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PREFACE.

The Tripartite Labour Conference at its meeting in September 1943 recommended the setting up of a machinery to investigate questions of wages and earnings, employment and housing, and social conditions generally, with a view to provide adequate materials on which to plan a policy of social security for labour. In pursuance of that resolution, the Labour Investigation Committee was appointed by the Government of India by Resolution No. L.4012, dated the 12th February 1944 to carry out the investigations. The Committee was instructed to extend its investigations generally to all industrial and semi-industrial labour covered by the Royal Commission on Labour in their Report, with the addition of certain other categories. The Committee was asked by the Government of India to decide in each case the most suitable manner of conducting the enquiry. The Government, however, considered that the method of enquiry should not merely consist of sending out questionnaires to Government agencies and Employers' and Workers' Associations, but should also comprise specific enquiries in individual concerns based on representative sampling.

2. In India, in spite of the quite comprehensive enquiries made by the Royal Commission on Labour and a few Committees appointed by the Provincial Governments, there have remained large lacunae in regard to information on labour conditions in several industries. In particular, broadly speaking, the method of direct enquiry on the spot has not been adopted on a sufficiently wide scale so as to cover the entire industrial structure. Moreover, certain industries, like cotton textiles and coal mining, have received greater attention than others, and even as regards these industries, comprehensive information on an all-India basis has not been available. With a view to making up this deficiency as well as to bringing the available information up to date, the Committee decided that *ad hoc* surveys should be carried out in various industries so as to secure a complete picture of labour conditions prevailing in each : The following industries were selected for the purpose :—

A. *Mining.* (1) Coal. (2) Manganese. (3) Gold. (4) Mica.
(5) Iron Ore. (6) Salt.

B. *Plantations.* (7) Tea. (8) Coffee. (9) Rubber.

C. *Factory industry.* (10) Cotton. (11) Jute. (12) Silk. (13) Woollen. (14) Mineral Oil. (15) Dockyard. (16) Engineering. (17) Cement. (18) Matches. (19) Paper. (20) Carpet weaving. (21) Coir matting. (22) Tanneries and Leather Goods Manufacture. (23) Potteries. (24) Printing Presses. (25) Glass. (26) Chemical and Pharmaceutical works. (27) Shellac. (28) Bidi-making, Cigar and Cigarette. (29) Mica Splitting. (30) Sugar. (31) Cotton Ginning and Baling. (32) Rice Mills.

D. *Transport.* (33) Transport Services (Tramways and Buses). (34) Non-gazetted Railway Staff.

E. Other types of labour. (35) Port Labour. (36) Municipal Labour. (37) Central P.W.D. (38) Rickshaw Pullers.

3. The main conception on which the *ad hoc* surveys have been based is that information should be collected on the spot by direct enquiry conducted with the help of the Committee's own staff and that this information should, as far as possible, conform to the sampling methods widely adopted in such work. Owing to great variations in the character of the different industries, however, there could not be a complete uniformity in regard to the methods which had to be adopted to suit the peculiarities of particular industries and centres. For instance while there are only a few centres and units in certain industries such as potteries, mineral oil, gold, etc., in other industries, such as

