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INTERNATIONAL LABOUR OFFICE  
INDIAN BRANCH

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Report for February 1942.

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

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NATIONAL LABOUR LEGISLATION

Government of India.-

The Workmen's Compensation (Amendment) Bill, 1942.

Sir A. Ramaswami Mudaliar, Commerce Member, Government of India, introduced a Bill on 11-2-1942 to amend the Workmen's Compensation Act. In 1939 the Workmen's Compensation Act, 1923 (VIII of 1923), was amended (vide page 1 of our September 1939 report) with a view to relieving shipowners of their liability to pay compensation to seamen under the Act in respect of war injuries for which a payment could be obtained under any scheme of compensation made by competent authorities in the United Kingdom. Such schemes made in the United Kingdom provide for payment of compensation to seamen serving on ships registered under the Merchant Shipping Act, 1894. The Central Government has now, in pursuance of a Resolution adopted by the Indian Legislature, made a scheme called the War Pensions and Detention Allowances (Indian Seamen) Scheme, 1942, providing for payment of compensation in respect of war injuries sustained by seamen serving on ships registered under the Bombay Coasting Vessels Act, 1838, or under the Indian Registration of Ships Act, 1841. It is therefore necessary further to amend the Workmen's Compensation Act so as to take away from seamen any right to claim compensation under that Act in cases where they are entitled to compensation under the scheme made by the Central Government. The present Bill is intended to secure this object.

*The Bill was passed by the Assembly on 16-2-42 & by the Council of State on 24-2-42. (The Gazette of India, Part I, dated 14-3-1942, pages 1 to 2.)*  
*Chindesahai Times 17-2-42 & the Bombay Chronicle 24-2-42*  
Government of India.-

Indian Merchant Shipping (Amendment) Bill, 1942.

An official Bill was introduced in the Central Assembly on 11-2-1942 to amend the Indian Merchant Shipping Act, 1923, for the following purpose. The United Kingdom Compensation to Seamen (War Damage to Effects) Scheme, 1939, as amended, has been extended to the personnel of British ships registered in India under the Merchant Shipping Act, 1894, and a separate but closely similar scheme, called the Compensation to Indian Seamen (War Damage to Effects) Scheme, 1942, has been instituted by the Central Government for the personnel of ships registered under the Indian Registration of Ships Act, 1841, or under the Bombay Coasting Vessels Act, 1838. As a result, mariners (that is to say, the Master and members of the crew) of ships registered in British India, who sustain war damage to their effects, are entitled to compensation from the State. Under section 58A (1) (b) of the Indian Merchant Shipping Act, 1923 (XXI of 1923), however, an Indian seaman who is employed on a ship registered in British India and whose service terminates before the date contemplated in the agreement by reason of the wreck or loss of the ship is also entitled to receive compensation for loss of effects from his employers. To prevent the possibility of double claims, it is proposed to amend the Indian Merchant Shipping Act, 1923, so as to take away from Indian seamen any right to receive

compensation under that Act in cases where they are entitled to claim compensation under the Compensation to Seamen (War Damage to Effects) scheme or under the Compensation to Indian Seamen (War Damage to Effects) scheme, 1942.

(The Gazette of India, Part V, dated 14-2-1942, page 3).

The Bill was taken up for consideration on 16-2-1942 and adopted by the Assembly the same day. (The Hindustan Times, 17-2-1942.)

The Council of State adopted the Bill on 28-2-1942. (The Statesman, 24-2-1942.)+

#### Government of India.-

##### Draft Oil-fields Regulations, 1942. +

The Government of India has gazetted the draft of the Oil-fields Regulations, 1942, which it proposes adopting. The Regulations provide for (1) the submission of annual returns by oil-field managements relating to details of the oil-field, labour force, wages, accidents, epidemic diseases, details of electric apparatus and output, (2) notice being given to various government authorities of mining operations, abandonment of discontinuance, re-opening, change of name of ownership, and appointment of agent or manager, and (3) for the Mining Inspector being urgently informed of all cases of accidents and death from accidents. The Regulations also deal with the responsibilities of owners in the appointment of managers, and of managers in the appointment of subordinates and the need for daily examination of machinery, apparatus and fittings. Rules regarding precautions against fire and other safety measures are also laid down.

The draft is to be taken into consideration by 15-5-1942.

(Notification No. M 1265 dated 31-1-1942; The Gazette of India, Part I, dated 7-2-1942, pages 300 to 306.)+

#### Government of India.-

##### Weekly Holidays Bill, 1941.

Reference was made at page 1 of our September 1941 report to the Weekly Holidays Bill, 1941, providing for weekly holidays to employees in shops, restaurants, theatres, etc., introduced in the Central Assembly on 27-10-1941. On 11-2-1942, Mr. Prior, Secretary, Department of Labour, Government of India, moved in the Central Assembly that the Bill be referred to a Select Committee.

In the debate on the motion, Mr. N.M. Joshi complained that the Bill was not comprehensive enough and did not, for instance, regulate the hours of work or prohibit employment of children or six hours of opening and closing. He suggested that Government should have given power to provincial Governments to extend the application of the provisions of the Bill to other occupations.

Sir Henry Gidney strongly pleaded for the employees of banks getting a weekly holiday, while Mr. Bajerla objected to countrywide legislation in the matter and asked that it should be left to each shop and establishment and not to the provincial Government to fix a holiday according to its convenience and the convenience of customers.

Mr. Lalchand Navalrai demanded that the Bill should be made applicable to the whole of India without any option being left to provincial Governments.

Mr. Prior replying said that they felt that they went far enough if they gave power to provinces to apply a moderate act of benefit to a moderate number of people. It was possible under the Bill for provinces to go further; and he assured the House that the Bill would not interfere with provincial legislation already passed. Mr. Prior's motion for reference of the Bill to a Select Committee was accepted.

(The Hindustan Times, 12-2-1942.)

#### Government of India.-

#### Industrial Statistics Bill, 1942. \*

On 27-2-1942, Sir A. Ramaswami Mudaliar, Commerce Member, Government of India, introduced in the Central Assembly the Industrial Statistics Bill, 1942, providing for the collection of statistics of certain kinds relating to industries. It has been felt for some time, by both the Central and Provincial Governments, that the quantity and nature of reliable information in regard to the progress of industries and of labour conditions available to them has been inadequate and that steps should be taken to effect an improvement in the matter. It was realized that the most important step necessary was to provide for a fuller compilation of industrial statistics. The limit of what could be achieved in this respect by relying merely on goodwill and the voluntary supply of information had been reached, and legislation was therefore considered to be necessary. The matter was placed before the Eleventh Industries Conference in December 1939 and the Conference of Labour Ministers held in January 1940. Both these bodies were of the opinion that the collection of statistics relating to industries and labour was most desirable and recommended that the Central Government should undertake legislation on the subject.

The Bill provides that Provincial Governments may organise the collection of statistics relating to any of the following matters. (a) any matter relating to factories, (b) any of the following matters so far as they relate to welfare of labour and conditions of labour, namely:- (i) prices of commodities, (ii) attendance of labour, (iii) living conditions of labour, (iv) loans to workers from money-lenders, (v) rents of dwelling-houses of workers, (vi) rates of wages, (vii) provident funds and other benefits provided for labour, (viii) Hours of work, (ix) employment and unemployment, and (x) industrial and labour disputes.

The scope of the compilation has found unanimous acceptance by all the Provincial Governments and the Bill is designed to enable Provincial Governments to collect information and to frame rules for the purpose. It is proposed that with a view to securing uniformity

in the procedure and the method to be adopted in collecting information, directions may be issued by the Central Government under section 126 (2) of the Government of India Act, 1935, where necessary.

(Summarised from copy of the Bill supplied to this Office with the Agenda papers relating to the Budget session of the Central Assembly).

The Bill was referred to a Select Committee on 5-3-1942.

(The Hindustan Times, 6-3-1942.)

Assam.-

Draft Rules re. Persons Exempted from Restrictive Provisions of the Factories Act.

The Assam Government has gazetted the draft of certain Rules under the Factories Act defining the conditions under which exemptions from the hours of work and allied provisions in the Factories Act are to be allowed. Unqualified exemption is to be granted for urgent repairs; qualified exemption is to be given to engine and boiler men, maintenance, packing, despatching and receiving workers, <sup>and</sup> workers in certain classes of continuous processes. In all cases, except work of urgent repairs, workers should not be allowed to work for more than 66 hours in a week.

The draft is to be taken into consideration by 18-5-1942.

(Notification No. GGN.84/42/3 dated 14-2-42:  
The Assam Gazette, Part II, dated 18-2-1942,  
pages 124 to 126.)

Bihar.-

Wound and other Extraordinary Pensions Rules.

The Bihar Government has amended the Provincial Civil Service Regulations so as to provide for the grant of wound and other extraordinary pensions. The rules apply to all persons paid from civil estimates, other than those to whom the Workmen's Compensation Act, 1923, applies, whether their appointment is permanent or temporary, ~~on~~ on time-scale of pay or fixed pay or piece-work rates, who are under the rule-making control of the Provincial Government. The Rules provide for the grant of gratuities, or pensions on the lines of the U.P. Civil Service (Extraordinary Pensions) Rules, 1941 (vide page 3 of the June 1941 report of this Office.).

(Notification No. 913-F dated 2-2-1942:  
The Bihar Gazette, Part II, dated  
4-2-1942, pages 84 to 97.)

Madras

Madras

Application of Factories Act to Certain Classes of  
Smaller Concerns.

In exercise of the powers conferred by sub-sections (1) and (2) of section 5 of the Factories Act, 1934 (XXV of 1934), and in supersession of all previous notifications on the subject, the Governor of Madras has declared that the provisions of the Factories Act specified in the third column of the schedule below applicable to factories shall apply to the classes of places in the Province of Madras specified in the corresponding entries in the first column of the said schedule whenever the number of workers ~~is~~ working therein is, or has been on any one day of the twelve months immediately preceding the date of this notification, not less than the number specified in the corresponding entries in the second column thereof:-

SCHEDULE.

<u>Class of places</u>	<u>Number of workers employed</u>	<u>Provision of the Act.</u>
(1)	(2)	(3)
1. All places wherein process of groundnut decorticating is carried on with the aid of power.	10	The whole Act.
2. All places wherein the process of rice-milling is carried on with the aid of power.	10	The whole Act.
3. All places wherein the manufacture of matches is carried on with or <del>without</del> without the aid of power.	10	The whole Act.
4. All places wherein the manufacture of confectionary is carried on with or without the aid of power.	10	The whole Act.
5. All places wherein paper printing or binding is carried on with or without the aid of power.	10	The whole Act.
6. All places wherein the process of type-casting is carried on with or without the aid of power.	10	The whole Act.
7. All places wherein engineering or blacksmithing work is carried on with or without the aid of power.	10	The whole Act.
8. All places wherein the process of tanning of skins or hides is carried on without the aid of power.	20	Sections 2 to 4, 9 to 14, 16 to 23, 25, 26, 30 to 32, 34 to 77 and 81.
9. All places wherein the process of cleaning of wool is carried on without the aid of power.	20	Do.



<u>Class of places</u>	<u>Number of workers employed.</u>	<u>Provision of the Act.</u>
10. All places wherein cashewnuts are handled without the aid of power.	20	Sections 2 to 4, 9 to 14, 16 to 23, 25, 26, 30 to 32, 34 to 77 and 81
11. All places wherein coffee seed is garbled without the aid of power.	20	Do.

(Notification No. 37; G.O. Ms. No. 336, P.W. (Labour) dated 4-2-1942; The Fort St. George Gazette, Part I, dated 10-2-1942, pages 167 to 168.)

Madras.-

Draft Madras Industrial Disputes Bill, 1942.

The Government of Madras has published the draft of the Madras Industrial Disputes Bill, 1942, which seeks to make provision for the promotion of peaceful and amicable settlement of industrial disputes by conciliation and arbitration and for certain other purposes. In the ~~the~~ statement of Objects and Reasons appended to <sup>the</sup> Bill, it is pointed out that the recent bus strike in the City of Madras and the strikes in industrial areas in the Province have revealed the ~~the~~ ineffectiveness of the existing machinery to deal satisfactorily with industrial disputes. (Under the Trade Disputes Act, 1926, the findings of a Court of Inquiry or Board of Conciliation are only recommendatory. Even if the parties to an industrial dispute agree to arbitration they can enforce the award of the arbitrator only by going to a civil court.) With a view to prevent production in factories from being hindered by ~~prolonged~~ protracted strikes and lock-outs, it is ~~considered~~ considered necessary to introduce legislation providing, among other ~~things~~ things for compulsory arbitration.

