Licensing Board of the area to determine whether the property shall be occupied by Europeans or non-Europeans, in the event of the transaction being completed. If the Licensing Board decides that the property, if sold, shall be occupied by a person belonging to a racial group other than that to which the person belongs who wishes to purchase the property, the Natal Housing Board will immediately have the option of purchasing the property. If the Housing Board fails to exercise its option in seven days, ~~the seller~~ ~~the seller~~ will be free to purchase the property. But should the Housing Board decide to exercise its option, the seller will be compelled to sell. The Ordinance provides ~~is~~ further that where an owner of property is dissatisfied with the refusal of the Board to grant a residential licence to any prospective tenant to occupy a property, he shall have the right to call upon the Housing Board to purchase the property.

(The Hindu, dated 19-10-1944).

(Indian opinion on the measure summarised above is hostile and commentators express the view that the Draft Ordinance is worse than the Pegging Act which the present measure seeks to substitute.)



NAVIGATION.

Increased Wages for Indian Seamen:  
Shipowners consider Scheme.+

The question of granting a further increase in the wages of Indian seamen is stated to be under the active consideration of shipowners. If it is given, it will be an addition to various measures taken to improve the welfare facilities and amenities of Indian seamen ashore and on board.

The Viceroy recently gave from the War Purposes Fund a grant of Rs. 300,000 for the purpose. At the Viceroy's request, the Governors of some of the non-maritime provinces have also contributed generously to the amenities fund, which now totals over Rs. 450,000.

A comprehensive scheme of amenities is under preparation, which will provide improved transport facilities, canteens, commodious hostels and clubs, convalescent homes, V.D. Clinics, cheap grain and cloth shops, etc. Adequate clothing will also be provided to Royal Indian Navy escorts and at ports to shipwrecked seamen. A welfare officer ~~has been appointed~~ for Indian seamen has already been appointed at Calcutta. An amenities officer has been appointed at Calcutta and another will shortly be appointed at Bombay. They will visit ports, plan, organise and improve amenities.

The needs of Indian seamen in overseas ports have received equal attention. Grants have been made for the establishment of Indian seamen's homes in Australia, South Africa and Ceylon. Welfare officers for Indian seamen have also been appointed in the U.S. and Australia.

(The Times of India, 12-10-1944).

All-India Seamen's Organisation of Seamen  
being Organised.+

Representatives of the Indian Quartermasters' Union, Indian Sailors' Union, Bengal Saloon Workers' Union and Indian National Maritime Union and Mr. A.H. Mirza, President, and Khan Sahib M.E. Serang, Secretary, National Seamen's Union of India, Bombay, held joint deliberations in Bombay on 24-10-1944, with a view to organise the All-India Seamen's Federation to protect the rights of Indian seamen.

(The Times of India, 27-10-1944).

PROFESSIONAL WORKERS, SALARIED EMPLOYEES  
AND PUBLIC SERVANTS.

Salaries of Indian Nurses Raised.+

The Government of India has raised the initial pay of general ~~service~~ service certificated nurses of the Auxiliary Nursing Service. Proficiency pay for the efficient discharge of nursing duties and for increased qualifications in nursing has also been sanctioned in the case of Auxiliary Nursing Service uncertificated nurses of the general service category.

The scale of pay now sanctioned for Auxiliary Nursing Service general service certificated nurses represents an increase of Rs. 28 on the minimum and Rs. 33 on the maximum rates in the old scale. The initial pay now will be Rs. 135, rising to a maximum of Rs. 185 per mensem. Those who pay for their rations, messing and mess servants, will now have a start of Rs. 203, rising up to Rs. 243 per mensem. The rates of uniform allowance have also been increased.

The basis for the proficiency pay in respect of uncertificated nurses will be the system of grading which was introduced recently to give official recognition to the good work of women nurses after they had gained a certain standard of experience.

(The Times of India, 16-10-1944).

Salary of Madras Government Servants:  
Government appoints Enquiry to suggest  
Revised Rates.+

The Government of Madras has passed orders that an enquiry should be conducted with a view to ascertaining the adequacy of otherwise of the existing basic scales of pay for the various Government servants under its rule-making powers, with reference to the conditions which are likely to exist for some years after the war, and to framing revised basic scales of pay for them. A Special Officer and staff were recently appointed for the work connected with this enquiry. The Government has now constituted a Committee to conduct the enquiry and make recommendations to the Government, under the chairmanship of Sir Hugh Hood, the Adviser to the Governor in charge of the Finance Department. Rao Bahadur T.A. Srinivasaraghava Iyengar, Special Officer for revision of salaries, will be the Secretary.

(The Hindu, dated 3-10-1944).

Increased Salary for Graduate Teachers  
in Mysore State.

In order to offer some inducement to graduates to take service in the Education Department and to keep on at the posts, the Government of Mysore has sanctioned a starting salary of Rs. 44 per mensem in the grade of Rs. 35-3-65-5-100 to graduates of all communities. This will be temporary for a period of two years in the first instance.

The Director of Public Instruction, in recommending to Government that graduates of all communities might be recruited on a pay of Rs.50 in the grade of Rs. 35-100 or at the present initial pay of Rs. 35 with an absorbable personal allowance of Rs. 15 as a temporary measure for a period of two years, had stated that there was a large number of vacancies in the graduates cadre to be filled up and that many of the vacancies, though advertised and re-advertised, had remained unfilled and that it had also been found difficult to fill up these vacancies even by way of interim arrangements, as qualified candidates were not forthcoming inasmuch as the low initial salary now offered was not attractive.

(The Hindu, dated 20-10-1944).

Conditions of Work of Journalists: Resolution  
of the Standing Committee of A.I.N.E.C.

The Standing Committee of the All-India Newspaper Editors' Conference at its meeting at Lahore in the last week of October 1944 passed a resolution on emoluments and terms of serving of journalists. The Standing Committee of the All-India Newspaper Editors' Conference has considered the report of the Sub-Committee appointed by it (vide pages 14 to 15 of our April 1944 report,) and the following proposal recommended by the Indian and Eastern Newspaper Society for adoption by its members in regard to the emoluments and terms of service of journalist's and recommends their adoption by the newspaper proprietors in India as early as possible.

Apprenticeship.- If newspaper offices recruit editorial staff through any apprentice system, apprentices should receive a minimum allowance during their period of apprenticeship, which shall not exceed one year, the number of such apprentices not exceeding one-fourth of the number of paid members of the editorial staff.

Hours of Work.- The hours of work for the editorial staff other than reporters should normally be seven working hours during day and six working hours during night, exclusive of intervals for lunch and rest. There should be one day off in the week.

Leave.- Thirty days' privilege leave and casual leave not exceeding twelve days should be allowed to members of the staff in a year, with the proviso that such privilege leave is not to be accumulated to more than three months. At the discretion of the management, in cases where privilege and casual leaves are exhausted, sick leave may be granted on half pay to the extent of fifteen days for each year of continuous service rendered. This will apply for the future and will not take note of the years of service already rendered.

Provident Fund.- For the benefit of the employees on the editorial staff, every newspaper office is requested to institute a Provident Fund to which the Management and the employee each contribute not less than six and quarter per cent of the salary of the employee.

Salary and allowance.- The minimum basic salary recommended for newspapers printed in English is Rs. 100 per month and for those printed in Indian languages is Rs. 75 per month, such minimum salary being subject to the incumbent fulfilling the following two conditions:  
(a) He must be a University graduate or have equivalent qualifications (equivalent qualifications being understood to mean special merits which might be considered sufficient by individual proprietors to make up for the want of a graduate's degree) and (b) he must have served as an apprentice in a newspaper office for at least a year.

Termination of service.- Where the service of an employee in the editorial staff has to be terminated, due notice of such termination should be given in advance, the period of such notice being not less than one month.

Mofussil correspondents.- The question of mofussil correspondents is deferred for further consideration.

(The Hindu, dated 29-10-1944).

CO-OPERATION AND COTTAGE INDUSTRIES.

Development of Cottage Industries in Mysore.

A meeting of the Mysore Government's Cottage Industries Committee was held at Bangalore, on 27-7-1944 under the chairmanship of the Director of Industries and Commerce, Mysore.

The Committee resolved that the work on the manufacture of improved pottery and paper-making by hand should be intensified and that more units of machinery for the manufacture of buttons and paper should be manufactured for supply to the public. It was also decided to start more village smithy centres.

The Committee was informed that it was the aim of the Department of Industries and Commerce to start leather stitching centres at all the departmental village tanneries since it was found that the cobblers when trained in improved methods of making footwear, etc., were able to make use of their own village-tanned leather for their work and thus earn more money. The starting of two more village tanneries has been sanctioned.

In continuation of the discussion at the previous meeting on the subject of manufacture of sugar on a cottage industry basis, it was stated that it had been found that the methods at present adopted in the State for the extraction of cane juice were satisfactory and that it would be enough if Bilari type of furnace, crystallier and centrifugal machine were made use of for the conversion of cane juice into sugar on cottage industry basis. The Committee agreed with this view and recommended that the Department should get four sets of these equipments for trial.

The Committee was informed that arrangements were being made to set up a plant for the extraction of coir fibre as in Ceylon, and it was explained that the use of this plant would facilitate easy and large-scale extraction of coir from cocconut husks.

As regards home industries for women, the Director of Industries declared that his Department would arrange the supply of raw materials needed for their work, depute instructors to guide them and afford facilities for marketing their products. He also promised to get the necessary machinery for them for starting new industries such as paper-making and mat-weaving.

The Committee resolved to request Government to reserve the capacity of the Government Central Industrial Workshop solely for the manufacture of cottage industries machinery for supply to institutions engaged in cottage industries, and ~~the~~ to the public.

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Development of Co-operative Stores  
in Ceylon as a Result of War.

According to a note in the October 1944 issue of the Indian Review, ~~which publishes a note~~ on "Cooperative Stores in Ceylon", in 1942, the position regarding foodstuffs and clothing in Ceylon was grave. Prices of articles shot up. The price of rice rose from 2 annas a seer to one rupee. Kerosene oil sold at 3 annas per bottle, was unobtainable even at 10 annas. Grey cloth which one could buy at 1½ annas a yard, rose to Rs. 1-4-0. Traders were making huge profits but when Government introduced price control, commodities ~~wax~~ went off the regular markets and could be had only at high "black market" rates.

The solution to this problem was found through the organisation of cooperative stores. Two years ago there were no cooperative stores. Now there are 5,000 scattered throughout the Island. The 350,000 people within the Colombo Municipality are served by 103 cooperative stores.

The cooperative stores have practically taken over the function of the pre-war private trader. The cooperative stores deal in all articles of food, drink and clothing. Some of them have even undertaken the distribution of fresh milk, eggs and fish. During the first year of working, the cooperative stores in Ceylon sold over Rs. 45 million worth of goods to their customers.

(The Indian Review, October, 1944).

Bengal Government to encourage Agriculture  
through Co-operative Agency.

The Bengal Government has prepared a scheme for reorganising the agricultural co-operative movement, which is to be made public shortly. The scheme, besides providing credit to agriculturists, is reported to regulate the production of food and money crops and undertake their sale and supply. It would also look to agricultural development, provide public health amenities and encourage social service work.

(The Vanguard, 4-10-1944).

Co-operation in Ceded Districts :  
Government of Madras appoints  
Enquiry Committee .+

The Government of Madras has decided to appoint a Committee to enquire into the co-operative movement in the Ceded Districts.

(The Hindu, dated 10-10-1944).

Sind Government to Organise  
Co-operative Societies .+

Inaugurating the first co-operative rally in Sind, the Registrar of Co-operative Societies, Sind, said that he proposed organising co-operative marketing societies at district headquarters. He also intended starting primary co-operative consumers' stores and better farming societies in a group of villages for the distribution of improved seeds, manure and implements in connexion with the "Grow More Food" campaign. It was also proposed to ask the Sind Provincial Co-operative Bank to open Pay Offices at some taluka marketing centres and finance agriculturists.