textiles, engineering, transport services, plantations, tanneries, bidi-making, etc., a very large number of centres and units in different provinces (and even States) had to be covered. Moreover, some of the industries are modern industries of the large-scale type, wherein factory legislation applies more or less entirely, while others are indigenous handicrafts or small-scale industries, where factory legislation is either inapplicable or partially applicable. Thus, information has not been uniformly available in advance as regards the size, location and ownership of industrial units, such as is necessary before decisions for sampling are taken. Consequently, the technique of representative sampling had to be modified and supplemented so as to obtain whatever information of a reliable character was available. As far as possible, however, in all industries important centres were covered. In each of these centres units were chosen on a sample basis, but it was possible in a few centres to cover all units. The final lists of centres of survey and individual establishments were made out in the light of the impressions gathered during the course of the preliminary tour and in consultation with local authorities. The guiding principle in the selection of centres of survey was to make the survey regionally representative so as to discover differences in the conditions of labour in the same industry in different parts of the country. The selection of individual concerns was generally based on considerations, in order of importance of (a) size, (b) ownership (private or limited) and (c) whether subject to statutory regulation or not. In this connection it may be stated that the Committee were greatly handicapped in sampling the units owing to the lack of complete information regarding location and number of units in the selected industries. Unfortunately there are no all-India employers' organisations in some of the organised industries, nor are the statistics maintained by the Central and Provincial Governments at all complete. Moreover, in certain unorganised industries, such as shellac, carpet-weaving, bidi-making, etc., owing to their very nature, no such information could have been readily available in advance. In certain cases, therefore, owing to these difficulties as well as transport difficulties and other exigencies, the sampling could not be fully adhered to. Nevertheless, the Committee have been anxious to gather in the maximum possible information in the limited time at their disposal and with a view to this, they have cast their net as wide as possible. The main instruments of *ad hoc* survey were the Questionnaires. These were of two kinds :—(a) the main *ad hoc* survey questionnaire on points likely to be common to all the industries surveyed, and (b) supplementary and special questionnaires in respect of certain industries, such as plantations, mines, railways, rickshaw pullers, port labour, municipal labour, glass, shellac, mica, etc. The main questionnaire was accompanied by a tabular form for entering wage data and this was used wherever possible. In the case of certain surveys, however, such as salt, paper, cotton, woollen and jute textiles, dockyards, silk, cement and gold mining, it was possible to conduct a wage survey on a sample basis. The chief method of collection of data was by personal investigation of industrial establishments, examination of their records and contact with labour in factories and homes. The information thus collected was supplemented and checked with replies to the Questionnaires received.

4. For the purpose of conducting enquiries, a sufficiently large field staff, consisting of 16 Supervisors and 45 Investigators, was appointed. Before the commencement of field work, all the Supervisors (with the exception of those working in Bengal) were called to the Committee's headquarters at Simla and given detailed instructions on the technique and scope of the enquiries to be conducted by them, the manner in which they were to submit their data, and the centres and units which they were to investigate. In addition, both Supervisors and Investigators were provided with written instructions regarding the

use of questionnaires, sampling of concerns (where this could not be done in advance), filling of the wage forms, etc. In particular, they were asked not only to collect information on the spot but also to draw upon every other possible source of information. In doing so, they were required to distribute copies of the questionnaires in the centres assigned to them not only amongst the sampled units but also amongst Employers' and Workers' associations in the industry and such other associations and individuals as were likely to be interested in the subject. They were also asked to get into touch with officials of Central and Provincial Governments connected with labour and obtain such facilities as might be necessary in doing their work.

5 As far as the field work in Bengal was concerned it was done by the staff of the Committee under the guidance and supervision of the Labour Commissioner, Bengal, and his subordinate officers. Members, however, paid visits to selected centres and units in Bengal to obtain first-hand knowledge of local labour conditions.

6 The Committee's survey covered all Provinces with the exception of the North-West Frontier Province where none of the Industries selected for survey was sufficiently important. It extended to many of the Indian States also, such as Kashmir, Patiala, Gwalior, Baroda, Mysore, Sandur, Travancore, Cochin, Bundi, Indore and some of the States of the Eastern States Agency. No survey was undertaken in the Hyderabad State as that State preferred to appoint its own Labour Investigation Committee, with terms of reference identical to those of this Committee, for enquiry into local labour conditions.

7 In dealing with the *ad hoc* survey work, several courses were open to the Committee.—(i) the Committee, as a whole, to study each industry, (ii) the surveys to be distributed region-wise and each Member put in charge of a region, and (iii) each Member to be entrusted with a few surveys throughout India. With a view to speedy and efficient work, the third course was actually adopted. This departure from the usual procedure of the Committee as a whole dealing with the work was necessary in view of the immensity of the task and the necessity of maintaining an all-India perspective. Moreover, it was felt that this procedure would enable Members to make a specialised study of labour conditions in individual industries in different parts of the country. It was also felt that the peculiar problems of industrial labour had more an industry-wise than a region-wise dispersion and that the procedure would be helpful to future legislation which has to take into consideration the diversified conditions of each industry. It will be seen, however, that in the Reports the factual material has been presented both on an all-India and on a regional basis.

8. Thanks and acknowledgments are due to Provincial Governments, State Authorities, Labour Commissioners (and particularly the Labour Commissioner, Bengal), Directors of Industries, Chief Inspectors of Factories, Port Authorities, local bodies, employers' and workers' associations, managements of the units surveyed and all others who rendered help in the collection of the data presented in these Reports.