Exemptions.- The Bill does not apply to industries which are conducted or carried on by or under the control of the Central Government or by the Federal Railway Authority or by a railway company operating a Federal Railway. The provisions of the Bill will apply mainly to major industries employing not less than 250 persons.

Conciliation Machinery.- Conciliators will be appointed by the Government for ~~the~~ such areas as they think fit. It will be the duty of the conciliators to bring about a settlement of an industrial dispute within their jurisdiction. The Commissioner of Labour, Madras, will be the Chief Conciliator and his jurisdiction will extend to the whole of the Province. Every employer should submit to the Chief Conciliator a statement of the standing orders regulating the relations between him and his employees in respect of industrial matters. The Chief Conciliator will scrutinize these standing orders

and if he finds that any standing order does not comply with the provisions of the laws and regulations applicable to the industry concerned, he can direct the employer to modify the standing order so as to bring it into accord with such laws and regulations.

**Arbitration Machinery.-** There will be a Court of Arbitration for the Province, consisting of a Judge of the High Court of Madras nominated by the Government in consultation with the Chief Justice. Where conciliation has failed, either of the parties to an industrial dispute may submit the dispute to the Court of Arbitration. The Government have also the power to refer any industrial dispute to the Court of Arbitration in certain circumstances, irrespective of the number of persons employed in the industry concerned. Arbitration proceedings will be held by the Judge of the Court of Arbitration either sitting singly or in cases where the Government so direct with the aid of two assessors appointed by the Government. The assessors will be persons possessing special knowledge of the industry concerned or of labour conditions generally and may be either officials or non-officials. The decision of the Court of Arbitration on a reference made to it will be final and binding on all the parties concerned and cannot be called in question in any court of law.

**Illegal Strikes and Lock-outs.-** A provision has been made in the Bill specifying when strikes and lock-outs will be illegal. A strike or lock-out is illegal if it is commenced or continued (a) without 15 days' notice to the employer (or employees as the case may be), (b) in contravention of the ~~proceeding~~ procedure laid down in the Bill in respect of changes in standing Orders, (c) during conciliation or arbitration proceedings, and (d) in contravention of the terms of a settlement of an award.

**Relation to All-India Legislation.-** The provisions of the Bill will not affect any of the provisions of the Trade Disputes Act, 1929. No conciliation or arbitration proceeding can be held under the provisions of the Bill in respect of any matter or dispute when proceedings in respect thereof under the Trade Disputes Act, 1929, are pending.

The Bill is to be taken into consideration by 20-3-1942.

(The Fort St. George Gazette, Part IV-A, dated 17-2-1942, pages 3 to 18.)

#### Punjab.-

##### Extension of the Punjab Trade Employees Act to Certain Classes of Shops in Urban Areas.

The Punjab Government has gazetted the application of the Punjab Trade Employees' Act, 1940, to all shops at Ludhiana, Sialkot, Okara and Multan which have been licensed under the Punjab Excise Act, 1914, the Opium Act, 1878, and the Dangerous Drugs Act, 1930. Hotels, restaurants and bars as well as Chemists and Druggists shops will, however, be exempt as they are covered by item (1) of the Schedule to the Act.

(Notification No. 7343-I. & L.41/5382 dated 31-1-1942: The Government Gazette, Punjab, Part I, dated 6-2-1942, page 123.)

Baroda.-Shop Legislation in Baroda State:  
Bill referred to Select Committee.

On 5-2-1942, Mr. Tambe introduced his Bill for regulating the conditions of work of trade servants (shop assistants, etc.) in the Baroda State Legislative Assembly; the Bill was referred the same day to a Select Committee for report.

(The Times of India, 9-2-1942.)+

Gwalior State.-

Labour Legislation in Gwalior:  
The Fatal Accident Act, 1942; The Employers' Liability Act, 1942;  
The Employment of Children Act, 1942.

The Government of Gwalior State has recently adopted the following measures of labour legislation: The Fatal Accident Act, the Employers' Liability Act and the Employment of Children Act.

The Fatal Accident Act provides for claiming of damages in case of death of a workman by the survivors. The Employers' Liability Act provides for compensation to workmen by employers in case of personal injury. The Employment of Children Act legislates against employment of children of tender age in certain industries or occupations.

(The Hindu, 6-2-1942.)+

CONDITIONS OF WORK

General

Labour Conditions in Indian Mines, 1940.\* ✓

Number of Persons Employed.- During the year 1940 the daily average number of persons working in and about the mines regulated by the Indian Mines Act was 328,196, as compared with 305,344 in the previous year. The increase was 22,852 persons, or 7.48 per cent. Of these persons 156,238 worked underground, 83,585 in open workings and 88,373 on the surface. The number of men who worked underground, in open workings and on the surface and the women who worked in open workings and on the surface were as follows:-

	<u>Men</u>		<u>Women</u>	
	1940	1939	1940	1939
Underground ...	156,238	146,827	..	..
In open workings	53,344	50,306	30,241	26,353
Surface ...	61,476	57,765	26,897	24,093
<b>Total</b>	<b>271,058</b>	<b>254,898</b>	<b>57,138</b>	<b>50,446</b>

Distribution of Workers: Coal Mines.- The daily average number of persons employed in coal mines was 209,173 which is 7,184 more than the number employed in 1939. Of these persons 54,327 were males employed in cutting coal, 35,560 were males employed as loaders of coal and 24,680 were women. The increase in the daily average number of persons employed in coal mines in 1940 as compared with 1939, is in proportion to the greater quantity of coal produced. Annual returns received of the number of persons actually at work and also of persons who should ordinarily have been at work but were absent on a selected day in February of each year show that on the day selected 272,313 persons were either at work or were prevented from attending work. This figure is 63,140 more than the average number of persons employed in coal mines during 1940.

Workers in other Mines.- The number of persons employed in metalliferous (including mica, stone, clay and salt) mines was 119,083 which is 15,668 more than the number employed in 1939. 86,565 were men and 32,458 were women.

Average Output of Coal per Person.- Figures of average output of coal per person in 1940 show that for British India as a whole, it was 181 tons in underground and in open workings and 125 tons in above and below ground as against 179 tons and 124 tons respectively in 1937-38. There was a general increase in the average output of coal per person employed except in Baluchistan, Assam and the Punjab. In comparing the figures with similar figures in other countries it should be remembered that both men and women are employed in Indian coal mines.

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\* Indian Mines Act, 1923. Annual Report of the Chief Inspector of Mines in India for the year ending 31st December 1940. Printed by the Manager, Government of India Press, Calcutta. 1941. pp.191

Accidents.- During the year 1940 42 mines regulated by the Indian Mines Act, 1923, there were 261 fatal accidents which is less than in 1939, and 33 more than the average number in the preceding five years. In addition to the fatal accidents there were 1,410 serious accidents, involving injuries to 1,442 persons, as compared with 1,380 serious accidents, involving injuries to 1,410 persons in the previous year. 315 persons were killed and 1,483 persons were seriously injured. The latter figure includes 41 persons injured in fatal accidents. The number of persons killed was 29 more than in 1939. 305 persons killed were men and 10 were women. In addition, it was reported that 12,800 persons received minor injuries.

Causes of Accidents.- There was an increase in the death rate of men employed underground and on the surface and a decrease in open workings. With respect to women there was an increase in the death rate in open workings and a decrease on the surface. The causes of the fatal accidents have been classified as follows:-

	<u>No. of fatal accidents.</u>	<u>Percentage of total number of fatal accidents.</u>
Misadventure	197	75.48
Fault of deceased	21	8.05
Fault of fellow workman	10	3.83
Fault of subordinate officials.	20	7.66
Fault of management	11	4.21
Faulty material	2	.77
	<u>261</u>	<u>100.00</u>

Inspections and Prosecutions.- During the year 1,181 mines were inspected, many of them being inspected several times. 3,227 separate inspections were made. The cause and circumstances of nearly all fatal accidents and serious accidents of importance, and all complaints of breaches of regulations and rules were investigated. Many inspections were made at the invitation of mine-owners, superintendents and managers desirous of obtaining ~~advice~~ advice of safety matters. In the major coalfields a large portion of the time of the Inspectors was occupied in investigating cases of actual or threatened damage to dwellings and roads by reason of the underground working of coal mines, in dealing with underground fires and in examining protective works against risk of inundation. In addition, a large number of inspections of the sanitary conditions at mines were made by medical officers as ex-officio Inspectors of Mines.

During the year, 61 prosecutions were launched involving 124 persons; 77 of the persons prosecuted were convicted. The case against 17 was pending at the end of the year, while that against 23 was withdrawn or dropped; 6 were acquitted and one died during prosecution.

Cost of living Enquiry.- In the period of May to August, 1940, a special officer, appointed by the Government of India, held an enquiry into the cost of living of labourers in the Jharia coalfield, the level of wages and changes in cost of living due to war conditions.

Protective Equipment.- Reference was made in the Annual Report for 1939 to the use of "safety hats" made of bamboo at a number of mines in the Jharia and Raniganj coalfields (vide page 11 of our February 1941 report). These hats are supplied to the workers free and their use is steadily increasing. At one group of mines in the Jharia coalfield an average of 2,665 bamboo hats were worn in each relay during 1939, whereas in 1940 at the same mines, 4,448 hats were worn.

Anti-Leprosy Work.- Anti-leprosy work was carried out by the Board of Health in co-ordination with the Asansol Leprosy Relief Association. The total number of cases was found on survey to be 5,622, of whom 1,290 were infectious. The incidence in collieries is 0.8 per cent., while in rural areas it is 1.7 per cent. All the collieries and the majority of villages are thoroughly surveyed by trained Leprosy Assistants once a year for detection of fresh cases in addition to periodic home-visiting which includes examination of contacts and advice about home isolation. 7,762 students were examined in 142 schools and the incidence was found to be 1.6 per cent. As a result of treatment in fifteen Leprosy clinics 3,116 registered cases, 91 were discharged, 195 became symptom-free while 71 infectious cases became non-infectious. → ✓

12

ECONOMIC CONDITIONS

Budget of Government of India for 1942-43:

War Expenditure Rs. 4 million per day.

The Budget of the Government of India for 1942-43, excluding the railways, was presented in the Central Legislative Assembly on 28-2-1942 by Sir Jeremy Raisman, the Finance Member. The budget disclosed a revenue deficit of Rs. 170 millions for 1941-42 and a prospective deficit on the present basis of taxation of Rs. 470 millions next year. The fiscal proposals to meet this large deficit revealed that only Rs. 120 millions are to be raised by additional taxation and that Rs. 350 millions are to be covered by borrowing.

Defence Expenditure;- Rs. 4 million a day.- The revised estimate of Defence expenditure of 1941-42 is placed at Rs. 1020 millions. This expenditure for 1942-43 is estimated at Rs. 1330 millions. The Finance Member stated that this was only a fraction of the total sum being spent in India on the war, and announced that the expenditure on Defence Services and Supplies that the Government of India expected to recover from His Majesty's Government, under the operation of the Financial Settlement, would exceed Rs. 4000 millions in 1942-43. The defence expenditure of the Government of India is estimated at Rs. 4 millions per day.

Budget Figures.- The following table gives the budget figures at a glance:-

Revised Estimates for 1941-42

Revenue	...	...	1296.2 millions
Expenditure	...	...	1468.9 millions
Deficit	...	...	172.7 millions

Budget Estimates for 1942-43.

Revenue	....	...	1400.0 millions
Expenditure	....	...	1870.7 millions
Deficit	....	...	470.7 millions
Fresh taxation	...	...	120.0 millions
Net Deficit	...	...	350.7 millions

Defence Expenditure - 1942-43.

Revised Estimates for 1941-42	1024.5 millions
Budget estimates for 1942-43	1330.0 millions

New Taxation Measures.- The new taxation measures taken, by which Rs. 120 millions of the total deficit of Rs. 470 millions will be covered, include:

(1) Increase in income-tax; a portion of the tax will, however, be funded for repayment after the war for assesses with incomes not exceeding Rs. 6,000. The taxable level is reduced to Rs. 1,000, but the assesses in this class can escape its incidence by paying a slightly larger amount into the Defence Savings Bank Account.

(2) An emergency surcharge of one-fifth on all customs

import duties, with a few exceptions. The duty on petrol is to be ~~import~~ increased from 12 annas to 15 annas. The excise duty on kerosene will be raised to the enhanced import duty.