(The Statesman, 4-10-1944).

LIVING CONDITIONS.

Nutrition.

Lack of Nutritive Food in Bombay.

According to Dr. K.S. Mhaskar and Dr. H.V. Tilak of the Bombay Mofussil Maternity, Child Welfare and Health Council, tuberculosis and malaria are on the increase in the Bombay city due to the present abnormal food situation.

Though it would be difficult to find the exact figures of the increase in sickness, and though local health reports are not likely to show any definite effect of the food situation on the health of the people so soon, Dr. Mhaskar declared that it is the common experience of the medical profession that anaemia, jaundice, rickets in children, tuberculosis and malaria are on the increase due to shortage of nutritive and protective foods and the bad quality of the food grains. Skin disease also, he said, had increased partly owing to lack of vitamins, especially vitamin A, in the diet and partly to over-crowding and inadequate water supply. Foodgrains were often stale, worm-eaten and adulterated with chaff and earth and were responsible for dyspepsia.

(The Amrita Bazar Patrika, dated 7-10-1944 ).



Housing.The Draft City of Bombay (Building Works Restriction)  
Bill, 1944..

A large area in Bombay City was devastated by the fires resulting from the explosions that occurred on the 14th April 1944. Most of this area had grown in a haphazard fashion and contained many buildings which could be described as slums. There was hardly any systematic planning and little consideration was paid to proper housing conditions or the needs of the future. It is considered very desirable that the rebuilding of this area should be carried out on modern principles of town planning. The Municipal Corporation of Bombay has accordingly proposed to formulate a town planning scheme. Under the provisions of the City of Bombay Municipal Act, 1888, proposals for repairing, constructing, reconstructing, adding to or altering any building, wall or other structure or any part thereof submitted by the owner cannot be held over on the ground that a town planning scheme is under consideration. As the preparation of the town planning scheme will take time, it is necessary to prevent owners of buildings in the devastated area from reconstructing them in a haphazard manner that will conflict with the scheme. It is proposed to adopt legislation for the purpose and the draft of Bill has been gazetted for public information. The draft is to be taken into consideration by 4-11-1944.

(The Bombay Government Gazette, Part I,  
dated 5-10-1944, pages 2336 to 2337 ).

## SOCIAL CONDITIONS.

### The Draft Madras Prevention of Begging Bill, 1944.

The Government of Madras has gazetted the draft of the Madras Prevention of Begging Bill, 1944, which it intends adopting soon. The statement of objects and reasons appended to the Bill points out that there is no provision of law under which beggars in mufassal areas can be committed to workhouses or special homes. Such a provision exists so far as the City of Madras is concerned by virtue of the amendments made to the Madras City Police Act, 1888, by Madras Act XIII of 1941 (vide page 88 of our May 1941 report). The Government considers that legislation on the lines of the Madras Act XIII of 1941 should be undertaken for mufassal areas. Power has been taken to bring the provisions of the Bill into force in any local area from such date as may be notified by the Government.

The Bill is to be taken into consideration by 24-12-1944.

(The Fort St. George Gazette, Part IV-A  
dated 10-10-1944, pages 101 to 104).

### Bombay Contemplates Legislation to Penalise Begging.

The Government of Bombay is considering legislation to make begging in the province an offence, and has suggested that beggars be housed in the three Government chawls at Worli, the Chembur evacuation camp, and other institutions willing to receive them. The scheme, which it is stated, will be run by the Government in co-operation with the Bombay Municipality, aims at the training of able-bodied beggars in industry and farming at Chembur and the teaching of trades to others according to their physical and mental capacity.

The Municipal Corporation has asked the Government not to penalise begging as a crime, and has suggested that money confiscated from beggars be handed back to them on their discharge, as it will be open to the Chief Inspector of the beggars' institutions to ask Government to release beggars for good behaviour or any other satisfactory ground.

Beggars not belonging to the Bombay Province, it is stated, will be sent back to their place of domicile.

(The Hindu, dated 16-10-1944).

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PUBLIC HEALTH.

Indian Council for Mental Hygiene  
Inaugurated in Bombay.

An Indian Council for Mental Hygiene was proposed and established at an inaugural meeting of members of the educational and legal professions, doctors, surgeons, psychiatrists and social workers, <sup>organised by</sup> ~~the auspices of~~ the Bombay Government, ~~held~~ in the first week of October, 1944, under the presidentship of Mr. I.H. Taunton, Adviser to the Governor. In explaining the objects of the Council, Dr. K.R. Masani, Director of the Indian Institute of Psychiatry and Mental Hygiene, declared that, in such varied fields as education, law, medicine, public health, industry and the prevention of delinquency and crime, mental hygiene played an important part. He also emphasised that the years of early childhood were of the utmost importance in laying the foundation of mental health in later years, and stressed the value of mental hygiene in the treatment of juvenile delinquency. Dr. Masani pointed out that, both Sir John Salville (Governor of Bombay) and the Hon. Sir Ardeshir Dalal (Member in charge of Planning and Development, Government of India) had stressed the need for trained personnel to carry out the activities planned for post-war India.

Office-Bearers.- The suggestion to establish an Indian Council for Mental Hygiene was unanimously adopted. The following office-bearers were then elected:- President: Mr. I.H. Taunton; Vice-Presidents: Sir Navroji Wadia, Dr. Madaliar, Col. Bhatia, Dr. Das Gupta and Mr. H.V.R. Iengar; Chairman of the Executive Committee: Dr. K.R. Masani; Hon. Treasurer: Mr. N.B. Karanjia; and Hon. Secretaries: Dr. (Miss) Cama, Dr. Marfatia, Principal Shrimali and Miss S. Povwalla.

Various advisory committees were also set up, including one on mental hygiene and education, another on mental hygiene and delinquency, and a third on mental hygiene and medicine. An Advisory Committee on Mental Hygiene and Public Health was also formed with Dr. Das Gupta, Executive Health Officer, Bombay, as President.

(The Times of India, dated 9-10-1944).

Six Foreign Medical Experts visiting India  
to conduct Survey of Health Conditions.

Six medical experts from Australia, the United Kingdom and the United States of America have accepted the invitation of the Central Government to visit India and assist the Health Survey and Development Committee which has been appointed to make a survey of health conditions for future developments. The Government of India has also invited an expert from Russia and a reply is awaited from the Russian authorities.

The party consists of Dr. J.H.L. Cumpston, Director-General of Health, Commonwealth of Australia, Sir Weldon Dalrymple-Champneys, Deputy Chief Medical Officer, Ministry of Health in the United Kingdom, Prof. J. A. Ryle, Professor of Social Medicine, Oxford University, Dr. Janet M. Vaughan, Member of the Goodenough Committee for Medical

Schools in the United Kingdom, Dr. J.W. Mountin, Medical Director in the United States Public Health Service, and Prof. H.E. Sigerist, Professor and Director, Institute, History of Medicine, John Hopkins University, Baltimore.

The party is expected to arrive in India ~~very~~ early in November, 1944; before ~~the~~ beginning their discussions with the members of the Health Survey and Development Committee they will undertake a brief tour in Delhi, U.P., Bengal, Orissa, Madras, Bombay and the Punjab.

(The Statesman, 20-10-1944).

EDUCATION.

Research in Textile Chemistry: Bombay Millowners' Association's Donation to Bombay University.

A Denation of Rs. 400,731 for ~~rather~~ further expansion of the Department of Chemical Technology of Bombay University was given by the Bombay Millowners' Association, to the Bombay University. About Rs. 150,000 of the amount is earmarked for the erection of a laboratory on the lines of a pilot plant house for dyestuff technology and to equip it on modern lines. A further Rs. 50,000 is to be spent on the construction and equipment of a separate laboratory entirely devoted to advanced research in textile chemistry, and another Rs. 50,000 is intended for ~~spare~~ special equipment for the study of modern methods of finishing textiles. In order that advanced research should be carried on continuously and in a very efficient manner, about Rs. 125,000 has been set apart for the institution and maintenance of two Research Assistantships in Textile Chemistry.

(The Indian Textile Journal,  
September, 1944 issue).

SOCIAL POLICY IN WAR TIME.

Wages .

Bengal War Allowance to Government  
Officials .+

The Government of Bengal has sanctioned, with effect from 1-7-1944, for its employees a dearness allowance at 15 per cent of the pay for the married and 7 1/2 per cent for the unmarried in the Chittagong division and at 10 per cent for the married and 5 per cent for the unmarried in the rest of the province. Married employees drawing pay up to a maximum of Rs. 1,000 and unmarried up to Rs. 750 will be entitled to this allowance.

(The Times of India, 9-10-1944).

Salary of Primary School Teachers  
in Indore State increased .+

The salary of primary school teachers in the Indore State has been raised from Rs. 18 to Rs. 22 a month, exclusive of dearness allowance; more than 900 school teachers in the state are likely to benefit by the increase.

(The Leader, dated 5-10-1944).

War Allowance to Government Servants  
in Madras and U.P. .+

Following the lead of the Government of India (vide page 44 of our September, 1944 report) the Governments of Madras and the United Provinces have granted a war allowance to gazetted and non-gazetted Government officials in their respective Provinces on the same scale and terms as the Government of India. In the Provinces the grant comes into effect from 1-7-1944.

(The Hindu, dated 11-10-1944 and  
the Leader, dated 13-10-1944 ).

Other Provinces are also understood to <sup>have</sup> followed the Government of India's example.

War Allowance Grant to Teachers in Aided Schools in Travancore State.

The Government of Travancore, has sanctioned the provision of Rs. 250,000 for the ~~xx~~ payment of war allowance to teachers in aided schools in the budget for the Education Department for the year 1120 M.E. (1944-45).

(The Hindu, dated 7-10-1944).

Revised Dearness Allowance Scales in Railways.

With effect from 1-7-1944, the following amendments have been made in the Railway dearness allowance rates:

Scale of Allowance.- (a) Married gazetted officers on pay up to Rs. 1,000 per month will be eligible for an allowance equal to 10 per cent of pay, subject to a minimum of Rs. 50 per month with marginal adjustments up to Rs. 1,100.

(b) Single gazetted officers on pay up to Rs. 750 per month will be eligible for an allowance of 5 per cent of pay, subject to a minimum of Rs. 30 per month with marginal adjustments up to Rs. 788.

(c) Whole-time non-gazetted Railway servants (other than those enrolled in Railway Units—Defence of India Corps) will be eligible for an allowance of 10 per cent of pay, subject to the following minima:-

Zone	Pay per month.	Allowance		
		Rs.	A.	P.
X	Rs. 40 and above.....	18	0	0 p.m.
	Below Rs. 40 .....	16	0	0 p.m.
A	Rs. 40 and above.....	18	0	0 p.m.
	Below Rs. 40 .....	14	0	0 p.m.
B.	Rs. 40 or above.....	14	0	0 p.m.
	Below Rs. 40 .....	11	0	0 p.m.
C.	Rs. 40 or above.....	12	0	0 p.m.
	Below Rs. 40 .....	9	0	0 p.m.

(d) Whole-time non-gazetted railway servants in Railway Units (Defence of India Corps) will be eligible for an allowance of 10 per cent of pay, subject to the following minima:-

Zone	Allowance		
	Rs.	A.	P.
X	10	8	0 p.m.
A	10	8	0 p.m.
B	8	12	0 p.m.
C.	7	0	0 p.m.

(The Gazette of India, Part I, Section 1, dated 14-10-1944, page 1336 ).

Jute Workers Demand Adjudication  
Regarding Dearness Allowance. +

Twenty-three unions of ~~the~~ jute workers representing 40,000 members from the entire jute belts have jointly submitted a representation to the Government of Bengal demanding immediate ~~instituting~~<sup>appointment</sup> of an adjudicator under Rule 81A of the Defence of India Rules to consider the demands of the jute workers concerning their wages, dearness allowances, service ~~rules~~<sup>rules</sup> etc. Among others, Rs. 42/- as dearness allowance, Rs. 40/- as minimum wage, security of service and bonus have been demanded in the representation by all the unions.

(The Amrita Bazar Patrika, dated 26-10-1944 ).

Leave Allowance for Punjab Government  
Employees. +

The Punjab Government has allowed travelling allowance to <sup>its</sup> Government servants, taking leave in India during the war. The allowance is permissible to those not drawing any dearness allowance. First and second grade officers, entitled to first class railway travel, will be paid an allowance of Rs. 150, and officers of the third to the seventh grades, half the amount in a year.

(The Statesman, 26-10-1944).



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Welfare.

First Meeting of Coal Mines Labour Welfare  
Advisory Committee.+

Reference was made at page 46 of our September 1944 report to the setting up of the new Advisory Committee for welfare plans in coal mines. The first meeting of the committee was held at Dhanbad on 12-10-1944, with Mr. H.C. Prior, Secretary, Labour Department, Government of India, in the chair.

The Committee recommended a cess of four annas per ton, to be levied on all coal and coke dispatched from collieries in British India. Subject to the final decision of the Central Government the cess will be levied from November 1. The figure of four annas per ton being the maximum figure laid down in the ordinance, the committee felt that it might not be possible to maintain this figure in periods of slump. They recommended that the Government should accept, as a general principle, the building up of a reserve fund in those periods in which maximum was levied to ensure that welfare measures could be maintained in periods of slump. Mr. Prior, emphasized that the fund would be spent only after the welfare schemes were carefully considered by sub-committees appointed by the Advisory Committee and the Government.

Election of Sub-Committees.- The advisory committee elected a works sub-committee and a finance sub-committee. Both sub-committees contain an equal number of representatives of labour and industry. The works sub-committee, will consider all major projects for works and construction, the cost of which is to be met from the welfare fund. The finance sub-committee will advise generally on all expenditure debitable to the fund.

Welfare Measures: Anti-Malaria Measures.- The Committee discussed a number of welfare measures which were either in operation or were proposed to be put into operation. Among the former was the anti-malaria scheme, which had been in operation for some time in coalfields. The committee recommended that an expenditure of Rs. 600,000 might be incurred on this scheme as a regular recurring expenditure from the fund.

Another health measure discussed was a scheme suggested by Col. Bhatia, Deputy Director-General, Indian Medical Service, <sup>(he had recently made a</sup> survey of coalfields) to open one central and five feeder hospitals in outlying areas of Jharia fields. The committee recommended the examination by the finance sub-committee of ~~the~~ two schemes of public health and sanitation in coalfields submitted by the Assansol and Jharia Boards of Health.

Creches.- According to discussions of the Advisory Committee, schemes relating to health and water supplies should be executed first in the interest of colliery labour. Proposal to provide housing ~~as~~ accommodation to workers outside coalfields was discussed and for this purpose the appointment of an expert in town planning received ~~approval~~ approval. Responsibility for housing would, however, still rest with the colliery owners who might submit housing schemes to the advisory committee for aid from the welfare fund.

It was suggested that the opening of creches should be made a

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statutory obligation and that a provision to this effect should be made in the Indian Mines Act. Suggestions were also made that the welfare fund might be utilized to provide recreational <sup>amenities</sup> ~~activities~~ like mobile cinemas, sports, swimming pools and concert parties.

(The Statesman, dated 15-10-1944 and  
the Amrita Bazar Patrika, dated  
20-10-1944 ).

Canteens for Industrial Workers in  
Bombay: Government's Encouragement.

Reference was made at page 47 of our September 1944 report to the communication from the Government of India to Provincial Governments to encourage industrialists to start factory canteens for workers. In pursuance of this suggestion, the Bombay Government is making efforts to promote the "canteen habit" among industrial workers and make canteens not only a war-time measure but a permanent feature of industrial organisations. The canteens will provide clean, cheap and wholesome food. Of the 130 canteens established in the province, 16 supply cooked food and most of the others serve tea and refreshments. The textile industry runs the largest number of canteens—85. Supplies are not free, but are at cheap rates. Five concerns have canteens which serve only tea, but in three of these tea is supplied free twice a day.

Employers have been experiencing some difficulties owing to variations in the dietary habits of workers from different parts of India and owing to religious and caste distinctions necessitating separate amenities. Unwillingness of workers to give part of their rations to the canteens has been another difficulty. The Government is considering the provision of extra ration for the canteens.

(The Statesman, 10-10-1944).

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Food.

The Punjab Regulation of Local Purchases Order, 1944.

According to the Punjab Regulation of Local Purchases Order, 1944, no military contractor and no person buying on behalf of a military contractor shall purchase in any district, bovine cattle, mutton and beef, sheep and goats, poultry and eggs, fish, vegetables and fruits (fresh or dry) without a licence which ~~which~~ specifies the quantity for <sup>specified</sup> period during which the licence can purchase.

(The Punjab Gazette Extraordinary,  
dated 11-10-1944, pages 465 to 466).

Extension of Levy System on Agricultural Producers.

The Government of Bombay introduced in March 1944 a monopoly of the purchase of the main cereal crops from producers. At the same time a system of levy on producers was introduced in the three rabi districts - Ahmednagar, Sholapur and Bijapur. It has now been decided to extend this system to all the dry crop areas of the Province. These are the areas to which Sections 3 and 4 of the Bombay Growth of Food Crops Act were applied in May 1944.

The object of the levy system is to tell every cultivator the exact quantity of grain which he has to sell to the Government. This quantity is estimated according to fixed principles and not left to the individual judgment of subordinate officers. A detailed table will be published in every village showing the exact quantity which has to be handed over to the Government by each holder and a bill given to each holder.

The exact ~~method~~ method of estimation has been developed in the light of experience in three districts during the past six months. It is considered to be as practicable and fair as is possible in present conditions. Three factors are taken into consideration in fixing the amount of levy - (a) The total acreage of the holding under foodcrops; (b) the average yield of foodcrops in the area; and (c) the comparative quality of the land in the holding.

The amount to be levied out of the total estimated production is graded. It is not intended to recover anything compulsorily from the man whose holding is expected to yield less than  $27\frac{1}{2}$  mds. in this ~~year~~ season's conditions. From the smaller cultivator above this limit, a comparatively low percentage of his total crop is taken, while the larger cultivator is required to hand over a higher percentage. In fixing these percentages allowances are made for normal requirements for family consumption, seed, customary payments, etc.

In order to safeguard tenants, the order provides that landlords shall not recover batai rents until the levy demand has first been met

and further limits their powers to compel payment in kind, if the levy exceeds the rent in kind, the landlord cannot compel the tenant to hand over any grain. If the levy is less than the rent in hand, the landlord can take only the difference between the two. In effect, therefore, the levy on the tenant cultivator will ordinarily be paid out of the landlord's share of the produce. This provision is considered necessary in order to prevent tenant cultivators being left with insufficient grain for their maintenance.

(Communiqué dated 12-10-1944 issued by the Director of Information, Bombay ).

Results of "Grow More Food" Campaign.

The total increased production expected as a result of the "Grow More Food" campaign in the two years 1943-44 and 1944-45 is one million tons under normal conditions. An increase of 300,000 tons is expected in 1943-44 and a further 700,000 tons during the current year from development schemes financed by the Centre in provinces and States.

In 1943-44 loans were sanctioned to provinces of Rs. 10.45 million and grants of Rs. 6.977 million from Central revenues and Rs. 1.484 million from the Cotton Fund. The grants were usually on a 50-50 basis. The loans sanctioned up to September 1944 in the current year came to Rs. 11.9 million, while grants from the Central revenues already amount to Rs. 11.6 million and from the Cotton Fund to Rs. 2.132 million. The "Grow More Food" campaign has hitherto been organized on a year-to-year basis. It has now been decided to plan the campaign on a three-year basis and the co-operation of provincial governments and States has been invited to associate growers with the planning as well as with the implementing of the campaign by organizing agriculturists' associations for each district, tehsil and circle.

Production Targets.- Effort is being made to co-ordinate production with urgent needs and the facilities that can be made available. The targets for provinces and States will be prepared in consultation with the Food Department, and the provincial and State staffs will be asked to fix if practicable provisional production targets for each district and break this down to each tehsil, and again for each circle and then for each village in consultation with local agriculturists' associations. The target for each village, tehsil and district will then be considered and revised in the light of local conditions and built up again. This examination will also indicate what is needed in respect of wells, tanks and other sources of irrigation, building and drainage, manures, and of improved seeds, etc. On this basis a plan for the provision of necessary facilities will be drawn up and thus a provincial and finally a Central plan will be built up.

Training of Personnel.- The main difficulty in carrying out such a survey and then preparing a co-ordinated plan is the inadequacy of trained agricultural staff of all grades in provinces and States. The work of training personnel has been given the highest priority. Men from the Army with theoretical or practical experience of agriculture

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are being secured for some of the higher posts. But the main reliance for most of the officers and the subordinate personnel is being placed on civilian resources. Every province has been asked to have a training scheme based on its estimated needs and to use not only Government farms and institutions but wellrun private farms as training centres. The mass methods applied to technical training for industry will be applied to agriculture.

Central Organisation and Control.- The agricultural part of the Education, Health and Lands Department at the Centre has been organized as a separate branch within the Education, Health and Lands Department under an Additional Secretary. There will also be advisers for necessary assistance for (1) agricultural production, (2) livestock, (3) dairy, (4) fish, (5) economics and statistics and (6) irrigation.

The two methods employed for increasing production are (a) getting more out of the land already under cultivation, and (b) bringing new land under cultivation. Steps have been taken to ensure that of the present cultivated area an adequate part is sown with food as opposed to money crops. Provincial Governments have already co-operated in reducing the area under short-staple cotton, and some of them are considering introduction of statutory crop regulation.

Irrigation Facilities.- Several minor irrigation schemes for pumping water from tube-wells and river beds have been launched, help given to provinces in securing priorities for the release of plant, equipment and material, loans and grants sanctioned for the construction and repair of tanks, for the sinking and improvement of surface wells and for the reclamation of waste lands and field embankments. Altogether the loans sanctioned for these items come to nearly Rs. 8 million, the grants from Central revenues to Rs. 6 million and from the Cotton Fund to Rs. 1.85 million. As a result, it is expected that a million acres of unirrigated land will be brought under irrigation, giving nearly 200,000 tons of extra food.

Manure.- Compost from town waste is expected to produce 20,000 tons of such manure for the rabi sowings of 1944-45. Grants have also been given for the production of compost from vegetable waste. The use of green manure and oil cakes as manure has also been subsidized and encouraged. The export abroad of all kinds of manures (bone meal, oil cakes, etc.), is strictly controlled. Supplies of chemical fertilizers from abroad are now beginning to arrive. The available indigenous production of sulphate of ammonia has been taken over by Government. The supplies from these two sources are pooled and quotas assigned for various provinces and States on the pre-war consumption basis.

The financial assistance given for manurial schemes is Rs. 5.35 million as loans and Rs. 2.7 million as grants. The extra yield expected is about 100,000 tons of food grains.

Improved Seeds.- Improved seed can increase production by 10 to 15 per cent. Financial assistance has been sanctioned for the multiplication and distribution of improved seed. Rs. 15.6 million have been sanctioned as loans, and Rs. 4.7 million as grants. In 1943-44 the department was able to distribute 1.726 million maunds and it is hoped to distribute another 1.881 million maunds in the current year. The increased production is estimated at 400,000 tons.