(5) Increase in postal and telegraph rates, the letter rate being raised to 6 pice, the postcard remaining unchanged. Minimum rates for ordinary telegrams have been raised to 12 annas.

Points of Interest in Budget Speech.- In his speech introducing the budget, Sir Jeremy Raisman, the Finance Member, dealt with the major features of the industrial advance made by India because of war conditions and the intensified pressure of the forces resulting directly from the war situation upon the economic structure of the country. The following are relevant extracts from the speech:

Agriculture and Raw Materials.- "So far as agriculture and raw materials are concerned, the situation can most easily be judged in the light of the course of prices. Over the greater part of the fiscal year, the price-level has been rising sharply and indeed, the widespread demand for the control of prices is a confirmation of the strain which increased purchasing power in the hands of consumers, on the one hand, and the diversion of resources to the war effort, on the other hand, is imposing upon the economy of India. The full utilisation of the country's productive powers which, incidentally, are becoming increasingly diversified, has its counterpart in growing incomes and increased opportunities for employment. That is the favourable aspect of the war on the economic side. The growing shortages, the necessity for doing without, the sacrifices which all classes of community are now called upon to undergo - these, which are the inevitable consequences of the immense wastages which modern war involve - are the less welcome aspects of the economic situation. On the whole, however, this country has been fortunate; the balance has so far been greatly to her advantage. The fact that it has been possible during this period to wipe off virtually the whole of India's external debt shows that the country's overseas trade, in spite of all the obstacles presented by the shortage of shipping, has been amply maintained."

Industrial Advance.- Dealing with industrial development, he said: "Close relations have been established with the Indian Cotton Textile Industry, and by co-operation between the Directorate General of Supply and a Panel representing the Industry bulk purchases have been arranged on a very large scale. Something like 700 million yards of cotton textiles will be purchased during the year 1942-43. The Clothing Factories, multiplied ten-fold since the outbreak of war, are turning out more than 8 million garments a month. A new Parachute Factory has been set up, and the first Indian-made Statichutes have ~~been~~ passed their trials satisfactorily. The production of web equipment is being rapidly stepped up, and the output of leather goods has increased thirty-fold. Enormous quantities of timber are being extracted from the Indian forests, and a considerable sewing industry has been established which provides employment for a large number of people. Many new chemicals have been produced for the first time in India, and Indian sulphur will shortly be on the market. The Directorate General of Munitions Production has launched satisfactorily a large number of new projects. As a result of the recommendations of the Roger Mission, approval has been given to some 20 new projects involving in all a capital outlay estimated at roughly Rs. 120 millions, and these are now in various stages of execution. These projects involve the establishment of new factories



and the expansion of old ones for the production in India of weapons, ammunition, steel, and other stores in urgent demand for war purposes. The load on trade and railway workshops has also been substantially increased. Apart from fabricated engineering stores, the tonnage of which is very considerable, the output includes a large range of military requirements from armoured fighting vehicles and small auxiliary naval craft down to camp kettles. Steam-driven marine engines are in production, and India has made ~~xx~~ her first electric transformers. These results have been achieved by the ready co-operation of industrial concerns throughout India and of the Railway Administrations."

War Time Control Measures.- "There has also been an inevitable expansion in other spheres of Government administration to deal with special wartime problems. A Chief Controller of Imports has been appointed to regulate the Import Trade Control scheme; we have had to set up the Wheat Commissioner and the Controller of Coal Distribution and their staffs. An organisation has had to be created to administer the Petrol Rationing scheme and a Secretariat staff has been recruited for the (Post-War) Reconstruction Committee. The estimates also include Rs. 14.1 millions which have to be provided for setting aside additional War Risks insurance premia on goods."

Technical Training.- Dealing with the steps taken by the Government to accelerate technical training, he said: "The original Technical Training Scheme by which 15,000 men were to be trained for the technical branches of the Defence Services and Ordnance and Munitions factories has since been expanded to provide for the training of 48,000 men by the end of 1942-43. This is to cost Rs. 20 millions. A further expansion costing about ~~xxxxx~~ Rs. 2 millions is also being undertaken to meet the need of civil industry."

Excess Profits Tax.- "As regards the Excess Profits Tax, it is proposed to retain the existing rate of 66 $\frac{2}{3}$  per cent. to be levied on the profits of a further period of one year. Here also, however, we have introduced a new feature..... We feel that there is great force in the argument for the supreme importance of building up a reserve for the rehabilitation and re-equipment of national industries after the war. There is also a strong case for immobilising during the period of the war as much as possible of the excess profits earned and preventing postponable private expenditure from exerting an undesirable influence on the price level. To assist in securing these objects we are prepared to contribute an amount up to but not exceeding 1/10th of the net excess profits tax ultimately paid at the rate of 66  $\frac{2}{3}$  per cent., provided that the assessee deposits a sum equal to double this amount. The contribution thus placed in reserve by the assessee will be repayable within 12 months of the end of the war and will in the meantime earn simple interest at the rate of 2 per cent. per annum. The portion contributed by the Government will also be paid out after the war at such time and subject to such conditions as may hereafter be determined. Advice on the formulation of these conditions will be sought from the Post-War Reconstruction Committee."

(The Gazette of India Extraordinary  
dated 28-2-1942.)+✓

15

Railway Budget for 1942-43:  
Huge Surplus owing to War Conditions.

On 18-2-1942, Sir Andrew Clow, Railway Member, Government of India, presented in the Central Legislative Assembly the Railway budget for 1942-43. The actuals of 1940-41, the revised estimates of 1941-42, and the budget estimates of 1942-43 are given below:

1940-41	...	...Rs.184.6 millions (actual surplus)
1941-42	...	...Rs.262.0 millions (revised estimate of surplus)

Estimates for 1942-43

Revenue	...	Rs. 1284.7 millions
Expenditure	...	Rs. 1005.2 millions
Surplus	...	Rs. 279.5 millions

The budget estimate for 1942-43 assumes traffic receipts of Rs. 1255 millions, Rs. 15 millions less than in the current year. Total working expenses will amount to Rs. 707.5 millions about Rs. 22.5 millions less than the current year. Of the surplus of Rs. 279.5 millions, Rs. 201.3 millions will be transferred to general revenues, and Rs. 78.2 millions to the depreciation fund in repayment of loans.

State Railways Staff - 500,000.- The gross total works programme <sup>1942-43</sup> is slightly over Rs. 345 millions, including Rs. 200 millions for the purchase of the Bengal and North-Western and Rohilkund and Kumaon railways and two small branch lines. As a result of their purchase, and the purchase during this year of the Assam-Bengal and the Bombay, Baroda and Central India railways, the entire railway system of Northern India will, with the exception of unimportant light railways and some lines owned by Indian States, come under State management. The mileage under State management will increase from 17,000 miles to 24,000 miles and the number of railway employees in the service of the State will increase from 390,000 to over 500,000. The rest of the provision is, as usual, for track renewals, bridges and other structural works, rolling stock and an increase in the stores balance.

Effect of War Conditions.- In his speech introducing the budget, Sir Andrew Clow pointed out that the apparent prosperity of the railways, as indicated by huge surpluses, was entirely due to war conditions and should not be regarded as permanent. Dealing with other effects of the war on Indian railways, he pointed out how, on the one hand, railways had to meet increasing demands on account of an unprecedented increase in military traffic, production of supplies at an ever-increasing speed and the contraction of alternative means of transport and how, on the other, they had, besides facing difficulties in renewing their assets, to give up rolling stock and rails to meet defence requirements, which were difficult to replace, and to spare experienced personnel in growing numbers for military or ancillary services. Besides supplying rails from stock and rails set free by relaying, over 500 miles of railway line would be dismantled this year. He added that with the rising intensity of the war effort, there was little prospect of the railways meeting more than a proportion of the demands made upon them.

(The Statesman, 19-2-1942.) ✓

Manufacture of Internal Combustion Engines:  
Government of India appoints Exploratory Committee. ✓

An Exploratory Committee under the chairmanship of Mr. J.C. Mahindra has been set up by the Government of India to examine the production of components or complete internal combustion engines offering prospects of immediate development with particular reference to war demands and the future development of an internal combustion engine industry in this country. Investigations, following the circulation of a questionnaire to Indian firms interested in internal combustion engines, have shown that four firms are manufacturing such engines and that a large number of small workshops manufacturing component parts of ferrous and non-ferrous material for standard engines are scattered all over the country. The firms are, however, experiencing difficulties in obtaining special steel and other component parts, normally imported, to build complete engines. The High Commissioner for India, London, has been requested to ascertain whether British manufacturers will be willing, and, if so, on what conditions, to aid in this scheme by offering their standard makes of engines under licence so that Indian resources may be fully utilised.

(The Hindu, 12-2-1942.) ✓

Central Transport Organisation for India:  
Government of India's Decision.

Early in February 1942 the Government of India announced in a communiqué its decision to establish a Central Transport Organisation. The communiqué points out that railways are finding it increasingly difficult to carry public goods traffic in certain directions owing to essential demands from the defence services and that certain passenger services have had to be cancelled. It is deemed necessary, therefore, to make the fullest use of road and other forms of transport to relieve the situation. These forms of transport fall within the executive sphere of the provinces, but the Government of India decided to set up a Central Transport Organisation to devise means for achieving this object in consultation with Provincial Governments, Provincial Transport Boards, and the Railways. The Organisation is to be part of the Department of Communications and, in addition to the officer in charge, is to include the petrol rationing officer, and a technical officer to deal with questions relating to the use of alternative fuels, particularly producer gas.

A survey of the transport situation is to be made immediately and special officers will then advise provinces how to co-ordinate rail and road transport, where to use buses and where country carts. An important function of the central organisation will be to examine the question of alternative fuels, such as gas and power alcohol. It is recognised that as 75 per cent. of petrol is consumed by buses there would be a great saving of petrol if these vehicles can use an alternative fuel. Madras is making headway by using producer gas. Experience of the United Provinces in the use of power alcohol will be drawn on to increase production of this fuel from molasses. An important change which may be carried out is that previous restrictions on long runs by buses may be relaxed.

(The Indian Railway Gazette, February 1942, and the Statesman 7-2-1942.) ✓

17

Industrial Development of Indian States:  
Bank Established in Bombay. ✓

Reference was made at pages 19 to 20 of our October 1941 report to the move initiated in Central Indian States to set up an Organisation and Bank to promote intensive industrialisation of Indian States and to finance the industrial ventures. In furtherance of the latter aim, it is understood that a bank with an authorised capital of ~~Rs.~~ Rs. 20 millions was registered in Bombay on 10-2-1942. The Jam Saheb of Nawanagar, Chancellor of the Chamber of Princes, is the patron of the bank, which has received the support of several princes of Central India and Kathiawar. The scheme envisages co-operation between the representatives of the Indian States and leading business men in British India.

Besides the usual banking business, this bank will undertake rural development work and the development of new industries within the States. It will also foster insurance and undertake the regulation of inter-State tariffs. The promoters of the bank propose to introduce modern transport facilities on a well-planned basis to facilitate industrial development in Indian States.

(The Times of India, 14-2-1942.) ✓  
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Working Class Cost of Living Index Numbers for Various Centres in India in October and November 1941. \*

The index numbers of the cost of living for working classes in various centres of India registered the following changes during October and November, 1941, as compared with the preceding month:

Bombay.- The index number (base: year ending June 1934) of the cost of living for working classes in Bombay for October 1941 fell by 4 points to 125 as compared with the previous month; in November 1941 it rose by 1 point to 126. The average for the calendar year 1940 was 112 as compared with 106 for 1939.

Ahmedabad.- The index number (base: year ending July 1927) of the cost of living in Ahmedabad during October 1941 remained stationary at 92, but in November 1941 advanced by 2 points to 94. The average for 1940 was 79 as against 73 for the preceding year.

Sholapur.- The index number (base: year ending January 1928) of the cost of living in Sholapur during October 1941 was not available; in November 1941 it rose by 5 points to 95.

Nagpur.- The index number (base: January, 1927) of the cost of living in Nagpur in October 1941 remained stationary at 80 as compared with the preceding month; in November 1941 it rose by 4 points to 84. The average for 1940 was 70 as against 63 for 1939.

Jubbulpore.- The index number (base: January 1927) of the cost of living in Jubbulpore during October 1941 remained stationary at 80; but in November 1941 rose by 2 points to 82. The average for 1940 was 67 as against 59 for 1939.

Madras.- The index number (base: year ending June 1936) of the cost of living in Madras during October 1941 remained stationary at

115, but in November 1941 it rose by 3 points to 118. The average for 1940 was 107 as against 100 for 1939.