Efforts have been made to produce vegetable seeds of European type vegetables in Kashmir and Baluchistan. Formerly all such seeds were imported. It is hoped to be able to produce 450,000 lb. this

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year and to be largely independent of imported seed in subsequent years. Vegetable production in collaboration with the military authorities is being extended.

Agricultural Implements.- Arrangements have been made to prepare accurate indents for the supply of iron and steel for agricultural implements to each province and State.

Cattle Improvement.- The cattle position has become acute on account of the increased demand for animals for cultivation, transport, milk and meat. The military authorities have agreed not to slaughter, (1) cattle under three years of age, (2) male cattle between three and 10 years of age which are used as, ~~working~~ or likely to be used as, working cattle, (3) cows between three and 10 years of age which are capable of giving milk, other than those unsuitable for bearing offspring and (4) cows which are pregnant or in milk. Provinces have been asked to issue similar instructions in respect of civilian slaughter houses and to establish some meatless days in a week where feasible.

Fish.- The attention of provinces and States has been drawn to the pressing need for increasing fish production. Schemes are being framed by several provinces in consultation with the Fisheries Development Adviser.

Statistical Work.- Steps are being taken in the permanently ~~settled~~ settled areas to obtain correct acreage statistics by field enumeration as is done in the rest of British India. Similar action is needed on the part of many States. The random sampling method has been tried out for conducting crop cutting operations to estimate yields and have given very promising results. It is hoped shortly to extend this system.

(The Statesman, dated 5-10-1944).

Real Food Shortage in India: Sir Henry French's Report.+

According to the Hindu's correspondent in Bombay, Sir Henry French, Under-Secretary, British Food Ministry, who toured India recently, has submitted a report to His Majesty's Government in which he has stated that there is a real food shortage in India and the gap could not be closed unless more imports of foodgrains are arranged. At the same time, Sir Henry French is convinced that in course of time, internal supplies could be increased to a considerable extent by pushing up the "Grow more food campaign" vigorously and giving agriculturists all encouragement to increase their turnover and also by bringing more acres under cultivation. Sir Henry French is reported to be of opinion that India should be served with imports for the time being but at the same time, the authorities should take steps to increase the production so that by the time peace comes, India should be self-supporting and not expect any import during the early part of the post-war period as food would be needed in areas freed from enemy occupation.

(The Hindu, dated 22-10-1944).

Central Grants for "Catch More Fish"  
Campaign in Orissa.

The Government of India, it ~~is~~ is understood, has sanctioned grants of about Rs. 83,000 spread over three years from 1944-45 to 1946-47 and a subsidy of more than Rs. 16,500 for 1944-45 and 1945-46 to help the Orissa Governmnet's "Catch-More-Fish" campaign. This is the first such scheme sanctioned by the Centre. Schemes of other provinces are under ~~consideration~~ examination.

The Centre, it is learnt, has turned down the proposal of the Orissa Government for a loan in furtherance of ~~their~~ campaign.

(The Hindustan Times, 30-10-1944).

Employment.

Mysore Sets up Labour Supply Committee.

The Mysore Government has constituted a labour supply committee for the whole State. The Committee will co-ordinate and ensure the supply of local unskilled labour for all Government undertakings and for other employers engaged on essential war work. It will collect details of the requirements of local and imported labour for work in the ~~the~~ State and advise Government on the rates to be paid to local and imported unskilled labour in the various regions in the State. The Committee is required to submit monthly returns to Government and report on surpluses of labour and issue necessary instructions to district labour supply committees where they exist.

(The Times of India, 24-10-1944).

The National Service (Technical Personnel)  
Amendment Ordinance, 1944. (Ordinance No.  
XLVII of 1944).

The Governor General promulgated on 7-10-1944 the National Service (Technical Personnel) Amendment Ordinance, 1944, to empower the extension of the original Ordinance of 1940 to any port administration and shipping companies. The Ordinance is also to apply to ships registered in British India under the Merchant Shipping Act, 1894.

(The Gazette of India Extraordinary,  
dated 7-10-1944, page 1438 ).

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Production.

Jute Mills Industrial Pool Scheme..

The Bengal jute industry has been one of the industries hit by the war. More recently, the situation in the industry worsened partly because of coal shortage and partly because Government requisitioned some mills for military use. This reduced the output of jute goods; but all the mills did not suffer uniformly and the unequal incidence of misfortune caused resentment. In consequence, the Indian Jute Mills' Association at a meeting held on 3-10-1944 has evolved a scheme of rationalization to be brought into force with retrospective effect from 1-7-1944. According to this scheme an industrial pool will be constituted and the electrically driven mills and those steam driven ones which are still in production will pay to this pool, at rates determined from time to time, a cess per loom-hour worked. The Government will also pay into this pool compensation for mills requisitioned by them. Out of the funds so ~~raised~~ collected compensation will be paid to labourers who have become idle because of stoppage of work. The idle labourers will be paid ~~in~~ at the rate of Rs. 3 per week plus an amenity allowance of Rs. 1-4-0 per week and, in addition to this, the mills will be paid the cost of subsidy on food-stuffs provided to these labourers. A money compensation per loom-hour will be paid to mills which have been entirely closed down or which are unable to work their full quota of loom-hours because of coal shortage.

The scheme is expected to lead to concentration of production in mills best fitted to continue work and operation at full capacity will ~~mean reduction in costs of production per unit.~~ It might also ~~make~~ it possible to increase the monthly gunny production to the target figure of 100,000 tons. The labourers employed in the jute industry will receive fairer treatment and will receive compensation as ~~long~~ as they are out of work for causes beyond their control. The pooling scheme will distribute the war losses on all the mills uniformly and at the same time concentrate production in the most efficient mills.

(The Eastern Economist 6 and  
13-10-1944 and the Leader, dated  
11-10-1944).

Producer Gas Officers' Conference,  
New Delhi, 12 to 14-10-1944..

A conference of producer gas technical and testing officers was held in New Delhi from 12 to 14-10-1944 under the presidentship of Sir Kenneth Mitchell, Chief Controller of Road Transport and Development. Delegates from all over India discussed the technical aspects and organization of operating by producer gas heavy road transport such as ~~passenger~~ passenger buses and load lorries. The conference was opened by Sir Edward Benthall, Member for War Transport.

Opening the Conference, Sir Edward Benthall declared that the extension of the use of producer gas plants, had reached a crucial stage. He deprecated the idea that the war was nearing its end and that there was no longer any necessity to maintain an intense effort to economize petrol and make use of indigenous fuels for road traffic. On the other



hand, the petrol position is not at all getting easy. It was hoped that the number of chassis to be released in 1945 would be considerably increased, but there ~~was~~ was no guarantee that more petrol would be available. Apart from the difficulties of supplying petrol to India for military movements which were still to come, there also existed an internal distribution problem which would continue to present great difficulties. This position continued to justify the War Transport Department compelling recipients of new chassis to instal producer gas plants.

According to a recent computation, the total number of vehicles using producer gas in India at the present time was over 16,000, of which 14,500 were public buses and lorries, the balance being motor cars, delivery vans and other types. This was approximately 30 per cent of all the Indian buses and civilian lorries.

The running of producer gas plants was more expert work than the running of petrol lorries, and so there was more need for experts. Technical advice was essential to the success of the movement, and Government was determined that neither the manufacturer nor the user of producer gas plants shall fail for lack of adequate technical advice and information. The opening of driving schools and the teaching of drivers by manufacturers would be encouraged and in suitable cases the release of chassis of trucks for teaching or demonstration purposes would be considered. Much could be done to persuade owners to form a group or transport company and so to facilitate the opening of really well-fitted and efficient service stations on a co-operative basis. As regards fuel, much valuable work had been done on the design of suitable kilns and the analysis of many varieties of Indian charcoal.

Discussions. - The Conference discussed several problems affecting popularising producer gas plants. While the charcoal position is presenting difficulties of supply and transport, on account of the very great war demands for timber and firewood and the increasing number of producer gas buses and lorries all over India, it was the opinion of the Conference that the position might be considerably improved by better organization of manufacture both by Government departments and independent producers. The possibility of using the Forest Research Institute's portable kiln was also considered, the main difficulty being the supply of steel.

The subject of an all-India standard for bench tests for model mobile producer gas plants was discussed, as also the desirability of periodical tests on plants in operation. The necessity for road tests on model plants was agreed upon but the variations <sup>in the kilns</sup> resulting from geographical considerations in different provinces preclude an absolutely uniform standard.

Guiding principles in the design of producer gas-driven buses so as to accommodate as many passengers as possible in maximum safety and minimum discomfort with due regard to conservation of steel, tyres and springs, were ~~arranged~~ agreed upon by the conference. These principles will be circulated for the consideration of all provinces and Indian States.

Dr. Aiyar, Chief Chemist, Central Revenues, gave valuable information on the production of charcoal by the ~~retort~~ retort process and promised to furnish a more detailed account of this method of charcoal production by which the distillation products are recovered. Bengal and Travancore undertook to supply standard charcoals for

testing stations; further discussions on charcoal supply emphasized the necessity of examining the possibility of dividing provinces into zones for supplying specified areas with producer gas charcoal. The conference was of the view that, at present, the more expensive plants are being marketed at prices higher than justified by production costs, and that the evolution of a standard plant might be a useful factor in reducing costs. Dr. Salter (Travancore) undertook to investigate this proposition on an experimental basis.

The necessity for research work, particularly into problems connected with plant design, filters and filtering materials, adequate engine lubrication and similar subjects, was accepted and a standing technical committee of the officers in charge of the six testing stations, with one member of the War Transport Department, was set up. This sub-committee will assign problems to different stations and discuss results by correspondence and meetings.

The principle of inspection at factories, at the time of fitting the plant and periodically to ensure maintenance of design and performance, was accepted and recommended to all Transport Controllers. It was generally agreed that the majority of owners are negligent of maintenance and ignorant of even minimum service garage requirements, and the War Transport Department was requested to issue a brochure on the subject for the guidance of fleet owners and drivers.

The conference discussed the question of applications for exemption from gas operation of lorries and public service vehicles, and approved the War Transport Department's recommendation that, wherever possible, such claims for exemption on the plea of unsuitability of work on the roads on which the transport would travel, should be subjected to actual road trials. This has already been done in a number of cases.

(The Hindustan Times, 13-10-1944 and the Statesman, 17-10-1944).

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Control Measures.

Draft Bombay Rent Restriction (Third Amendment)  
Bill, 1944.

The Bombay Rent Restriction Act, 1939, prohibits a landlord from ~~requirment~~ requiring the payment of any fine, premium or any other like sum in addition to rent in consideration of the grant, renewal or continuance of a tenancy of any premises. Sub-section (2) of section 10 of the Act provides for any amounts so paid to be recoverable by the tenant by deduction from any rent payable by him to the landlord. There is, however, no provision in the Act, corresponding to sub-section (4) of section 8 of the Bombay Rents, Hotel Rates and Lodging House Rates (Control) Act, 1944 (Bombay VII of 1944), penalising any landlord for the recovery of fine, premium, etc., with imprisonment ~~of~~ fine or with both. Thus, under the Bombay Rent Restriction Act, 1939, there is not an adequate check on landlords and the object of subsection (1) of section 10 of the Act is largely vitiated. It is, therefore, considered desirable to bring the Bombay Rent Restriction Act, 1939, in line with the Bombay Rents, Hotel Rates and Lodging House ~~Rent~~ Rates (Control) Act, 1944, by amending it so as to provide that any landlord who receives directly or through an agent any fine, premium or other like sum in addition to rent in contravention ~~of~~ sub-section (1) of section 10 of the Act shall be punishable with imprisonment for a term which may extend to three years or with fine or with both. For this purpose ~~the Governor of Bombay intends amending the Bombay Rent Restriction Act,~~ and the draft of the amendment has been gazetted. The draft is to be taken into consideration by 19-10-1944.

(The Bombay Government Gazette,  
Part I, dated 5-10-1944, pages  
2336 ).

The Stearic Acid Control Order, 1944.

The Government of India gazetted on 30-9-1944 the Stearic Acid Control Order, 1944 requiring a licence for all sellers or purchasers of Stearic Acid.

(Notification No. SS/294 dated  
26-9-1944: The Gazette of India,  
Part I, section 1, dated 30-9-1944,  
Pages 1275 to 1277 ).

Iac Export Control Order, 1944.

The Government of India issued the Iac Export Control Order, 1944, on 30-9-1944 to fix the export selling price of Iac.

(Notification No. P&S.C. 90/43, dated  
30-9-1944: The Gazette of India  
Extraordinary, dated 30-9-1944, pages  
1423 to 1424 ).

Restrictions on Letting Residential  
Premises in Bombay City, +

Under the Defence of India Rules, the Government of Bombay has issued orders to the effect that every owner, occupier or person in possession of residential accommodation situated in certain specified areas described in a Schedule annexed to the Order, intending to let or sub-let any such residential accommodation should forthwith give intimation of such intention to the Secretary to the Government of Bombay, Revenue Department. No owner, occupier or person in possession of such residential accommodation shall let or sub-let it without the permission of Government, before the expiration of three weeks from the date of such intimation.

(Notification No. 10255/39, dated  
28-9-1944: The Bombay Government  
Gazette Extraordinary, dated  
29-9-1944, pages 2309 to 2310 ).

The Bombay She-Cattle (Bovines) License  
and Maintenance Order, 1944 . +

In order to prevent the slaughter of dry cattle in Bombay, the Bombay Government issued the Bombay She-Cattle (Bovines) License and Maintenance Order, 1944, which extends to the whole Province and comes into force in areas to be specified from time to time. No person shall maintain bovine she-cattle in any notified area, except under, and in accordance with the conditions of, a license. Every licensee in respect of his own licensed cattle and every stable-keeper or other person in charge of licensed cattle shall maintain the cattle in good condition to the satisfaction of the Licensing Authority, whether they are in milk or not. The licensee shall report to the Licensing Authority any reduction or increase in the number of his licensed cattle and the cause of such reduction or increase, within one week of such reduction or increase.

(Notification No. 633/IV-C, dated  
3-10-1944: The Bombay Government  
Gazette Extraordinary, dated  
4-10-1944, pages 2324 A and B ).

~~the National Service~~

The U.P. Iron and Steel Utensils and  
Agricultural Implements (Control)  
Order, 1944. +

The United Provinces Government is releasing iron and steel for making utensils and agricultural implements and in order that iron and steel released to approved manufacturers specifically for this purpose may not be misused or exorbitant prices charged, the Government issued the United Provinces Iron and Steel Utensils and Agricultural Implements (Control) Order, 1944, on 10-10-1944, whereby manufacturers can sell utensils and implements only to approved dealers.

The price of the articles sold by the manufacturer or dealer is also controlled.

(Notification No. V-1833/W.P., dated 10-10-1944: The Government Gazette of the United Provinces, Extraordinary, dated 10-10-1944 ).

New Scheme of Distribution of Textile Goods: Meeting of Textile Control Board.

A new scheme for distributing cloth on an equitable basis was outlined by Mr. Krishnaraj M.D. Thackersey, Chairman of the Textile Control Board, presiding over its meeting held in Bombay on 13-10-1944.

Ceiling Prices Scaled down.- The Chairman informed the Board that the ceiling prices of cloth and yarn had been further scaled down. The reduction worked in the case of cloth at the rate of one anna per rupee over the prices ruling in the quarter ended August 1944 while in the case of yarn it varied from one anna to three annas per lb., according to counts. The schedule for the fixation of ceiling prices for all types of cloth had been revised on a more rational basis.

Supply of Finer Quality Textiles.- In connection with the supply of finer goods, Mr. Krishnaraj stated that there was a limited supply of finer varieties of cloth, the output of which totalled less than five per cent of the industry's production. The demand for finer qualities had, on the other hand, increased considerably during recent years owing to the complete change in the taste of the consumers. While steps were being taken to encourage mills to produce such types of cloth as were at present in larger demand, he wanted the Board to realise that any very large improvement in that direction was not possible owing to the limited capacity of the mills to do so and the use of a very great portion of the imported cotton for making cloth for the Defence Services.

Distribution of Textile Goods.- Although the distribution of the production of the mills has been canalised and the movement of cloth from the manufacturing centres to consuming districts has been arranged on a more rational basis, actual experience has shown that certain parts of the country have not been receiving adequate supplies of cloth commensurate with their requirements. It is proposed to introduce a distribution scheme with the object of ensuring an equitable distribution of cloth to the various surplus and deficit zones commensurate with the population of those zones.

The scheme envisages the allotment of a pre-determined quota from the available supply of cloth for the use of each Province and State in India, based on consumption in normal years, adjusted as may be necessary according to the total quantities now available. The number of wagons to be made available for transport of ~~such~~ cloth from the main producing centres will be regulated in such a way as to restrict the maximum quantity which it will be possible for any one area to receive to that fixed under the scheme. With the assistance and

collaboration of manufacturers and leading piecegoods merchants associations in the main producing centres, it is proposed to ensure that each area will in fact receive upto the quantity allotted to it by the use of transport permits for the movement of cloth upto the maximum stipulated extent.

Movement by rail, road or sea will not be permitted except under these transport permits. Information will be given to a co-ordinated authority in the receiving zones of all despatches, the names of the consignors, consignees and other relevant details, so that the authorities in those receiving areas will be able to keep a check on the goods and see that the consignees do properly dispose of those goods. Once having ensured the despatch of a fair share of available supplies on a predetermined basis to each zone, the Control Authorities in that zone will see that the cloth received is properly distributed throughout the zone, marketed at not more than the wholesale prices permitted and sold to consumers at not more than the maximum retail prices permitted under the Control Order.

In developing any scheme of regional distribution the Control Authorities in the various zones must bear in mind the fact that trade should continue to remain substantially in the hands of those dealers who were engaged in it in the years 1940-42. All such 1940-42 merchants should be given a place and service to perform in the general scheme of distribution, such scheme being always arranged with the co-operation and assistance of representatives of the main piecegoods merchants associations in the main piecegoods distributing markets.

Coal.- The coal supply position continues to remain as before. Although there has not been any great stoppages of work due to shortage of coal during the ~~turns~~ three months under review, this was made possible by Government switching over about 30,000 tons of coal which had been held by Bombay mills as stand-by against any contingency arising out of breakdown in supplies of fuel oil. This quantity was made available to mills and factories adjacent to Bombay thereby affording some relief to the mills in other areas which have been able to receive coal upto the quantities allotted. The future, is, however, still uncertain.

(The Times of India, 14-10-1944).

The Punjab Food Grains (Futures and Options Prohibition) Order, 1944.

The Punjab Government issued on 23-10-1944 the Punjab Food-grains (Futures and Options Prohibition) Order, 1944, according to which no person shall, after the commencement of the Ordinance, enter into any "Futures" or options in foodgrain; existing futures or options are to be settled at the prevailing market rate.

(Notification No. 14314-ST(FG)-44/81564, dated 23-10-1944: The Punjab Gazette Extraordinary, dated 23-10-1944, pages 467-468 ).

Yarn Distribution in India: Plan  
Evolved. +

In reply to an address presented to him by the Surat Weaving Association at Surat on 14-10-1944, Sir Akbar Hydari, Secretary, Department of Industries and Civil Supplies, <sup>Government of India,</sup> made two important announcements affecting yarn and hand-loom industries in India. One was that a ~~plan~~ plan for distribution of yarn on an equitable and provincial bases had been evolved by his Department and that it would be enforced within five or six weeks. Distribution would be on an equitable basis and not according to the desire or demand of the provinces. He had been urged to increase the production of yarn, but he said, it would certainly take some time as there were several hurdles in the form of fuel, etc. The second announcement was that a Handloom Board would soon start functioning. He advised the handloom industry not to oppose the fixation of prices by the Board.

(The Times of India, 17-10-1944).

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Post-War Reconstructions.

World Business Conference: Indian Delegation  
to Attend.+

In response to an invitation from leading business organisations in the United States of America to attend an International Business Conference organised under their auspices and expected to be held in Atlantic City from November 10 to 18, 1944, the Federation of Indian Chambers of Commerce and Industry, Delhi, has decided to send a delegation of six delegates and six advisers to attend the Conference under the leadership of Sir Chunilal B. Mehta and the deputy leadership of Mr. G.L. Mehta. Other members of the delegation are: Mr. Satya Paul Virmani; Mr. Abdul Rahim Siddique; Mr. J.C. Mahendra; and Mr. David S. Erulkar. The advisers will be Dr. P.S. Lokanathan; Mr. Mahomed Akbar Fazalbhoy; Dr. Jariwala; Mr. V.M. Bhatt; and <sup>two</sup> ~~two~~ others to be selected by the leader from persons available in the <sup>United</sup> States, after ~~the~~ he reaches New York. Mr. J.C. Mahendra and Dr. Jariwala are already in the States.

The Government of the United States of America have offered air transport priorities for the members of the delegation from India, while the Government of India have agreed to offer all facilities in connection with their trip to the United States and back to India.

(The Times of India, 13-10-1944).

U.P. Scheme of Rs. 300 Millions  
of Hydro-electric Development .+

The U.P. Government, it is understood, is shortly going to launch a gigantic scheme of production of electric power costing about Rs.300 millions.

This project, known as the Nayar project, is the result of investigations carried out by the American dam expert, Mr. Savage, in the Gangotri expedition in March, 1944. It is intended to establish a huge water reservoir in Garhwal near Dagodda and this will be utilised in making a steep fall generating electricity.

(The Leader, 12-10-1944).



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Industrial and Commercial Survey  
of U.P. Proposed.

It is understood that the U.P. Government proposed to carry out shortly an industrial and commercial survey of the province for post-war development. Mr. M.J. Rab, Assistant Director of Industries, U.P. Government, will be in charge of the survey.

(The Hindustan Times, 8-10-1944).

Post-War Industrial Development in  
Hyderabad State: Provision in Budget  
for 1944-45.

The Budget for 1944-45 for the Hyderabad State, presented on 30-9-1944, gives great prominence to post-war industrial development of the State. Reserves to meet post-war expenditure and possible economic depression; dearness allowance to pensioners and enhanced rates of dearness allowance to low-paid Government servants (estimated to cost Rs. 11.4 million); ~~xxxxxx~~ revision of salaries of inferior Government servants (estimated to cost Rs. 800,000); <sup>and</sup> a suggestion to institute an Economic Service ~~and to xxxxxx~~ run parallel to the Revenue Service and ~~to be drawn from the ranks of economists, scientists and engineers,~~ and charged with the responsibility of evolving and executing economic plans, are some of the features of the Budget Note.

Apart from <sup>the</sup> larger grants for education (Rs. 14.587 million), ~~xxxxxx~~ and medical and public health (Rs. 5.392 million), mention ~~is~~ made of the provision made by Government for a Central Industrial Research Laboratory (Rs. 1.5 million), a new Department of Geology and Mining Engineering in the Osmania University (Rs. 500,000), afforestation and geological survey (Rs. 600,000), and a college of Agriculture and Animal Husbandry (Rs. 1.5 million). A sum of Rs. 1 million has been earmarked for finding a new home and more suitable equipment for the Women's College. The Note states that Government proposed to set apart a sum of Rs. 1 million for Hyderabad subjects who have, either as soldiers or in other capacities, rendered service in connection with the war, in order to assist them, on their return to civil life, to re-establish themselves in normal civil avocations.