Vizagapatam.- The index number (base: year ending June 1936) of cost of living in Vizagapatam during October 1941 fell by 2 points to 118 as compared with the previous month; in November 1941 it rose by 1 point to 119.

Ellore.- The index number (base: year ending June 1936) of cost of living in Ellore during October 1941 fell by 2 points to 123 as compared with the previous month and remained stationary at 123 in November 1941.

Bellary.- The index number (base: year ending June 1936) of cost of living in Bellary during October 1941 remained stationary at 118, but rose by 3 points to 121 in November 1941.

Cuddalore.- The index number (base: year ending June 1936) of cost of living in Cuddalore during October 1941 rose by 1 point to 116, but fell by 1 point to 115 in November 1941.

Coimbatore.- The index number (base: year ending June 1936) of cost of living in Coimbatore during October 1941 fell by 4 points to 112, but rose by 3 points to 115 in November 1941.

Madura.- The index number (base: year ending June 1936) of cost of living in Madura during October 1941 fell by 1 point to 114, but rose by 3 points to 117 in November 1941.

Trichinopoly.- The index number (base: year ending June 1936) of cost of living in Trichinopoly during October 1941 remained stationary at 114, but rose by 3 points to 117 in November 1941.

Calicut.- The index number (base: year ending June 1936) of cost of living in Calicut during October 1941 rose by 6 points to 126, and rose further by 1 point to 127 in November 1941.

Cawnpore.- The index number (base: year ending August 1939) of cost of living in Cawnpore during October 1941 rose by 1 point to 134, and by 9 points to 143 in November 1941. The average for 1940 was 111.

(Extracted from the Monthly Survey of  
Business Conditions in India, October and  
November 1941 issue.)

Schemes of Compensation for War Injuries and War Damage to Effects. ✓

Reference was made at page 44 to 46 of our February, 1941, report to the resolution adopted by the Central Assembly on 25-2-1941 to establish schemes providing for the payment from Central Revenues of compensation in respect of war injuries and war damage to effects sustained during the period of the present emergency by masters and seamen employed on sea-going service on ships registered in British India under the Bombay Coasting Vessels Act, 1838, or under the Indian Registration of Ships Act, 1841. In pursuance of this resolution, the Central Government has framed schemes of compensation on substantially on the same lines as the War Pensions and Detention Allowances (Indian Seamen, etc.) Scheme, 1941, adopted by the Minister of Pensions, Great Britain on 14-10-1941 and the Compensation to Seamen (War Damage to Effects) Scheme, 1939, adopted by the Board of Trade and the Minister of Shipping (vide pages 31 to 32 of our January 1942 report).

(Resolution No. 275-M.II (20)/41-War, dated 14-2-1942: The Gazette of India, Part I, dated 14-2-1942, pages 329 to 333.) + ✓

21

PROFESSIONAL WORKERS, SALARIED EMPLOYEES AND PUBLIC SERVANTS

Leave Rules for Permanent Staff in Government of India Presses. ✓

2 The Government of India has gazetted Rules to regulate the leave respectively of permanent salaried industrial employees below the grade of Overseer who entered Government service during the period 6th September 1928 to 15th July 1931, and of permanent piece-workers who entered Government service prior to 16th July 1931, in the Government of India Presses. These rules apply only to Government servants whose service is classed as Superior under Article 396, Civil Service Regulations. A brief summary of the Rules is given below:-

Permanent Salaried Industrial Employees.- The leave facilities of permanent salaried industrial employees in the Government of India presses, below the grade of ~~xxxxx~~ Overseer but not classed as 'inferior', who entered Government service during the period 6th September 1928 to 15th July 1931, are: (1) earned leave on average pay of one month for every complete period of 11 months' duty, with right to accumulate up to 4 months, (2) leave on ~~xxxxx~~ half average pay, on production of medical certificate, for six months at a time, subject to a maximum of 2 years in the employee's service period; leave without pay may be granted when no other leave is admissible, (3) injury leave at half pay rates may be granted to employees injured in circumstances which would have given rise to a claim for compensation under the Workmen's Compensation Act, 1923. Such leave is not to be deemed to be leave on medical certificate. It shall be granted from the commencement of disablement for ~~long~~ as long as is necessary, subject to a limit of two years for any one disability and a limit of five years during an employee's total service.

Piece-workers.- Rules applicable to permanent piece workers, not classed as 'inferior' who entered service prior to 16-7-1931 are: (1) non-cumulative leave on average salary according to length of service: 16 days per year to those with less than 10 years' service, 23 days per year to those having between 10 and 15 years' service, 31 days to those with 15 years or more of service, (2) cumulative leave on half pay on production of medical certificate at the rate of one month for every complete period of 11 months' duty, (3) Leave without pay may be granted when no other leave is admissible. No continuous period of leave with pay shall exceed one year; any extension over one year shall be leave without pay. (4) Injury leave on the same terms <sup>as those</sup> to permanent industrial employees is also granted.

(Resolution No. F.-7(8)-R.1/42 dated 12-2-1942: The Gazette of India, Part I, dated 14-2-1942, pages 318 to 320.) ✓

Socialisation of Medical Profession:  
Suggestion by Deam of G.S. Medical College, Bombay.

Socialisation of the medical profession in this country, as ~~was~~<sup>is</sup> being ~~done~~<sup>done</sup> of late in many progressive countries, was advocated by Dr. Jivraj Mehta, Dean of the Seth G.S. Medical College, Bombay, speaking at a meeting of the members of the Surat Medical Union on 18-2-1942.

Dr. Mehta desired the medical profession to consider whether it would not be in the interests of the country to socialise the medical profession and also whether until such an idea materialised, they should not start Medical Missions with well-qualified medical practitioners of sufficient hospital experience in charge. The first essential of such a scheme, he said, would be the starting of a special society for the purpose of providing medical relief in a missionary spirit. If sufficient numbers of philanthropists came forward, it would be possible to experiment in one district to start with. The medical missionaries could be given adequate salary, with free quarters and conveyance; arrangements will also be made for the proper education of their children and for their insurance. No private practice should be allowed, all fees being credited to the Society and utilised for the maintenance of the hospitals and dispensaries to be started by the Society. Once <sup>a</sup>beginning was made, the Medical Missions would be self-supporting and would need only relatively little monetary assistance to expand their activities. The medical missionaries would be life-members of the Society and would have, along with the philanthropists and organisers of the Society, an adequate voice in the management of the Society.

(The Bombay Chronicle, 25-2-1942.).



Multi-Unit Co-operative Societies Bill, 1942. ✓

The Multi-Unit Co-operative Societies Bill, 1942 (Official Bill) was introduced in the Central Assembly on 11-2-1942, with a view to regulate the activities of co-operative societies with objects not confined to one province.

The Statement of Objects and Reasons attached to the bill points out:

Multi-unit co-operative societies, that is to say co-operative societies operating over more than one province, are 'corporations' within the meaning of entry 33 in the List I of the Seventh Schedule of the Government of India Act, 1935, and the legislative and executive jurisdiction in respect of their incorporation, regulation and winding up is exclusively Central. Any provisions of the Co-operative Societies Act, 1912, or of the Provincial Co-operative Acts which might purport to vest executive jurisdiction in respect of such multi-unit societies in provinces can have no valid basis. It is, therefore, necessary to legislate for the incorporation, regulation and winding up of co-operative societies operating over more than one province.

The Bill applies to the multi-unit societies the existing legislation applicable to societies operating within a single province. It will apply to all multi-unit societies irrespective of the nature of their work. Provision has been made to enable the Government to appoint a Central Registrar but as the number of multi-unit societies in existence at present is small, it is proposed to entrust the functions of the Central Registrar to the Provincial Registrars until the growth in the number of multi-unit societies makes the appointment of a Central Registrar necessary.

(The Gazette of India, Part V,  
dated 14-2-1942, pages 16 to 18.) ✓

Development of Cottage Industry in India:  
Standing Finance Committee approves Grants. ✓

The Standing Finance Committee of the Central Legislative Assembly has approved proposals for the continuance of grants-in-aid for the development of the handloom weaving industry, the sericultural industry and cottage and small-scale woollen industries.

Handloom Industry.- The protection to the cotton textile industry which was to expire on March 31, 1939, was extended in 1939 up to March 31, 1942, by the Indian Tariff (Third Amendment) Act of 1939, the rate of protective duty remaining unchanged. In view of the fact that the circumstances which had rendered the assistance to the handloom weaving necessary were to continue till March 31, 1942, it was considered at that time that the grants-in-aid should also continue to that date. The Government of India, therefore, decided to continue the grant at the rate of Rs. 500,000 till March 31, 1942. It was explained to the Standing Finance Committee that as there was a possibility of the continuance of the protection to the cotton textile industry beyond March 31, 1942, it was proposed to continue the grant-in-aid for the handloom weaving industry at the same rate for another year, i.e., up to March 31, 1943. This was accepted.

Sericultural Industry.- The Government of India has been making a grant of Rs. 100,000 since 1935-36 for the development of the sericultural industry. The grant is administered by the Imperial Sericultural Committee and is utilised principally for the increased production of disease-free seed and, to some extent, for carrying out research on silk-worm diseases. It is likely that the protection to the sericultural industry will be continued beyond March 31, 1942. The Committee agreed to continue the grant-in-aid on the existing scale up to March 31, 1943.

Cottage and Small Industries.- The war has given a definite impetus to the blanket weaving industry and the experience gained in the supply of war orders is being utilised for effecting technical improvements and to organise workers. The Supply Department has found it useful to utilise the industries to supplement the mill supplies in respect of Army blankets. Army blankets booked with different provinces and States by the Supply Department during 1941-42 alone number nearly 2,000,000. In 1935 the Government of India decided to make a grant of Rs. 500,000 spread over the quinquennium 1936-37 to 1940-41 for the benefit of cottage and small-scale woollen industries. The Standing Finance Committee agreed to the proposal to extend the grant for a further period of one year, i.e., up to March 31, 1943.

(Indian Information, New Delhi,  
15-2-1942.)+ ✓

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LIVING CONDITIONS

Spare Time

Workers' Welfare in U. P. ;  
Activities of U.P. Government Labour Welfare Department. ✓

Reviewing the activities of the Labour Welfare Department, U.P. Government, Dr. R.B. Gupta, Labour Officer, in the course of a speech at the annual function of the Department held at Cawnpore on 15-2-1942, said that during the period 1937 (the year in which the Department was set up) to 1942 five welfare centres had been started at Cawnpore and an equal number in other industrial towns, including Lucknow, Allahabad, Hathras and Firozabad. Each welfare centre was equipped with a dispensary, a reading room and library, a games room, a refreshment room and a gymnasium. At Cawnpore, Allahabad and Lucknow, a women's and children's section was also attached to each welfare centre. He said that the year 1941 witnessed considerable expansion in women's and children's welfare activities. At each centre there were now a health visitor and an assistant health visitor.

(The Statesman, 16-2-1942.) ✓

19th session of the All-India Trade Union Congress, Cawnpore,  
8 and 9-2-1942.

The 19th session of the All-India Trade Union Congress was held at Cawnpore on 8 and 9-2-1942, under the presidentship of Mr. V.R. Kalappa. About 200 delegates from almost all the Provinces and representing different affiliated organisations were present. Pandit Jawaharlal Nehru and the Director of this Office were among those present by special invitation.

Reception Committee Chairman's Address.- Pandit Balkrishna Sharma, Chairman of the Reception Committee, in his address welcoming the delegates, reviewed briefly the history of labour legislation in India, and pointed out that almost at every stage Indian employers had obstructed the organisational development of Indian workers. He stressed that the two world wars have conclusively shown that the capitalist system has outgrown its usefulness, and that this truth is being recognised even by Anglo-Indian papers like the Statesman, which, in a recent editorial ~~is~~ on the subject of a visit of the Russian trade union delegates to British munition factories, admitted that "the profit-motive still rules industry, and organisation for profit is not the same thing as organisation for the country's need".

He pointed out how, during and immediately after the last war, prices rose to phenomenal heights, and industries in general were making enormous profits, while the workers were kept on the old wages which lagged far behind the rapid rise in prices. Thus was laid the foundation of that industrial strife, on account of which not only millions of man-days were lost to industry, but much fierce bitterness and hatred were born in human breasts. He pleaded that employers, remembering the bitter experiences of the past, should co-operate in the bringing about of a new order based on social and economic justice.