The Budget Note explains the view of the Nizam's Government that post-war planning is not limited to a mere settling of State soldiers fighting in far-off lands or the re-habilitation of technical personnel and of such industries as are at present employed in war work. It is not a question of mere re-adjustment of economy after the war, so that productive capacity and man-power employed in war work could find useful avenues for employment and suffer least from necessary readjustments after peace. The real problem is one of ~~making xxxxxxxx~~ ~~perhaps xxxxxxxx~~ development, in the post-war period, of agriculture, industries and the economic life of the country as a whole, with the definite objective of raising the standard of life of the common man.

The post-war plans so far submitted by the different Departments and Committees cover the better utilization of the State's mineral resources, improvement of agriculture, manufacture and supply of

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artificial fertilisers, development of large irrigation schemes, establishment of cottage industries in rural areas, provision of cheap credit, supply of good seed and manure, expansion of public health services with a view to preventing disease, expansion of existing and establishment of new hospitals and maternity homes and child welfare centres, and greater utilization of indigenous systems of medicine. They also embrace improvements in the establishment of new industries, development of communications, construction of national highways, expansion of primary, secondary and higher education, development of hydro-electric power, improvement of housing conditions, development of scientific and industrial research, etc. The preliminary survey and partial examination of these schemes reveal that expenditure to be incurred on them during the next ten years would amount to about Rs. 1,150 million which is about twelve times the normal revenue of the State. The Budget Note emphasizes that the execution of the post-war plan would need trained men in numbers never dreamt of before. Although no specific provision has been made in the budget, as the proposals are still under consideration, the Note emphasizes that it should be possible to meet expenditure out of the Post-war Development Reserve, without straining current revenues.

In the economic and industrial sphere, three new features are mentioned, namely, the establishment of a Central Industrial Laboratory, the acquisition of the assets of the Hyderabad (Deccan) Company, which holds 88 per cent of shares in the Singareni Collieries Co., and the conclusion of an agreement between the Nizam's Government and the Madras Government in the matter of partial apportionment of the waters of the river Tungabhadra.

(The Hindu, dated 2-10-1944).

Indian Post-War Reconstruction: Columbia  
University Orders Survey

A two-year survey of India's post-war needs is to be conducted at Columbia University, United States of America, under the direction of Dr. Krishanlal Shridharani, Indian scholar and writer. Announcing this, the President of the University, Dr. Nicholas Murray Butler said: "A comprehensive survey of proposals and plans for social and national reconstruction and reforms in India will be made in an attempt to integrate them into a comprehensive policy. The findings will be embodied in an independent non-official report on India's needs and potentialities to be published under the title of "Trends of Social Thinking and Planning in India". Dr. Butler said that Dr. Shridharani has been appointed research associate of Columbia University and has already begun work on the new survey, which was made possible by a grant of the Watumall Foundation for Indian-American relations at Los Angeles. The survey will include an analysis of contemporary social thinking in India, a critique of social, religious and educational reform groups, plans for industrial development and expansion, lease-lend plans affecting India, and examination of American proposals with respect to post-war reconstruction and financial aid.

(The Statesman, 7-10-1944).

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Indian Industrial Mission to  
Britain and the U.S.A.

As announced on a previous occasion (vide pages 38-39 of our April, 1944 report), the Government of India has invited a group of Indian industrialists and business men to visit England and America, as soon as war exigencies permit, with the object of studying the present industrial organisation of these countries, the technical advances made by them during the last few years, and their post-war industrial plans.

The mission will be unofficial in character, and its members, all Indians of independent views and position, will be free to arrange their programme and discuss any matter, unfettered by terms of reference or any form of control by the Government. They will be accompanied by their own technical advisers and will bear their own expenses throughout the trip.

Government will arrange facilities for them to visit industrial establishments and to contact leaders of industry and prominent business men in Britain and the United States. It is believed that the mission's study on the spot of the latest developments in the industrial sphere, and the knowledge and ideas which they will bring back with them will be of great value in the further industrialisation of the country after the war.

It is made clear that the members of the mission will be not be concerned with India's sterling balances in London, nor with any specific plan of post-war economic development.

The members of the delegation will be: Mr. J.R.D. Tata, Mr. G.D. Birla, Mr. Nalini Ranjan Sarker, Sir Padampat Singhanian, Mr. Krishnaraj Thackersey, Seth Kasturbhai Lalbhai, Sir Sultan Chinoy, Mr. M.A. Japhani, Mir Laik Ali, and Mr. A.D. Shroff.

(The Times of India, 12-10-1944).

Machkund Hydro-Electric Project.

The Machkund Hydro-Electric Project is designed to harness the power of the Machkund River where it drops 550 feet at the Duduma Falls in order to develop by stages about 100,000 K.W. of electric power at an estimated cost of Rs. 67.1 million. The Machkund river at this point forms the boundary of the Madras and Orissa Provinces. The catchment area and the waterspread of the proposed reservoir extend into both Provinces and are situated in the estates of the Maharaja of Jeypore.

Negotiations have been proceeding between the Madras and Orissa Governments on the general basis that the Project will be executed by the Madras Government on conditions to be agreed between the two Governments, and a portion of the electric power generated from it will be supplied to the Orissa Province.

(Press Communiqué issued on 4-10-1944  
by the Government of Madras).

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Indian Scientists' Delegation Visiting  
Britain and the U.S.A.

In the first week of October 1944, a delegation of Indian Scientists left India for Britain in order to acquaint themselves with the war-time developments in the various branches of science. The delegation, which is headed by Sir Shanti Swarup Bhatnagar, Director of the Scientific and Industrial Research Institute, will stay in England for about seven weeks and later visit the United States. They will ~~have~~ visit important scientific laboratories and industrial, medical agricultural and research institutions. The party comprises Dr. Nazir Ahmad, Director of the Cotton Technological Laboratory at Matunga, Bombay; Sir Shanti Swarup Bhatnagar, Director of Scientific and Industrial Research in India; Sir Jnan Chandra Ghosh, Director of the Indian Institute of Science, Bangalore, and President of the National Institute of Sciences of India; Prof. S.K. Mitra of the University College of Science Calcutta, Chairman of the Radio Committee of the Board of Scientific and Industrial Research; and Prof. J.M. Mukherji, Professor of Chemistry at Calcutta University.

At a meeting of the East India Association held in honour of the visiting Scientists, Mr. L.S. Amery, Secretary of State for India, dealt with the industrial future of India and the part Britain will play in that progress. He said: "I can say that the Government of this country only wants to see Indian industry developing to the fullest. The last ~~thing industrialists of this country have in mind~~ is the idea that the British export industry can best prosper by India being held back in the course of her industrial development. Undoubtedly it is true that politically, and still more industrially, relations between India and ourselves are coloured by the superstition that this country or, at any rate, the industrialists of this country would wish to restrict the progress of Indian industry in the interests of British export trade. What lends colour to the superstition is that in the last century British authority was exercised in preventing protection of India's industry as against British imports, more particularly of cotton imports. In those days ~~was~~ we in this country were concerned almost fanatically that free trade was essentially beneficial to everybody and, wherever we could, we were bound in duty and under obligation of our trusteeship to the policy of free trade. For many long years after, we conceded India the right to develop her industry, while continuing to impose the handicap of free trade upon this country".

Mr. Amery said that he had talked widely to British industrialists on the question of India. "Their belief is that the more prosperous India can make herself, the more she will, in the ordinary course of needs of consumers—needs of factories for capital goods—have recourse to help from outside. Provided we do not think India must always buy what we have always sold her, but are prepared to sell ~~things~~ things India needs, there will always be favourable openings for British trade in India and even more favourable opportunities for collaboration between British and Indian industrialists". Mr. Amery said that ~~in~~ he looked forward to the maximum development of all India's resources—material and human. Scientific development could not be carried on in a spirit of jealous monopoly by any one country. "Intimate scientific co-operation between our two countries and of the countries of the British Commonwealth and of the world generally is perhaps not only the most fruitful method of collaboration, but also a field in which collaboration comes most easily and most naturally

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and opens a most beneficial and sympathetic way for wider collaboration in other fields. This co-operation might not displace political problems, but might create the essential atmosphere that would go a long way to finding their solution".

Sir S.S. Bhatnagar's Address.- Sir Shanti Swarup Bhatnagar in his address said that a scientific approach to India's problems was more likely to create better results than any other method. Referring to Prof. Hill's ~~report~~ recent visit to India, he said that there was no doubt that the short stay of the scientist had produced more lasting effects on Indo-British co-operation than the goodwill missions of politicians. "India is awake and critical as never before. A widespread feeling of suspicion exists that British policy in the past has remained one of differential treatment, of advantages to foreign Powers and disadvantage to India. This suspicion may have been exaggerated, but it is based on certain facts. Indians, rightly or wrongly, feel that the economic disadvantages of India arising from laws, customs and other legal and financial measures, are a deliberate attempt to keep India industrially backward. These suspicions are unpleasant, but they cannot be disregarded. Such disadvantageous measures are being slowly withdrawn, but a greater effort is needed to establish goodwill between the two countries. Far-sighted thinkers in the economic and industrial fields are now thoroughly opposed to the use of economic power to exploit or ~~paup~~ pauperize an undeveloped nation. A scientific approach to the future welfare of England and India lies in the final settlement between the two countries, followed by an understanding that there will be trade and political agreement which will guarantee planned industrial progress for both. ~~There are still very many indeed in India who will remain friendly with Britain within the British Commonwealth. I agree, however, with Prof. Hill that disaster lies ahead if India's industrial development and national welfare are not immediately attended to. Political controversies may take time to still, but nobody will allow India's national welfare to suffer long. Scientists wish that industrialists in India, England and other Allied countries should co-operate and draw up a programme of work which will lead to planned development."~~

(The Times of India, 9-10-1944; The Statesman, 13-10-1944; and The Statesman, 21-10-1944).

The Scientists have been addressing several other meetings held in various parts of Britain in their honour and explaining India's industrial and Scientific problems.

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First Meeting of Industries Policy  
Committee, Bombay, 26-10-1944.

The First Meeting of the Industries Policy Committee set up by the Government of India was held at Bombay on 26-10-1944, Sir Ardeshir Dalal, Member in charge of Planning and Development, Viceroy's Executive Council, presiding. A summary of the presidential address is given below:

Indian Industrialisation and Outside Countries.- Speaking on the repercussions of Indian industrialisation on the already industrialised countries, Sir Ardeshir said: "It is possible that in some highly industrialised countries some sections of public opinion may have misgivings regarding the repercussions on their own trade and industry of large-scale industrial expansion in India. Such misgivings, if they exist, could only be based on an imperfect appreciation of economic forces. Prosperity, like peace, is indivisible, and the awful tragedy of this war will have been enacted in vain if powerful countries still believe that they can lay the foundation of permanent happiness for themselves on the backwardness or exploitation of less fortunate countries. It is a matter of gratification to observe that so far as His Majesty's Government are concerned, there is a clear appreciation of our needs and aspirations."

Proposed Planning Organisation.- The Government of India has recently addressed Provincial Governments on the organisation which it is proposed to be set up for industrial planning. Apart from the Policy Committee, which will advise on the broad lines of policy and examine progress from time to time, it is proposed to set up a number of panels for investigating the problems of the development of individual industries or groups of industries. The provinces have also been requested to set up Industrial Committees of their own, and after a rapid survey, if possible, to make proposals regarding the development of such industries as they regard as suitable for their areas. This will ensure that the special needs and requirements of the different areas are not overlooked. The recommendations of the panels and of the Provincial Committees will be coordinated in preparing the final proposals. It is not intended that industrial expansion and development, for which schemes are ready, should be held up pending these investigations. The list of panels as circulated is a tentative one; it is likely that several industries have been omitted. It has also been criticised on the grounds that the panels are too large and comprehensive and require to be broken up.