Dealing with the insistent need for grant of increased ~~in~~ wages to labour consequent on rise in prices due to war conditions, he pointed out that, while the recent dearness allowance grants in the textile mills of Cawnpore ranged between 15.6 per cent. for workers getting between Rs. 75 and Rs. 150 per month and 31.3 per cent. for those getting Rs. 19 and below per month, prices and the general cost of living had risen far beyond these proportions.

Presidential Address.- Dealing with the workers' attitude to the war, the President, Mr. Kalappa, said that the A.I.T.U.C. had been adopting resolutions opposing War for some time past. It was always the firm belief of Indian workers that wars are the handmaids of Capitalism. Indian workers are not anti-British or anti-any-other-nation, but they are opposed to Imperialism of all denominations: British, Nazi, Fascist or even Soviet, if Russia drifts into that creed. The War Resolution adopted by the A.I.T.U.C. at its Bombay session in September 1940 permitted freedom of action to individual unions, and no obstacle was placed in the way of those who desired to carry on pro-war propaganda. (The text of the Bombay resolution referred to is given at page 44 of the Report of this Office for September 1940). The object of this resolution was to show that Indian workers were in favour of co-operation in the war effort only

subject to certain reservations; they are engaged in munition factories, production of war material and transport services primarily for their living.

Condemning recent fissiparous tendencies among Indian trade unionists, he said that there was no justification for certain workers to break away and start a rival organisation under the guise of an anti-Fascist front (vide pages 51-53 of November 1941 report). In order to avoid splits, the A.I.T.U.C. constitution has laid down the principle that all political questions as well as questions of strikes and affiliation with any foreign organisation can be decided only by a three-fourths majority. Further, owing to the weightage in voting given to small unions, the danger of any one union, or workers of any one industry, dominating the A.I.T.U.C. has been avoided. With such safeguards, no group or party can labour under any serious grievance. The starting of new rival organisations is greatly to be deprecated, and if sympathy for Russian workers is at the bottom of the split, the slogan of the disruptive forces would appear to be "Workers of the World, Unite; Workers of India, Divide".

Referring next to the complaint from certain quarters that the A.I.T.U.C. had not given a lead on the war issue, he asserted that in the existing circumstances all that that body could do was to state the position of the organised workers and leave it there. Some critics of the A.I.T.U.C. argue that by supporting Britain's war efforts, Fascism will be destroyed, and that this would be followed by the establishment of Socialism in Great Britain and India. He asked whether, even if England did become socialist, it necessarily followed that in India a Socialistic State will automatically be established. "At present the British workers enjoy national independence. Has that meant similar independence to India? To say that by defeating Hitler, Nazism or Fascism will be wiped out and Socialism established is to go even beyond the Atlantic Charter which defines the war aims of the Democracies."

Regarding Russia, he said that while Indian workers' sympathies were with that country, all that they could do in their enslaved condition was to send a medical mission or a small contribution to the Russian War Fund. Nor can the workers understand why the avowedly anti-Fascist Indian admirers of Soviet Russia should be kept in prison in this country. He protested that trade unionism was being repressed under the Defence of India Act. Although the Government of India had assured that no one will be kept under restraint for pursuing normal trade union activities, Provincial Governments have been trying to eliminate active workers and office-bearers of labour organisations. Further, even strikes which were intended for purely economic relief have been put down by questionable methods. He also pleaded that the detenues against whom no offences have been proved in court should be released.

Discussing the political activities of trade unionists, he deprecated the view of certain employers that workers should take no part in politics, but at the same time held that no political party should seek to impose its politics on the workers. Left to themselves, Indian workers are not anti-national, but if their support were to be canvassed by different political or communal organisations, the loyalties of the workers will be divided to the detriment of their own solidarity, if not to the detriment of the struggle for freedom.

Finally, referring to the increasing cost of living, he pointed out that the dearness allowance paid in most of the industries was not

adequate, and said that he would prefer a policy of control of prices to dearness allowance, as the incidence of the latter fell ultimately on the consumer.

Dr. P.P. Pillai's Speech.- At the request of the President, Dr. P.P. Pillai, Director of the Indian Branch of the I.L.O., addressed the session. He emphasised the critical nature of the present times, outlined the important part Indian labour had to play in achieving victory for democracy, and the significant contributions that the I.L.O. was making ~~in~~ in the difficult sphere of post-war social reconstruction. He pointed out that the totalitarian powers were ~~challenging~~ challenging the very principle of democracy, and that this did not suit India and Indian labour. The economic weapon was the most formidable weapon in the armoury of modern warfare, and in the forging of this, Indian labour had a decisive part to play. Referring to the deterioration in standards of living occasioned by rise in prices due to the war, he said that Government and employers were studying how best to minimise the workers' sufferings.

Dealing with the war situation, he said that the fact that America and Russia were in the war furnished the surest guarantees of ultimate victory. Another reassuring factor was that, though it had to leave Geneva, the I.L.O. was functioning from Montreal. Much of the credit of this, he pointed out, was due to the heads of the I.L.O. - Mr. Winant and Mr. Phelan - whose devotion to the cause of labour was well-known in India and appreciated by leaders like Pandit Jawaharlal Nehru. The vitality of the I.L.O. was testified by the fact that its New York Conference ~~was~~ of October-November 1941 was attended by 35 countries, in spite of ~~the~~ the European countries having been over-run by the Nazis. It was significant that the first international conference of the democratic countries held after the outbreak of the war was this Conference, and that President Roosevelt himself addressed its last session. The I.L.O., he pointed out, was thus today the spear-point of world democracy. He then dwelt upon the New York Conference resolution on reconstruction and appealed for India's full co-operation. The I.L.O., he claimed, stood for strict international accountability, and therefore Indian labour should have no difficulty in according this rallying point of world-democracy its fullest support.

Pandit Jawaharlal Nehru's Address.- Pandit Jawaharlal Nehru, who next addressed the session, said that India's premier organisation (the Indian National Congress) had <sup>and</sup> rightly expressed its sympathies towards other countries like China, Russia, but the first concern of Indians was to see that their country was free. If India was free, she would have decided by her own will to side with Britain. While he totally disliked Nazism, he condemned British imperialism also, and charged Britain with making India incapable of defending itself; nevertheless, if India was attacked by any foreign country, she would continue to resist; she was fated to ppose all until she was free.

He pointed out that India would have developed industrially if she was free, but the British Government had not allowed her to industrialise herself, and had placed handicaps in the work of the National Planning Committee of which he was the president. He referred to the slogans "People's War" and "Workers of the World, Unite", ~~and~~ said that ~~this was~~ not the slogan of the kisans and mazdoors of this country, and pointed out that, if the workers of ~~the~~ the world had united, the world's map would have been different.

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Resolutions

A.I.T.U.C.'s Attitude to War.- Alternat~~ive~~ resolutions tending to define the attitude of the A.I.T.U.C. towards the war moved by the Communist Party and the Congress Socialist Party were discussed at great length, but, as neither side obtained the necessary three-fourths majority, no resolution on the subject was passed.

The Communist Party's resolution declared ~~that~~ the present war to be an all peoples' war against Hitlerism and Fascism, and called upon the Indian National Congress to call off satyagraha and the boycott of legislatures and local bodies. The resolution also called upon the National Congress to come to an agreement with the Muslim League, whereby they would share power in the provinces, thus uniting the people for a vigorous parliamentary activity and to achieve India's full and effective co-operation in the war. The resolution called upon workers to help to increase India's war effort a thousandfold.

The Congress Socialist Party's resolution was as follows: "The A.I.T.U.C., while reaffirming the principle of the resolution passed at Bombay at its last session in 1940, takes note of the situation created by the German aggression against the U.S.S.R., the Japanese aggression in the Far East, and the approach of the war to India's gate, and is of opinion that, to enable the workers of India to take part enthusiastically and effectively in India's defence, and for that purpose to co-operate with other nations, the immediate transference of power to the people of India is absolutely necessary."

The text of the more important of the other resolutions adopted is given below:-

(1) Recognition of Trade Unions and Factory Committees.- This session of A.I.T.U.C. notes with disapproval ~~of~~ the ever-increasing cases of victimisation of workers for their trade union activities. Such action on the part of the employers during the war period not only encroaches upon the right of the workers to organise themselves, but also interferes with the productive capacity of labour itself. The A.I.T.U.C., therefore, urges upon the Government and the employers to recognise the Trade Unions and their Factory Committees, wherever they exist, to undertake joint consultations and action in the sphere of production.

(2) Memorandum of the Working Committee.- This meeting notes with regret that the Government of India did not take any action to give effect to the memoranda of the Working Committee of the A.I.T.U.C. during the Conference of the representatives of the A.I.T.U.C. with the Hon'ble Member for Labour of the Government of India, and urges upon the Government to take immediate steps for giving effect to the proposals of the Working Committee as minimum requirements of labour in respect of the matters dealt with.

(3) This meeting urges upon the Provincial Governments to implement the recommendations of the Labour Inquiry Committees appointed by those Governments to investigate and report on labour conditions.

(4) Appeal to Workers during Panic in an Air-Raid. This meeting considers that workers should not be unnecessarily panic-stricken on account of the war, but stick to their posts of duty, and demand rights and privileges which they are entitled to under the circumstances and which are denied to them.

(5) National Services Ordinances.- The A.I.T.U.C. urges upon the Government of India the immediate establishment of a Central Advisory Committee, as well as Advisory Committees, for various industries, Provinces and areas, with adequate and satisfactory representation of Labour for consultation in matters which affect the interest of the working class on account of any action or policy which Government may adopt during the period of war emergency.

(6) Ordinances of Government affecting the Freedom of Labour.- This meeting views with great disapproval the policy adopted by the Government of gradually introducing ~~and~~ and enforcing ordinances and legislation affecting the labour and trade union activities adversely on the plea of war emergency, without consulting the representatives of Labour, and urges upon the Government modifications of all such Ordinances and legislation in such a way that the workers' fundamental rights will not be unnecessarily interfered with.

(7) Increase in Basic Wages and Grant of Dearness Allowance.-

(a) This meeting of the A.I.T.U.C. urges upon the Government of India to take effective steps for control of prices of essential commodities, in order to preserve the standard of living of the workers.

(b) This meeting also urges upon the Central and Provincial Governments to protect the standard of living of the workers. There has been a serious wage-cut in almost all the industries, so that the basic wages of the workers have sunk lamentably. The A.I.T.U.C., therefore, demands a 25 per cent. increase of the basic wages in all industries.

(c) Since the declaration of the war, there has been a continued and phenomenal rise in prices of all commodities, particularly the essential articles, to the extent of 50 per cent. and more. The A.I.T.U.C., therefore, demands that an adequate dearness allowance be granted to all the workers.

(8) Protective Measures, and Compensation for War Risk.- This meeting considers that the workers engaged in various industries, particularly those working in Emergency Areas and in essential services, declared so, are taking great risk in remaining at their posts. The Government, therefore, is urged to see that adequate protective measures are taken for the safety of the lives of these workers, as well as their dependents, and to arrange to pay adequate compensation to them and their dependents in case of injury or death.

Office-bearers for 1942.- The following were elected office-bearers for 1942: President - Mr. V.V. Giri; General Secretary - Mr. N.M. Joshi; Assistant Secretaries - Mr. R.A. Khedgikar and Miss Shanta Bhalerao; Treasurer - Mr. Laljee Pense. Five Vice-Presidents and 11 Council Members were also elected.

(A copy each of the addresses ~~each of the addresses~~ of the President and the Chairman of the Reception Committee, and the Report of the General Secretary of the A.I.T.U.C. for the period October 1940 to December 1941 has been sent to ~~the~~ Montreal on 19-2-42 by ordinary mail.)



Education in India, 1937-38.\*

Stress on Vocational Bias.- The Report on the educational progress in India during 1937-38, recently issued, records that the outstanding events of the year were the publication of two important reports. The first of these was Report on Vocational Education in India by Mr. A. Abbett, C.B.F. and Mr. S.H. Wood, both of the Board of Education, England (vide pages 84 to 86 of our July 1937 report). The second document was the report of the committee appointed by the All-India National Education Conference, Wardha, under the chairmanship of Dr. Zakir Husain, Principal of the Jamia Millia Islamia, Delhi. The system of education embodied in this report was the well-known Wardha scheme which owed many of its special features to the inspiration of Mr. Gandhi (vide pages 33 to 34 of our January 1938 report). Both these reports, which have this in common that they stress the urgent need for giving a more practical bias to the aims and methods of instruction, were considered by the Central Advisory Board of Education at its third meeting held in January 1938. So many issues emerged during the course of discussion that a more detailed examination of the proposals was felt desirable. Accordingly, the Board appointed a special committee to examine the system of educational reconstruction set out in the Wardha scheme in the light of the Wood-Abbott Report and other relevant documents, and to make recommendations.

Other Activities of Central Advisory Board.- At the same meeting the Board also had under consideration reports from two of its standing committees, viz., the Vernacular Education Committee and the Women's Education Committee which met in September 1937 to consider certain questions connected with the administration and control of primary education, and the curriculum of girls' primary schools in India respectively.

Activities of Provincial Governments.- Provincial Governments also carried out investigations mostly of a comprehensive character into the general organisation of education. In Bombay, four special committees were appointed to report on physical education, adult education, vocational education and the training of primary school teachers. The Bihar Government set up one committee to advise them on question of educational reform and another to consider the possibility of using Hindustani as the common medium both for instruction and the preparation of text-books. Orissa also constituted two committees, one to consider certain questions relating to the re-organisation of secondary education, including the deprovincialisation of Government high schools, and the second to explore the desirability of establishing a separate University for Orissa. The Punjab Government, gravely concerned at the ever increasing unemployment of the educated youths, appointed a committee to study this problem. In the Central Provinces there was inaugurated the 'Vidya Mandir Scheme' which contemplates that "every village or group of villages within a radius of a mile having no school and where about 40 boys and girls of school-going age are available shall have a 'Vidya Mandir'".

\* Bureau of Education, India. Education in India in 1937-38. Published by the Manager of Publications, Delhi. 1941. Price Rs. 2-8-0. pp.109

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The novel device embodied in this scheme for liquidating illiteracy without adding seriously to the burden on the provincial exchequer of obtaining gifts of land to be utilised for the support of the schools has attracted considerable attention. Generally speaking it is exposed to the same criticism as that levelled against the self-supporting principle in the original Wardha scheme, viz., that sound educational practice is unduly subordinated to economic considerations. Schools which are worthy of the name must cost money and cannot be expected to pay for themselves by the products of their pupils.

General Progress.- Within the prescribed limits, however, some definite signs of progress are recorded during the year under review. The percentage of pupils under instruction to the total population has advanced from 5.01 to 5.18 in recognised institutions and from 5.21 to 5.38 in all institutions. The wastage percentage between classes I and IV in primary departments has decreased from 72 to 70 in the case of boys and from 86 to 84 in the case of girls.

Number of Institutions.- The total number of institutions decreased by 1,702 to 226,253. The main decreases were 2,092 in Madras and 1,330 in Bengal, and these were due chiefly to the reduction in primary schools as a result of a deliberate policy of eliminating ill-attended and inefficient schools. All the other major provinces, except the Punjab, showed a numerical advance.

Number of Students.- The total enrolment has risen to 13,831,860, the increase in the number of pupils under instruction in all institutions amounting to 442,296, the highest annual increase recorded since 1928-29. All the provinces and areas shared in this except Delhi, Baluchistan and Bangalore. The decreases in Delhi and Baluchistan which amounted to 208 and 690 respectively were due entirely to a reduction in the number of unrecognised institutions. The largest increase occurred in Bengal in spite of the fact that there were 1,330 fewer institutions. The increase in enrolment was common to ~~many~~ all types of institutions, both for males and females with the exception that the enrolment in professional colleges for women decreased slightly by 21 pupils.

Expenditure.- The total expenditure on education rose by Rs. 5,846,620 to Rs. 269,864,484. This, however, falls short of the total expenditure in 1930-31 by approximately Rs. 13,300,000 and shows that the provinces have not yet recovered from the financial depression which set in in 1930-31. The expenditure figure fell to Rs. 257,975,868 in 1932-33, since when there has been a gradual upward tendency though at the present rate of increase it will take another three years before it is back at the figure of 1930-31. All areas except Bihar, the North-West Frontier Province, Orissa, Coorg, Delhi and one or two minor districts recorded increases in their total expenditure. The largest increase (Rs. 1.75 millions) occurred in Bengal; this was followed by Madras with Rs. 1.74 millions, Bombay with Rs. 1.01 millions and the Punjab with Rs. 790,000.

For British India as a whole, the total increase of Rs. 5.847 millions of rupees over the figures for 1936-37 was made up of Rs. 4.319 millions from Board funds, Rs. 3.231 millions from fees and Rs. 2.068 millions from 'other sources' while expenditure met by Government declined by Rs. 3.971 millions of rupees. The increase in fees was due to a large enrolment rather than to any general raising of the fees charged.

Wages

Dearness Allowance for Low-paid Government employees:  
Cochin Government's Decision.

In view of the all-round increase in the cost of living due to war conditions, the Cochin Government has, in February 1942, sanctioned a scheme for the grant of a special compensatory cost of living allowance for the benefit of the Government servants. The allowance will be at a flat rate of Re. 1 per mensem to Government servants in receipt of pay not exceeding Rs. 25 per mensem, including employees under the Municipalities, Land Mortgage Bank and similar institutions under the control of the Government.

(The Hindu, 12-2-1942.)

War Allowance for Workers in Engineering ~~Concerns~~  
Concerns: Recommendations of Indian Engineering Association.

In January 1940, the Indian Engineering Association had suggested to its members that temporary allowances ranging from 7½ per cent. to 10 per cent. of the pre-war wages might be paid to workers in order to meet the increased cost of living. It was also indicated that a sliding scale on the following lines might be adopted:-

<u>Daily paid workers</u>	<u>Suggested allowance</u>
Daily wages not over Rs. 20/- per month	Rs. 2-0-0 per month
Daily wages over Rs. 20/- but not over Rs. 40/- <sup>p.m.</sup>	Rs. 2-8-0 per month
Daily wages over Rs. 40 but not over Rs. 60 p.m.	Rs. 3-8-0 per month
Daily wages over Rs. 60 per month.	Rs. 4-8-0 per month

Monthly paid workers:

Under Rs. 100 per month	As daily paid workers
Rs. 100 per month but not over Rs. 150 per month	Rs. 7-8-0 per month (Subject to maximum wage of Rs. 150 per month.)
Over Rs. 150/- per month.	Nil.

In January 1942, the Committee of the Engineering Association, having reconsidered the original recommendations in the light of the subsequent rise in the cost of the necessaries of life, recommended to members that the sliding scale of temporary war time allowance suggested in 1940 be increased by a flat increase up to Rs. 3 per month, or 3 pies per hour, provided that in no case shall the total revised allowance exceed 25 per cent. of the basic wages earned. It is pointed out that in many cases firms grant various privileges to their workers such as provident fund contributions, attendance bonus, etc., and that these cannot be disregarded in calculating the allowances given by individual concerns, and it is, therefore, suggested that the allowance given together with such concessions of the nature indicated above should not be more than the 25 per cent. recommended.

The war allowance is a temporary concession and will be withdrawn after an appropriate fall in the cost of living. (Industrial Bulletin (Organ of the Employers' Federation of India) No. 361, dated 16-2-1942.).

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Control Measures

The Bengal House Rent Control Ordinance, 1942.

On 20-2-1942, the Government of Bengal issued the Bengal House Rent Control Ordinance, 1942, controlling house rents in the areas in the province to which the Order has been extended by notification. Landlords are prohibited from charging a rate of rent which exceeds by more than 20 per cent. the rent that was being paid on the date fixed by the Government, or, if the house was vacant, more than 20 per cent. of the rent which ~~the~~ in the opinion of the Rent Controller would have been paid on that date. The Order also prohibits the payment of "Salami" (premium for letting the premises).

(Notification No. 779J dated 20-2-1942; The Calcutta Gazette Extraordinary Part I dated 20-2-1942, pages 41 to 43.)

(Note.- The order has been promulgated as the exodus owing to war conditions from Calcutta City to the rural areas in the Bengal Province has substantially increased house rents in rural areas; the present order is intended mainly for such areas.)

Rubber Stocks Control Order, 1942.

The Government of India has gazetted the Rubber Stocks Control Order directing every owner of an estate or factory and every dealer to submit to the Central Government (a) within fourteen days from the date of the issue of the Order, a return in respect of the stocks of all grades of rubber in hand on the said date; (b) on or before the 15th day of every month commencing with the 15th March 1942, a return of the amounts of all grades of rubber ~~required~~ acquired and utilised or disposed of by him during the preceding month and in his possession on the last day of the preceding month.

The Order also requires every owner of an estate or factory and every dealer to maintain proper accounts of stocks.

(Notification No. 273 (1)-Tr. (I.E.R.)/42 (1) dated 20-2-1942; The Gazette of India Extraordinary dated 20-2-1942.)

Bombay Brick Control Order, 1942.

The Government of Bombay has found it essential to impose statutory control on the distribution of bricks produced at certain brick manufacturing centres in Bombay Suburban District and parts of the Thana District in order to ensure that the best use is made of supplies available, in the interests of meeting Military and Civil Defence (A.R.P.) requirements while reserving sufficient quantities to meet those essential civil needs which are necessary for preserving the efficiency of Government services, public supply undertakings, Local ~~Body~~ Bodies and civil industry. A Brick Controller has accordingly been appointed to control production and distribution of bricks in the above areas. He will also regulate prices at which bricks are sold

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in these areas. Under the Brick Control Order, a licence from the Brick Controller is necessary before any person or body can acquire bricks whether from a producer or a stock holder in these areas.

(Press Note No. 154 dated 20-2-1942 issued by the Director of Information, Bombay.).

#### Bihar House Rent Control Order, 1942.

The Government of Bihar has promulgated on 24-2-1942 the Bihar House Rent Control Order, 1942, which extends to the whole of the Province and is to come into force in any local area by notification. After the date of the commencement of the Order, a landlord is not to charge salami or premium for letting any house or for renewing the lease of any house. Where a tenant is, on the date of the commencement of this Order, in possession of any house on a tenancy from month to month, (a) he is not to be ejected except for non-payment of rent or breach of the conditions of the tenancy; and (b) the landlord is not to increase the rent which was, on the date of commencement of this Order, payable for such house. Any increase in rent is to be effected by a Controller appointed for the purpose. The Order also ~~notification~~ indicates the principles on which the Controller is to fix or alter rents.

(Notification No. 619-P.C.-12/42-Com. dated 24-2-1942: The Bihar Gazette Extraordinary, dated 25-2-1942.) +

#### Price Control

#### 4th Price Control Conference, New Delhi, 6<sup>and</sup> 7-2-1942.

The Fourth Price Control Conference was held at New Delhi on 6 and 7-2-1942, Sir A. Ramaswami Mudaliar, Commerce Member, Government of India, presiding.

President's Speech.- How the problem of price control was affected by factors such as the transport position, increase of currency in circulation, the ban on exports of certain commodities imposed by some provinces and States and the policy followed by them of building up stocks of foodstuffs was explained by Sir A. Ramaswami Mudaliar, Commerce Member, in his opening address. As regards the ban put by certain provincial and State administrations on the movement of commodities from their areas, he pointed out that as yet only one or two provincial and State administrations had resorted to this expedient. The Central Government, he said, could not view with equanimity any attempt at tying up stocks in one particular area leaving other areas to look after themselves. If that movement became widespread it would lead to chaotic and even famine conditions in several parts of the country. The theory of self-sufficiency had led to the ruin of sovereign states; and if that theory was ~~incorporated~~ <sup>adopted</sup> in provincial and State units in a country like India, not only ruin but something worse would follow.

a country like India, not only ruin, but something worse, would follow. The decisive view of the Government of India was that such bans on export placed by these administrations did more harm than good and should, to the utmost possible extent, be avoided. Closely connected with this ban was the action of certain Provincial and State Governments in deciding to build up stocks against a rainy day. The adoption of such a policy when the maximum price had been fixed would make the administrative problem of controlling prices almost impossible. Having given careful consideration to the question, he felt that it must require the amplest justification before they thought of laying by stocks in any area. He also pointed out that the time had come when the appointment of price control authorities in each province unencumbered by other duties and functions seemed to be necessary; it seemed also necessary that detailed instructions should be given to district officers on how to work the price control scheme and how to adjust prices to the level fixed by the Provincial Government concerned. He stressed the need for more helpful commercial intelligence and better reports from various areas and expressed the hope that with reference to imported articles, such as certain classes of medicines, it might be possible, through inter-Government arrangements, to arrive at an understanding as regards reasonable prices.