It is proposed to attach to each of these panels one or more experts, according to requirements, as well as a permanent officer of the Planning Department. In the case of a large number of industries included in the panels, there is already a vast mass of very valuable information available in the Supply Department, or in the Industries and Civil Supplies Department. The Supply Member has promised to accord the fullest co-operation in supplying the information at his disposal, as well as to make the services of experts, many of whom are in his Department available for the panels. The panels will be constituted in close consultations with the Supply and Industries and Civil Supplies Departments. It may be necessary to obtain the services of some experts from outside to deal with certain industries.

No panel will be necessary in the case of the cotton textile industry, as in the Control Board which has been set up by the Government there is already a full representative organisation in existence which is capable of dealing with the question of the cotton textile industry in India. In other cases, where there are fully representative and authoritative associations representing any particular industry the same procedure may be followed where the problems are fairly straightforward and the information already at the disposal of the Supply Department is so complete that it may not be necessary to constitute any panel. On the other hand, there are industries involving highly complicated technical processes where it is felt that no single expert could give advice which would be of more than very general assistance regarding the setting up of such industries. This applies, in particular, to industries such as shipbuilding, aircraft, manufacture of large electrical machinery, plastics, dye-stuffs, etc. Individual firms will make their own arrangements with regard to such industries. The panels for such industries can only make general recommendations as regards their feasibility and location. It is the intention not only to start new industries and to maintain and expand the existing ones with the help of imported machinery, but to make, as far as possible, such machinery in this country.

Small-Scale and Cottage Industries. - The question of small scale and cottage industries also requires careful consideration. A machinery for dealing with many of the small scale industries already exists in the Supply Department, and their problems will have to be considered in consultation with that Department. Regarding cottage industries, one has to rely to a large extent on the recommendations of the Provincial Industrial Committees. In view of the somewhat poor response to enquiries from Government regarding industrial matters received so far, he may explained that in the formation of the Industries Policy Committee and the panels and in any statistics that may be required, no trade or business secrets are wanted and no confidential information likely to be of use to others, need be disclosed. The only object is to help industrial development.

Orders for Capital Equipment. - In the absence of sufficient data, it has not been possible to make any provisional reservation for capital equipment other than electrical. The war in Europe, however, is drawing to a close, and industrial capacity in the United Kingdom and United States of America will be gradually switched over to civilian requirements. There is likely to be a tremendous rash of orders from the devastated countries and elsewhere on the back of both these countries. It is necessary for industrialists in India, therefore, to book their requirements for capital goods as early as possible. The Government of India is considering this problem and will shortly issue a communique on the subject. Government do not propose to canalise the orders, which may be booked direct. But the orders should be registered with Government. Such registration will be provisional for a period not exceeding three months from the date of application, and if no objection is raised by Government within that period, the orders will automatically be confirmed, if this has not already been done specifically. A report will be required as soon as firm orders received after six months of confirmation of the orders by Government and extension is not requested, the registration will be cancelled. It is proposed to set up organisations, both in the United Kingdom and United States of America and possibly elsewhere, to help industrialists in this country in securing these goods. Those who fail to register their orders will receive no assistance from Government, and will not be eligible for import licences for the import of such goods into India.

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It may be argued that the procedure here suggested is inconsistent with ordered planning. There will, however, be control, although at this stage it will be a general and negative control. Registration will be refused in cases where the industrial development contemplated is obviously uneconomic, or leads to over-concentration of certain industries in certain areas. The existing capital issues and import controls will also, remain. In the beginning and before an industrial plan is ready, it is not advisable to hold up development. The volume of industrial development contemplated is so large that no great harm can be done by the booking of orders at this stage when the volume of capital goods available in many categories is not likely to be equal to the demand. In the case of orders on the United States of America dollar exchange will have to be arranged. The volume of dollars available till the termination of the war and until some arrangement is made, if possible, for a dollar loan, is likely to be limited, and to that extent it will be necessary to see that the more essential ~~max~~ requirements for capital goods receive priority over the less essential ones. The exact procedure to be followed will be laid down in a notification to be issued shortly.

Future of Industrial Controls.- There is at present a control over capital issues as well as imports. Planning by its very nature implies control and regulation, and even after the war, so long as planned development is the objective, controls must remain. Legislative measures will have to take the place of the present controls imposed under the Defence of India Rules when the existing emergency is over. Among such measures as will engage the attention of Government will be ~~engage~~ the licensing of factories, as it would be difficult to secure the very important objective of regionalisation of industries without licensing. This is, however, a long term measure. Many constitutional questions of great importance will arise after the war in dealing with industries vis-a-vis Provinces as well as States.

There are several important issues on which it has not yet been possible for Government to arrive at final decisions. One of the most important is the question of protection and tariffs. The Government of India is contemplating a liberalisation of the existing protection policy and the elimination of some of the conditions attaching to the grant of protection to industries. They are also contemplating a permanent tariff Board. A suggestion for consideration is the creation of a permanent Board ~~and~~ on a very high level which would deal not only with questions of protection to industries, but also with all question of industrial development, investment, licensing of factories, etc., in the post-war period. The Provinces and States would, of course, have to be represented on a body like that.

State and Industry.- Sir Ardeshir invited the advice of the Committee on the problem of the extent to which they would desire the participation of the State in the ownership, management and control of industries. There are some industries, such as munition works, which in the national interests should be owned and managed by the State. There are other industries which may be required in the national interests, but may not afford sufficient attraction to private capitalists. In that event, they will have to be owned by the State, but the management may be either by the State or by private firms. The ~~sulphat~~ sulphate of ammonia industry may be a case in point. Then there is the important field of public utilities. He invited views of the Committee regarding the ownership, management and control of public utilities, ~~distri~~ distinguishing existing companies from those to be started in the future. That a larger measure of control over public utility undertakings will have to be exercised by the State in



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the future in the public interest appears to be obvious. Important basic industries, or those utilising scarce natural resources, or tending to be monopolistic, may also have to submit to a measure of control by the State. State control may vary from a very strict one to a small participation in capital and the appointment of one or more directors on the board. These are all questions of long term post-war policy which will increasingly engage the attention of Government.

Role of Private Enterprise.- From his experience as an industrialist, he is convinced that private initiative and enterprise have still a large part to play in the development of industries. Even an avowedly socialist body like the Fabian Society has stated in its last report on "Government and Industry" that it is the quality of management and the policy pursued in such matters as prices and production, that matter, and not who owns or controls the industry. One thing, however, appears to be certain: the State will have to take a more active part and exercise a greater measure of control over industries than it has done in the past. The object of industrial development is not to make the rich richer, but the country richer.

Position of Indian States.- What applies to the Provinces applies in a large measure also to the States. Planning to be of any use has to be done for the country as a whole and if any part of it, such as the States, stands out, it will render the whole problem immensely difficult, if not impossible. Subject to the settlement of certain outstanding issues, the question of industrial development of the States may be regarded as part of the problem of the industrial development of the country. The question for consideration is one of the extent to which, and the machinery under which, the States could bring themselves under the same controls regarding industrial development as exist in British India.

Discussions at the Meeting.- The discussions at the Committee are not available, but it is understood that it considered a report submitted by Mr. Vesugar, Industrial Adviser to the Planning and Development Department. Mr. Vesugar's report is understood to lay special emphasis on collection and presentation of data as a 'sine qua non' to any scheme of industrial development. He also stresses the need for censuses which he urges should be a continuous process under a Census Department. As a first step towards industrial development, Mr. Vesugar suggests the setting up of six commissions of enquiry, namely Technical personnel Commission, Mineral Rights' Commission, Mineral Survey Commission on Rationalisation of Coal Industry, Commission on Utilisation and Transport of Coal and Railway rates Commission. He also recommends three permanent organisations, namely, ~~Supreme~~ Supreme Council of National Economy, Permanent Tariff Board and Permanent Indian Technical Mission in United Kingdom and United States of America. An Industrial Affairs Authority, and Indian Export Corporation, a Bureau of Census and an Indian Bureau of Standards are also recommended.

(The Bombay Chronicle, 14-10-1944 and Hindu, dated 31-10-1944).

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Third Meeting of General Policy  
Committee (Post-war Reconstruction),  
Bombay, 27 and 28-10-1944.

The Third meeting of the General Policy Committee (Post-war Reconstruction) was held at Bombay on 27 and 28-10-1944, under the presidentship of Sir Ardeshir Dalal, Member in charge of Planning and Development, Government of India.

In a statement at the Committee, reviewing the progress of planning, Sir Ardeshir declared that some of the provinces are making substantial progress with their plans. Bombay, taking the lead with a 500 million plan covering a period of five years. A five-year plan involving an expenditure of considerably over Rs. 1,000 million is under preparation by the United Provinces. The Punjab has under consideration many schemes of hydro-electric development involving large expenditure and should be able to put up a large, well-considered plan at an early date. Madras is earnestly pursuing this matter and is well ahead with its plans. Bengal and Bihar are devoting considerable attention to the subject. Many of the larger States, such as Hyderabad, Mysore, Travancore and Jaipur, are also busy with their plans.

Many important constitutional questions are likely to arise in the dealings of the Central Government regarding development matters with the ~~states~~ provinces, and still more so, with the states. For the present, the plans are necessarily based on the existing constitution and for India as a whole. Whatever the shape of the future constitution, on all important questions affecting the general welfare, the separate states or units of a Federation should come together and decide on a joint policy in the common interests. Such has been the experience of the United States of America. In connection with an important project of hydro-electric work, the Government is considering the establishment, by agreement between the Centre, the various provincial Governments and the States concerned in the project, of an authority on the lines of the Tennessee Valley Authority to whom the necessary powers will be surrendered by the agreeing units.

Government has decided to proceed ~~on a course~~ of first, <sup>ascertain-</sup>ing the definite increases which can be brought about in the individual output of goods and services which constitute a normal national income, and then formulating the target in respect of the income as a whole. This obviously is a more difficult thing to do and requires elaborate preparation and detailed inquiries. Such detailed inquiries have been in progress and reports on the extent to which progress has been achieved in different directions have been published and will continue to be published. Once the plans of the Centre as well as of the various provinces are ready and the existing and potential financial resources of both have been fully explored, it would be possible to put up a co-ordinated plan with definite targets.

The Finance Member has made an estimate of Rs. 10,000 million which, on certain assumptions, may be available for the first five effective post-war years. Half of this is estimated to be revenue surpluses and half loans, provincial as well as central. Out of this amount, about one-third to one-half may be required for the Centre. The rest should be available to the provinces, but only after the provinces have themselves explored their own existing and potential resources to the full. Of the exact principles on which the amount available for the provinces will be distributed among them, he said,

it is difficult to say anything at this stage, but very roughly—and subject to a number of adjustments—a population basis was regarded as the fairest. Apart from this figure of 10,000 million the Finance Member considered that an equivalent sum could be raised by private investment during the period. If these estimates materialise, even approximately, the real bottle-neck will not be finance, but the availability of capital goods and of trained personnel and the ability on the part of the country to expend the money in the most effective manner. The question of personnel is of the greatest importance and requires the most urgent consideration. The whole question is being investigated by both the Centre and the provinces. It is proposed to expand the existing training institutions and to set up new ones. A new scheme for sending a considerable number of students for training overseas is being worked out. It is hoped to get most of the training schemes in hand before the end of the war and especially to send students overseas at an early date. There is also under consideration the setting up of central institutions for training, such as a Central Technological Institute on the lines of the Massachusetts Institute of Technology, an All-India Medical Centre, and perhaps a Central Agricultural College. These institutions, and possibly others, will be mainly for post-graduate and higher training.

Discussions: Foreign Competition.— In the course of discussions, Mr. J.R.D. Tata referred to the influx in alarming numbers of foreign companies. They had the advantage of trained personnel, the result of research in their home factories, and experience. Nascent industries under Indian control, with Indian capital and under Indian management had no protection against foreign established companies and would be beaten down in competition with such companies.