Finance Member's Address.- The Conference was next addressed by Sir Jeremy Raisman, Finance Member, Government of India. Sir Jeremy said there was in India no inflation in the sense ordinarily understood. Such deficits as had occurred had been more than covered by taxation and borrowing, but they might arrive at a position in which money incomes in the country were excessive in relation to the goods and services that could be obtained for those incomes. From that point of view they could ~~fin~~ have an unsatisfactory situation even if the whole of the currency was covered by hundred per cent. gold. All the notes issued might be covered by gold, but if those notes could not be exchanged for goods which people would like to buy, then they had a pressure of purchasing power on a limited supply of goods and although it was vastly different from true inflation and could be rectified the moment the foreign exchange or gold could be converted into goods from abroad, nevertheless it was a difficult situation. It was that type of situation which was liable to develop in India. There was no danger that through inflation the currency would lose its value, but there was danger that the amount of money in people's hands, if it was all directed at this moment to the satisfaction of the consumers, would have its effect on the price level.

In so far as local authorities and Provincial Governments could exercise influence they should, in the interest of the people themselves, endeavour to ~~instil~~ inculcate the principle that claims for consumption should be postponed as far as possible and encourage savings. Sir Jeremy referred to the suggestion he had made in another place with regard to the use of the bonus distributed by employers. It was in the highest degree desirable, he said, that such additional accession of purchasing power should take the form, as far as possible, of savings, of defence loans or provident funds or any form whereby actual expenditure of the money was postponed. It would not merely help the present situation; the building up of a reserve of purchasing power might be greatly helpful when the country faced difficulties of another type - an excess of production and a comparative lack of purchasing power.

Decisions of the Conference.- The conclusions reached by the Conference were reviewed at some length by the Chairman at the final session; the more important points are briefly noticed below:-

(1) Extension of Price Control Measures.- Sir Ramaswami Mudaliar, the Chairman, said that it was clear that a stage had been reached when price control would have to be applied to a number of items and more organised administrative arrangements made to deal with the problem of price control. The discussions had made it clear that the problems of transport and distribution were as vital factors as the fixation of maximum prices, and that mere fixation of such prices would not have the desired effect if either transport difficulties or maldistribution arising therefrom were to prevail to any extent. The proper organisation of transport and distribution of commodities had to be taken up immediately by the Central Government, perhaps even before any question of fixing maximum prices of particular commodities was decided upon.

(2) Regional Committees.- The Conference recommended the constitution of regional committees consisting of groups of provinces and States, whose functions would be to deal with the adequate supplies of certain commodities in their area, the movement of these commodities and the short-circuiting of their transport so as to avoid unnecessary freight. These regional committees would also advise the Central Government on the fixation of wholesale prices of commodities, which were for circulation and consumption within the regions concerned. The committees would also deal with the price level in adjacent areas within the region of either regional commodities or commodities of all-India consumption, whose wholesale prices had been fixed by the Central Government. It would be useful if the regional committees communicated to the Central Government the prices in frontier areas adjacent to their region, so that prices might be co-ordinated.

(3) Future Price Control Conferences.- It was clear that in view of the larger responsibilities of price control that would be assumed, conferences on the scale of the 4th session would not meet more often than once a quarter. It was suggested that the possibility of getting representatives of regional committees, once these were constituted, to meet the Central Government more frequently, perhaps once a month, might be considered.

(4) Checks on Free Movement of Commodities Condemned.- The Conference endorsed the view that the prohibition of exports of commodities was almost undesirable apart from its being illegal, and that building up of stocks by particular administrations was equally to be deprecated; but the responsibility was consequently heavier on the Central Government to arrange for the proper distribution of commodities as between area and area, so that when adequate supplies were available every area would get full supplies, and when there was less than sufficient to meet the full demand, a properly rationed quantity would be distributed in all areas. In exceptional cases, and for special reasons to be fully justified, particular places in an area might have to be permitted to build up stocks of a limited character.

(5) Control of Rice, Wheat, Sugar, Coal, Cotton Yarn and Cloth.- Reviewing the recommendations of the Conference with reference to specific commodities such as rice, wheat, sugar, coal, cotton yarn

and piecegoods, the Chairman alluded to the opinion expressed that price control at some stage might be desirable and necessary for practically all these commodities. The position had to be carefully watched by the Central Government and with the advice of the provincial Governments concerned, measures for controlling the maximum prices should be adopted. In regard to coal and soft coke in particular the problem of proper distribution of wagons for the domestic consumer had been stressed by the Conference, apart from the problem of adequate supplies for the industries. A general scheme for the distribution of cotton yarn had been accepted by the Conference, which agreed to recommend to the respective Governments, the appointment of Yarn Commissioners to work in close collaboration with the Central Yarn Commissioner. The scheme for the production of standard cloth was to be proceeded with so far as the fixing of specifications and price was concerned, but the time when the scheme should be brought into operation by the actual manufacture of standard cloth was left to be decided by the Central Government.

Need for appointing Provincial Price Control Officers.- The Chairman emphasised the need for the appointment of each provincial and State administration of a special officer to be in charge of price control, particularly as the need for supplying commercial intelligence from each of these areas to the Central Government authorities was great; and such intelligence would not be supplied at as early a stage and on as ample a scale as was required unless a special officer functioned.

Raw Cotton.- The position of raw cotton of the short staple variety ~~x~~ had been examined by the Conference and certain suggestions made as regards governmental purchase and storing. Suggestions had also been made regarding subsidies to be given out of the fund to the ~~agricultural~~ agriculturist to enable him to turn to alternative crops. Most Governments had pointed out that restriction of acreage under purely low short staple cotton was being taken up by them and that in the next session it might be confidently expected that the area of this variety of cotton would be greatly reduced.

(The Hindustan Times and the Statesman,  
7 and 8-2-1942.) +

Price Control in Bombay:  
Consumers' Advisory Committee set up.

The Government of Bombay, after consultation with the Consultative Committee for price control, has appointed a Consumers' Advisory Committee for price control, with the object of keeping closely in touch with the average consumers' difficulties. The members have been selected in consultation with prominent employers and representative institutions, and belong to different income groups. The committee will bring to the notice of the Controller of Prices and the Government cases where the official reports of wholesale and retail prices which will be supplied to them, do not agree with those actually charged in the bazar. It will also indicate cases where the retail price of any essential article is causing particular hardship to the public. The committee will meet once a week in the Bombay Secretariat.

(The Statesman, 8-2-1942.) +



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Employment

The Burma Regulation of Labour and Wages Ordinance, 1942.

The Governor of Burma promulgated the Regulation of Labour and Wages Ordinance on 25-1-1942, which extends in the first instance to the City of Rangoon. Under the Ordinance, the Governor may by notification constitute a Board or Boards to exercise general control over labour conditions within the areas specified in the notification. The Board shall consist of not more than three members.

Functions of the Board.- The Board shall have power - (a) to declare from time to time the fair wages which shall be payable daily, weekly or monthly as may be declared by the Board for different types of employees in any particular company, firm or undertaking; (Explanation.- "fair wages" mean such wages at the Board may, in the circumstances, consider to be reasonable); (b) to require employees to take such measures for the air raid protection of their labour as may be directed by the Board; (c) to require employers, where it may appear to the Board to be necessary, to make arrangements for providing food or ration to their employees; (d) to require employers, where it may appear to the Board to be necessary, to employ labour direct and to pay them direct at daily rates; (e) to seek the advice of any person whom it considers competent to give such advice. Any person who fails to comply with any directions issued by the Board under its powers prescribed in this Ordinance shall be liable, on conviction, to a fine not exceeding rupees one thousand.

Ban on Strikes.- No person shall take part or be engaged in or aid in a strike during the present emergency. (Explanation.- "the present emergency" means the period in which this Ordinance is in force.)

(The Burma Gazette, Part I,  
dated 31-1-1942, pages 121 to 122.)

The Port of Rangoon Labour Control Ordinance, 1942.

In order to provide adequate supply of labour for the Port of Rangoon, the Governor of Burma promulgated on 27-1-1942 the Port of Rangoon Labour Control Ordinance, 1942. Under the Ordinance, the Governor may appoint a Controller and may invest him with such powers for securing an adequate supply of labour for the purpose of the efficient working of the Port of Rangoon. The Controller may (i) requisition, allocate, distribute and exercise control over labour; (ii) recruit and organise labour for employment by the Government; and (iii) prescribe, in respect of any class of labour employed in the Port of Rangoon, terms of employment and conditions of labour, including hours of work, housing, safety and, subject to appeal to the Wages Board constituted under Ordinance No. 6 of 1942, wages.

(The Burma Gazette, Part I, dated 31-1-1942,  
pages 123 to 124).

## Industrial Disputes

### Bengal Government's Policy regarding Labour Disputes: Statement by Premier in Bengal Assembly. + ✓

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The adjournment motion tabled by Dr. N. Sanyal in the Bengal Legislative Assembly regarding the internment of Dr. Suresh Chandra Banerjee, a member of the Assembly representing Calcutta and suburban registered factories Labour Constituency, came up for discussion on 25-2-1942. The motion was withdrawn on Mr. Fazlul Huq, Premier of Bengal, agreeing to cancel the internment order if Dr. Banerji could give an assurance that he would pursue no activities prejudicial to public order during the present war emergency. In his statement on the occasion, the Bengal Premier defined the policy of his Government with regard to labour disputes. The more important points emphasised in the statement are indicated below.

The delay in coming to a decision regarding Dr. Banerji's internment was due to certain doubts felt regarding the powers of the Provincial Government to intervene in labour disputes and to enforce their decisions in respect thereof. On an examination of the question, I am satisfied that the Provincial Government have sufficient powers to deal with the situation. It is Government's policy not to permit strikes in industries essential for war production. The corollary of this is that Government are prepared, and this may be taken as a solemn declaration of their policy, to ensure a fair deal to labour in war time conditions. In order to ensure this they are satisfied that they have adequate powers under the Emergency Legislation by resort to which they can, if necessary, compel employers to accept their decisions on such matters as rates of wages or allowances, conditions of service, etc. They are confident that resort to compulsion of this kind will ordinarily be unnecessary, but it is as well that it should be publicly known that these powers exist ~~that~~ and the Government are prepared, if circumstances so require, to employ them. Government will withdraw the order of internment passed on Dr. Banerjee when Government are satisfied ~~it~~ after a personal discussion with him that there was no likelihood of his activities in Calcutta being prejudicial to public order during the present emergent situation in accordance with the policy outlined.

Dr. Sanyal, withdrawing the adjournment motion on the Premier's assurance, said that Bengal labour was grateful for the enunciation of ~~the~~ Government policy regarding legitimate Trade Union activities and regarding the relationship between labour and employers in general, and assured that workers during the present emergency would strengthen the hands of Government in maintaining order and peace internally as far as practicable.

(The Statesman and the Amrita  
Bazar Patrika, 27-2-1942.)

Effect of Increased Hours of Work on Production:  
Views of Millowners' Association, Bombay.

Reference was made at page 55 of our November, 1941, report to the general exemption granted by the Government of India to textile mills in British India for a period of 6 months from the operation of Section 34 of the Factories Act. The effect of the notification was that such factories could work a six day week of sixty hours instead of 54 hours, the workers being paid overtime for the extra six hours at 1/4 times the ordinary rate of pay.

Government Enquiry re. Effect of Increased Hours of Production.-  
Early in December 1941, the Committee of the Millowners' Association, Bombay, was informed that the Government of India was anxious to ascertain the effect on production, over a reasonable period, of the longer hours of work now permitted, and the Association was asked to compile comparative production figures for the normal 54-hour week and the extended 60-hour week. The information was required to be compiled on a weekly basis, beginning Sunday, production figures for the normal 54-hour week periods for the eight weeks preceding the notification being placed alongside in the same form if possible. Government pointed out that although the immediate purpose of obtaining the information was to review the effect on production resulting from increased hours of work, "it will no doubt be clear that the statistics will be of considerable value both to the industry and Government in formulating policies in future on the question of hours of work in industry." Government also pointed out that it was necessary to examine carefully and quickly every means of developing the country's war effort, and added that, as experience in other countries had shown that increase in working hours did not necessarily result in permanent increase in production, it was necessary to consider whether there was some scope for increase in production by more intensive resort to double or treble shifts. Government recognised that the question of resorting to double or multiple shifts or extending such working where double shifts were already working, involved inevitably the question of the supply of skilled and semi-skilled labour and desired to be supplied with information regarding the number of persons employed in each shift and details of apprentice scheme which might be in operation in individual mills of centres.