The Planning Member pointed out that the Government of India Act, as it stood, permitted operation of such companies, but he undertook to see that there was no uneconomic competition. The non-officials pointed out that that was insufficient since, with the great advantages the foreign companies had with their world connections, they might, to begin with, be able to produce more cheaply than Indian infant companies. They held that the benefits of a national economic policy should be confined to really national concerns.

Bretton Woods Decisions.— Initiating the discussion on the conclusions reached at the International Monetary Conference on the constitution of the International Monetary Fund and the Bank, Sir Jeremy Raisman, Finance Member, Government of India, declared that there was no foundation to the rumour that the Government of India had under contemplation a change in the rupee-sterling exchange.

While satisfaction was expressed that India had considerable time before her to decide whether she should join the International Fund and Bank or not, it was felt that the interval between now and the time for decision must be utilised firstly, for initiating and conducting negotiations with His Majesty's Government as regards sterling balances and secondly, for collecting the necessary data as regards the kind of controls that might be necessary for planning and to prevent dumping of goods that would disturb Indian economy and industry. Bitterness was expressed that a section of the British Press and commentators were taking a highly provocative attitude suggesting repudiation of sterling dues.

(The Times of India, 30-10-1944  
and the Hindu, 31-10-1944).

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15-Year Post-War Reconstruction Plan:  
Second Report of Reconstruction  
Committee \* +

The Second report on post-war Planning, which the Reconstruction Committee of the Viceroy's Council placed before the Third meeting of the General Policy Committee, held at Bombay on 27 and 28-10-1944 (vide pages 70-71 of this report) contemplates an all-India plan on broad lines for a period of 15 years, except in certain subjects requiring a longer period, together with a detailed phased plan for the first five years, to be prepared by the Centre, the Provinces and the States. The report does not embody the final decisions of Government on the various issues of policy discussed in it, but is intended to provide guidance to planning authorities as to the lines on which they should proceed.

The report emphasises the need for planning for India as a whole and for the exercise of far more initiative by the State than hitherto in matters of social reform and economic development. Planning for India as a whole does not prejudice the constitutional issue, for whatever form the future constitution may take and whatever the measure of Provincial and State autonomy under it, it is clear that all the Provinces and States will benefit by the measures taken for the development of the country as a whole. The Report does not, therefore, anticipate future constitutional changes and proceeds on the basis of the existing constitution, emphasising, however, at each stage, the importance of concerted all-India action in the various fields of economic and social activity.

The Centre, besides initiating plans and policies on subjects for which it is responsible, will provide expert advice to Provinces and States and endeavour to ensure a common policy on important common questions; ensure interchange of information and possibly of technical advice between Provinces and States; co-ordinate plans and priorities; provide financial advice and assistance where considered justifiable or necessary; assist in the procurement of plant or technical staff; and co-ordinate scientific research and experiment, expert and technical investigations, training of technicians, etc.

General Objectives.- The ultimate object of all planning must be to raise the standard of living of the people as a whole and to provide employment for all. To this end, the purchasing power of the people must be raised by increasing the productivity of labour and by a simultaneous re-organisation and development of agriculture, industry and commerce and a big extension of social services.

The objective will not be fully achieved unless steps are also taken to ensure an equitable distribution of the wealth that is produced. Planning as contemplated in the Report will inevitably have this result by securing to the poorer classes various amenities,

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\* Reconstruction Committee of Council; Second Report on Reconstruction Planning. Pages 57.

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free or at reduced cost, such as education up to the age of 14, medical relief, water supply and other public utility services including electric power. Nevertheless, more positive measures must be taken. Labour must get a fairer deal in the form of reasonable wages, maternity and sickness benefit, holidays with pay and such like provisions. Efforts must be made to ensure that the amenities provided under the plan work more especially for the benefit of the scheduled and backward classes so as to raise them to the level of their fortunate fellow citizens.

Long-term Objectives.- The main objectives of planning are both short-term and long-term. The former which must necessarily be in line with the latter, include - (i) the re-settlement and re-employment of defence service personnel and of labour displaced from war industry, military works, etc; (ii) the orderly disposal of surplus military stores and equipment, land and buildings; (iii) the conversion of industry from war to peace; and (iv) the removal or adjustment of controls to suit peace conditions.

Of the long-term projects, there are some which involve large-scale capital expenditure and are of basic importance to development as a whole. These are - (i) the development of electric power as the basis of industrial development and to a lesser extent of agricultural development, pump irrigation and rural industry; (ii) the development of industry with special reference to the production of capital goods and consumer goods required by the bulk of the population, and also the maintenance and development of small-scale and cottage industries; (iii) the development of road communications and transport service on a comprehensive scale, especially in rural areas; and (iv) the improvement of agriculture and with it the development of irrigation, anti-erosion measures, land reclamation, etc.

It will be by the increased revenues resulting from expenditure on the above items that comprehensive social services on modern lines must eventually be financed.

The foundations of improved education, health and housing must be laid at the same time, not only because these services are essential for the welfare of the community, but also because at least a substantial development of education, particularly of technical education, is a necessary pre-requisite for the development of industry, agriculture, etc.

Finance.- The Government of India has fully recognised that if any effective development was to take place in the post-war period large sums were bound to be involved. The magnitude of war time finance has taught both governments and the public to think in terms of figures which would have frightened an older generation. The main resemblance between war-time and reconstruction finance is that they both necessarily involve a continuously high level of taxation and of borrowing if the objective is to be attained.

The Government of India has estimated, on the basis of certain assumptions, that a round figure of Rs. 10,000 million might be available for the first five-year period. Approximately half of the total will consist of Central revenue surpluses which would be available for financing such Central development projects as are not financed by loans and for making grants recurring or otherwise. The remainder represents the total loans which, it is felt, might be raised by the Centre, and by Provinces, in the five-year period. The figure of Rs. 10,000 million is exclusive of amounts which could be raised from the market for private investment. This may be of the same order as that estimated for Government borrowings.

It is suggested provisionally that plans should be drawn up on the assumption that capital expenditure on electrical development, roads and irrigation should be financed out of loans, and in the case of industrial development, out of private capital except where participation by the State is decided on. Recurrent expenditure by Governments on these services, including the service of loans raised on their account, and of expenditure on social services, should be financed out of revenue (which will improve almost immediately consequent on the discontinuance of special war time expenditure and then increasingly with the completion of the development of roads, irrigation, electrical schemes, etc.), or out of assured recurring grants from the Centre.

A full development of social services must eventually depend on an increase in the national income and consequently in Central and Provincial revenues. Provided the development of industry and agriculture, and increase in taxation are on a comparable scale, there is no reason why the provision of comprehensive education for instance over the whole of India should not become possible within a period of some 40 years as contemplated in the Central Advisory Board's scheme.

Technical Training.- For the effective utilisation of finances for ~~the development~~, it is essential to have a large staff with a high degree of technical training. Indeed the paucity of such staff may prove a real bottle-neck in the initial stages. Steps should, therefore, be taken as early as possible for (a) the provision of ~~scholarships and studentships, both in India as well as overseas, for the training of scientists, technicians, educationists, doctors, administrators, etc., and (b) the expansion of existing institutions and the provision of additional institutions for training in all branches of science, engineering, Agriculture, veterinary, medical, <sup>Survey</sup> forestry, etc.~~

Industrial Development.- It is an essential feature of planning that ~~both agriculture and industry~~ should develop side by side. Agriculture is and will remain India's primary industry, but the present unbalanced economy has to be rectified by an intensive development of the country's industries. Power, which is the basis of all industrial development, should have priority ~~xx~~ over others. Important capital goods industries like the iron and steel industry, the heavy engineering industries, the machine-tool industry, the heavy chemical industry and fertilisers, considered essential for national purposes, should also have preference in the beginning over consumer goods industries. It is necessary however to develop the consumer goods industries, side by side, because the additional purchasing power created by the development of capital goods industries must find an outlet in the consumption of goods. The report refers to the possibility of marrying cottage production with organised industry as has been successfully done in Japan. The finances necessary for the development of industries during the first five years are expected to be adequate for its expansion to the largest extent that is feasible, the limiting factors being the availability of the necessary technical personnel and capital equipment, as well as the willingness of the ~~the~~ people to submit to the necessary controls and taxation.

Rural and Agricultural Development.- Rural development must be dealt with as a whole and measures should be adopted to ensure that the social and material advancement of the people proceeds simultaneously on all fronts. Measures must include improved methods of agriculture, better livestock, organised marketing, the relief of indebtedness, anti-erosion, irrigation and reclamation measures,

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and reforms in land tenure and the laws of inheritance. In addition, improved communication, medical and health services and education are essential. The Report suggests that the most serious obstacle to advancement in the villages is the absence of any real leadership and self-help in the villages themselves. The fostering of panchayats, co-operative societies, etc., may do much to improve conditions and to ensure co-operation between the various classes. The ex-soldier may be invaluable and the village schoolmaster should become the leader of village uplift and village society.

The present agricultural population in most parts of the country is too large for the land available and there is an urgent demand for new land or irrigation of existing land. It is suggested that a land development organisation should be set up in each Province to carry out on a comprehensive scale various measures to bring new land under cultivation and increase the output from existing cultivation. An important subject connected with land development is the question of erosion. It is not a matter merely of dealing with badly eroded areas but of ensuring proper anti-erosion measures and controls over the whole of British India and the States, including forests, wasteland and cultivated land.

A Special Committee of the Imperial Council of Agricultural Research has already drawn up a plan for the development of agriculture and animal husbandry. It aims at increasing production by 50 per cent in ten years and ultimately by 100 per cent in 15 years. The capital expenditure envisaged is Rs. 10,000 million over the latter period with a recurring annual expenditure of Rs. 250 million. The plan makes recommendations regarding improvements in every field of rural activity and is under examination by Provincial Governments.

Basic Services.— The Central Advisory Board of Education's Scheme of compulsory, universal and free education in primary and middle stages is being actively examined in consultation with Provincial Governments. It is anticipated that the plans to be drawn up will be modelled on this scheme with such variations as Provinces find necessary.

A Committee on Public Health is preparing a comprehensive and rational public health and medical services policy for the country as a whole; and its report will form the basis of future policy.

A great deal of social and economic progress can be achieved through a well-planned development of the broadcasting and village cinema and loud-speaker services. The Report makes recommendations about their organisation on an all-India basis. Considerable emphasis is also placed on the development of a healthy co-operative movement.

Employment Policy.— It is recognized that the volume of employment will depend on the industrial, agricultural, public works and financial policies. Taken as a whole, they involve the most efficient utilization of natural resources and manpower and it will be one of the main concerns of the Central, Provincial and State Governments to see that such policies are actively pursued. The success of such policies will, however, largely depend on the contentment, health and efficiency of labour and steps will be taken to improve employment services and to extend social security, welfare and health schemes.

India's Share in World Shipping.— A good system of ~~communication~~ communications will be essential for the economic and social development of the country. The development of road communications will be

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performed vigorously, so as to secure a uniform and co-ordinated road system over the whole country. A programme for the rehabilitation and re-organisation of the railways has been drawn up and will be put into execution as early as practicable. Inland water transport, postal services and civil aviation facilities will also be extended considerably.

The acquisition of an adequate share in the world carrying trade should be the aim of ~~our~~ post-war shipping policy and to this end steps should be taken to secure for Indian shipping an increased share of the coastal trade, a substantial share in the near trade, a fair share in the Eastern trade, and a fair share also in the trade between ~~Indian~~ India and the United Kingdom, the Continent of Europe and North America.

(A copy of the Second Report of the Reconstruction Committee ~~has~~ was sent to Montreal with our Minute D.1/1341 /44 dated 9-11-1944).