Reply of Millowners' Association: Data inadequate for reaching conclusions.- Regarding the question of ~~the~~ the extension of the weekly hours of work from 54 to 60 and its effect on production, the Committee of the Millowners' Association, Bombay, pointed out that so far as Bombay City and Island cotton mills were concerned, it had not been possible to introduce the 60-hour week to any extent. 20 mills which had adopted the 60-hour week following Government's notification withdrawing the provisions of section 34 of the Factories Act had to give it up, in several cases after working for a few days, on account of opposition from labour; operatives of four mills came out on strike as a protest against the 10-hour day, and there was no likelihood of any further efforts being made by employers in this direction unless labour itself came forward and offered to work on the basis of 60

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hours per week. The 60-hour week or the 10-hour per shift system was in operation only in 17 mills where it had been introduced by the management by agreement with labour before the publication of Government's notification announcing the repeal of Section 34. (Out of the 17 mills ~~as~~ referred to, only 5 mills were working their main production departments on the 10-hour basis, the rest confining themselves to preparatory or finishing processes.) In view, therefore, of the very small number of mills in which the 60-hour week was in operation, the Committee regretted that the data available was inadequate to enable them to express an opinion as to the effect of the longer hours of work on production. It, therefore, felt that no useful purpose would be served by asking the mills concerned to compile statistics on the lines required by Government.

Correlation of Hours of Work and Output.- As regards the practical utility of statistical data required by Government, the Committee pointed out that mere examination of production figures would not lead to accurate conclusions being drawn therefrom for the reason that such figures would not take into account variations in types of production from week to week, variations in conditions of work, seasonal or otherwise, from mill to mill and from centre to centre, and changes in personnel employed from week to week on various machines and several other factors ~~of~~ which influenced output. If Government really desired to correlate output, fatigue and hours of work, then it was urged that this matter should be the subject of a detailed and exhaustive analysis and very close investigation by a committee of experts.

Methods of Increasing Production.- On the question of increasing industrial output as a war effort, the point was to what extent output could be raised by increasing the hours of work or by increasing the number of shifts. Labour in Bombay had up to now been found generally unwilling to work 60 hours per week, and progress in the matter of increase in production by working double or treble shifts depended to a considerable extent on the availability of skilled labour in sufficient numbers and the mechanical equipment installed in individual mills. These matters were receiving the attention of millowners of Bombay, and the Government was assured that everything possible would be done to increase output. As regards the total number of operatives employed in Bombay cotton mills a statement showing the position on 1-12-1941 was furnished to Government and it was pointed out that it would serve Government's purpose if such information was made available to them once in three months instead of every Monday as required by Government.

Supply of Skilled Labour.- On the question of the adequacy or otherwise of skilled labour in Bombay cotton mills, it was indicated that the Association had received reports of a shortage of skilled labour from certain members, who wanted to work double or treble shifts, but in view of the large numbers required to assist the institution of double or treble shifts on a large scale, it would perhaps be very difficult to meet the situation within a reasonable space of time. Although the Victoria Jubilee Technical Institute and the Textile Technical School of the Social Service League provided facilities for the training of labour and certain mills had also taken in apprentices, it was pointed out that the total number of students trained per year by these institutions was not likely to be very considerable. There was also a limit to the number of apprentices which could be taken by mills at a time, and it was doubtful whether the present requirements of mills could be met by increasing the number of apprentices in each

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mill. Any increase in the number of apprentices in the mill would, in the opinion of the Committee, be a decided nuisance apart from the overcrowding in the departments it would lead to, and another factor which would have to be considered was that the present rate of production would not perhaps be necessary after the war, and unemployment of trained personnel would be a serious problem for employers when production was reduced to normal levels.

(Excerpts from the Proceedings of the Committee of the Millowners' Association, Bombay, during January 1942.) +

Protection of factories in War Time:  
U.P. Construction of Factories Order, 1942.

The Government of the United Provinces has promulgated the U.P. Construction of Factories Order, 1942, applicable to the municipal limits of certain specified urban areas. According to the Order, where it is proposed to erect or extend a factory and the number of persons capable of working in such factory or extension of a factory is three hundred or more, the factory shall not be erected or extended, as the case may be, in any area to which this Order applies, unless the previous sanction of an engineer appointed by the Provincial Government in this behalf has been obtained. Where it is proposed to extend a factory in which less than three hundred persons ~~are~~ are working, and after such extension the number of persons capable of working in the factory may reach or exceed the figure of three hundred, the provisions of sub-clause (1) shall apply to such extension, even though the number of persons capable of working in the proposed extension may be less than three hundred.

(Notification No. 1329-C.X./C.D. dated 16-2-1942: The Government Gazette of the United Provinces Extraordinary, dated 16-2-1942.) +

Safety Measures.

A.R.P. Shelters in Factories:  
Government of India's Suggestions to Provincial Governments. +

The Government of India, it is learned, has suggested to the Provincial Governments that, in cases where no ground is available for the construction of air raid shelters, either inside or immediately outside factory premises, such shelter as is possible should be provided within the factory by erecting small walls, behind which the workmen can take shelter. It has also been suggested that, with the same purpose in view, Provincial Governments might consider erecting shelters on portions of roads, where traffic will not be unduly interfered with. To relieve the pressure on the Chief Adviser, Factory A.R.P., the Government of India, it is understood, has appointed a Deputy Adviser, Factory A.R.P. (Structural) and a Deputy Adviser, Factory A.R.P. (Organisation) to advise on structural precautions necessary in factories and the organisation, training and operation of A.R.P. services in factories respectively. (The Hindu, 8-2-42) +

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Air Raid Protection for Workers:  
Discussions of Government of India with A.I.T.U.C. representatives.

The All-India Trade Union Congress at its last session in Cawnpore dealt with the question of protection to workers in the event of air attacks on factories in India (vide pages 26 & 30 of this report). The Government of India, <sup>recently</sup> discussed the question of allaying panic among workers during enemy air-raids with representatives of the A.I.T.U.C.; it is understood that recognition of Trade Unions all over India by employers was urged as an essential preliminary to any appeal that the A.I.T.U.C. could make. The A.I.T.U.C. feels that provision of air-raid shelters and transport facilities for removing dependants of workers to safety zones are also urgent. While there might not be any difficulty in regard to the latter, construction of shelters at this hour bristles with various handicaps, and preference might have to be given to factories engaged in production of munitions. Slit trenches could be easily provided in large numbers, but continuous stay-in trenches would undermine not only the efficiency of the workers but reduce the output, which could be ill afforded at the present moment. It is understood the Government of India have these questions under their consideration.

(The Hindu, 21-2-1942.)-

Air Raid Protection for Calcutta Workers:  
Bengal Government's Proposal.

A proposal to utilize labour lines in factories with suitable structural alterations, for the purpose of providing shelter to workers during air raids has, it is learnt, been made by the Government of Bengal and placed before the owners of various factories in Calcutta and suburbs. The Government of Bengal have sanctioned Rs. 157,500 and Rs. 15,000 for the construction of 200 air raid shelters and 200 slit trenches respectively, in the city by the Calcutta Improvement Trust.

(The Hindustan Times, 6-2-1942.)+

War Risk Insurance

Scheme for Compulsory Insurance of Factories:  
Progress of Proposal. +

Reference was made at pages 46 to 47 of our December 1941 report to the proposal of the Government of India to introduce a scheme of compulsory insurance of factories against war risks. It is understood now that the Government plans have matured and are receiving the final touches. The principle underlying the proposal was agreed to some time ago, but financial details <sup>required</sup> to be worked out and financial implications had to be weighed, especially as, unlike the scheme of war risk insurance of goods, there may not be enough time available for the Government to build up a reserve from the premium received under the scheme before large demands are made on the fund. It is understood that the premium to be charged from factories for war risk may be on the same basis as that fixed for goods and that the scheme will apply

compulsorily to factories all over the country.

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Views of Commercial Interests.- The views of commercial circles, on the tentative proposals of the Government, show that Bombay merchants and experts have expressed views generally supporting the principles of the scheme, but recommending certain important modifications. Modifications are asked for in the proposed premium rate which is held to be very high, and as regards the Government's proposal of allowing insurance on fifty per cent. of the capital in the case of big factories, the Bombay merchants have suggested that cover should be allowed on the full value of factories, less depreciation. Opinion is also sharply divided regarding the settlement of claims, though Government have not thrown any light on this subject. One view is that the premium collected should be kept separate as a special fund not added to general revenue and claims should be settled after the war from the special fund pro rata.

(The Hindu, 11-2-1942, and Statesman,  
17-2-1942.) +

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List of the more important publications received in this Office during  
February, 1942.

Conditions of Work.-

- (1) Annual Report of the Chief Inspector of Mines in India for the year ending 31st December, 1940. Printed by the Manager, Government of India Press, Calcutta. 1941.
- (2) Annual Report on the working of the Workmen's Compensation Act, 1923, in the Punjab, for the year 1940. Lahore: Printed by the Superintendent, Government Printing, Punjab. 1942. Price: Re.1-5-0.

Economic Conditions.-

- (1) Report on an Economic Survey by Random Sampling of the Rural Areas of Ajmer-Merwara. Census of Rajputana and Ajmer-Merwara, Vol. XXIV-Part IV. 1941. (Roneoed).
- (2) Administration Report of the Department of Industries and Commerce, United Provinces, for the year ending 31-3-1941. Allahabad; Superintendent, Printing and Stationery, U.P. 1941. Price Re. 0-10-0.
- (3) Proceedings of the Meeting of the Standing Finance Committee for Railways, Vol. XVIII, Nos. 2, 3 and 4. Published by the Manager of Publications, Delhi.
- (4) Summary Proceedings of the Forty-fourth meeting of the Indian Central Cotton Committee, held on the 18th and 19th July, 1941. Price Re.1/-.
- (5) Stocks of Indian Raw Cotton held in India by the Mills and the Trade on 31st August, 1941. Price 4 annas. January 1942. (Statistical leaflet No. 2, Indian Central Cotton Committee, Post Box No. 1002, Bombay.)
- (6) Receipt at Mills in India of Raw Cotton classified by Varieties. 1940-41 season. Price 4 annas. January 1942. (Statistical leaflet No. 3 - Indian Central Cotton Committee, Post Box 1002, Bombay.)
- (7) Exports by Sea of Indian Raw Cotton classified by Varieties. 1940-41 season. Price 4 annas. (Statistical leaflet No. 4, Indian Central Cotton Committee, Post Box No. 1002, Bombay.)

Agriculture.-

Imperial Council of Agricultural Research. Proceedings of the Fourth Meeting of the Animal Husbandry Wing of the Board of Agriculture and Animal Husbandry in India. Held at Izatnagar (Bareilly) from the 18th to 20th November, 1940 (with Appendices). Published by the Manager of Publications, Delhi, 1942. Price Rs. 5-10-0 or 8s.9d.

Living Conditions.-

- (1) Twentieth Annual Report of the Welfare Committee, 1941. The Buckingham & Carnatic Mills, Madras.
- (2) Annual Report on the Administration of the Industrial Housing Scheme, 1940-41. Bombay: Printed at the Government Central Press. Price 1 anna or 1 d. 1941.



Organisation, Congresses, etc.-

- (1) Annual Report on the working of the Trade Unions Act, 1926, in the Province of Bihar, for the year 1940-41. Superintendent, Government Printing, Bihar, Patna. 1942. Price Annas 3/-.
- (2) Administration Report on the working of the Indian Trade Unions Act (No. XVI of 1926) for the year 1939-40. Price Annas 3 or 4d. Karachi: Printed at the Government Press, 1941.
- (3) All-India Trade Union Congress, Nineteenth Session. Address of Mr. V.R. Kalappa, President, Cawnpore, 8th and 9th February, 1942.
- (4) Address of Welcome by Pandit Balkrishna Sharma, Chairman, Reception Committee of the 19th session of the All-India Trade Union Congress and the Cawnpore Labour Conference, held at Cawnpore on the 8th and 9th February, 1942.
- (5) All-India Trade Union Congress: Report of the General Secretary (From October 1940 to December 1941.)
- (6) ~~The~~ Resolutions taken up for consideration at the Nineteenth Session of A.I.T.U.C., Cawnpore: 8th and 9th February, 1942. (Roneoed).
- (7) The Karachi Indian Merchants' Association: Report by the Secretary for the year 1940. 1942.

Education.-

Bureau of Education, India; Education in India, 1937-38.  
Published by the Manager of Publications, Delhi. 1941.  
Price Rs. 2-8-0 or 4s.

Miscellaneous.-

- (1) Administration Report of the Municipal Commissioner of the City of Bombay for the year 1940-41. Bombay: Municipal Printing Press, 1941.