D. V. REGE, *Chairman.*

S. R. DESHPANDE	}	<i>Members</i>
AHMAD MUKHTAR		
B. P. ADARKAR		

TEJA SINGH SAHNI,
Secretary.

PREFATORY NOTE.

The *ad hoc* questionnaire on the non-gazetted railway services was issued to the railway administrations, railway unions and other interested associations and individuals both in British India and Indian States in July 1944. It was after several reminders that most of the railway administrations replied, long after the last date fixed for the purpose had expired. In some cases, the replies were received too late to be incorporated in the report. Only six unions, out of 33 who received the questionnaire, sent in their replies. Major Bose, sometime president of the E. I. Railway Employees' Association, deserves to be specially mentioned as he was the only individual who submitted a very elaborate memorandum. While I thank all those who have responded to my questionnaire I must point out that the replies of several railway administrations were sketchy, short, and in many cases, vague and unhelpful.

As it was physically impossible for me to contact the administrations, unions and representatives of workers on all railways within the very short time* at my disposal, I sampled the following railways for field work :

- (i) North Western Railway,
- (ii) G.I.P. Railway,
- (iii) B. N. Railway,
- (iv) S.I. Railway,
- (v) Burdwan Katwa Railway,
- (vi) Bombay Port Trust Railway,
- (vii) Gwalior Light Railway,
- (viii) Baroda State Railway,
- (ix) Junagadh State Railway,
- (x) Mysore State Railway.

The Indian States concerned were asked to permit my investigating staff to contact the railway administrations and representatives of workers. They took a long time to make up their minds and, as Government were pressing for an early submission of this report, it was decided to conduct a supplementary enquiry in regard to railway services in Indian States. The railway replies from these States have, however, been utilised, wherever necessary.

In regard to civil condition, indebtedness and housing, the following centres on the sampled railways were covered :—

- (i) Lahore and Dinanagar on N. W. Railway,
- (ii) Madras, Villupuram and Shoranur on S. I. Railway,
- (iii) Bombay and Narsingpur on G.I.P. Railway,
- (iv) Kharagpur and Chakradharpur on B.N. Railway.

I took advantage of my visit to Baroda and asked my supervisor to collect the necessary statistical data on the subject from that place.

*Between July 1941 (when my investigating staff was appointed) and September 1945, I sent up nine reports (including the present) to Government.

NOTE.

This Report is based on the findings of the Labour Investigation Committee and the Government of India accept no responsibility for the opinions expressed or statements made therein.

CHAPTER I.—INTRODUCTION.

The Railways in India have played an important part in the social, economic and political, progress of the country. The first railway, constructed more than 85 years ago, was a modest project of only 21 miles, but, from this small beginning, has been built up a vast and complex system of communications, which, from the point of view of total mileage, is in excess of that in any other country except the United States of America. The total route mileage of all railways in India on 31st March 1944 was 40,512.

On the basis of their ownership and management, the existing railways of India have been classified into the following five categories :—

- (1) State-owned and State-managed*.
- (2) State-owned and Company-managed.
- (3) Company-owned and Company-managed
- (4) Railways owned and managed by Indian States.
- (5) Railways owned and managed by the Port Trust Authorities.

On the basis of their earnings and for statistical purposes, the railways of India have been grouped as follows :—

(1) Class I Railways, with gross earnings of not less than Rs. 50 lakhs a year.

(2) Class II Railways, with gross earnings of less than Rs 50 lakhs but exceeding Rs. 10 lakhs a year.

(3) Class III Railways, with gross earnings of Rs. 10 lakhs and under.

The following table gives the available details of most of the existing railways, classified according to their ownership and management as well as their gross earnings :—

TABLE I†.

Showing the classification of most of the Indian Railways according to ownership and management as well as gross earnings as on 31st March 1944.

(A) State-owned and State-managed Railways

Serial No.	Railways.	Class.	Route mileage on 31-3-1944.	Number of gazetted employees.	Total number of employees (gazetted as well as non-gazetted).
1	2	3	4	5	6
1	The Bengal and Assam Railway	.. I	3,460	209	1,16,398
2	The Bombay, Baroda and Central India Railway	.. I	3,404	181	75,950
3	The East Indian Railway	.. I	4,062	253	1,50,776
4	The Great Indian Peninsula Railway	.. I	3,530	212	1,24,326
5	The North Western Railway	.. I	6,885	252	1,20,936
6	The Bengal Nagpur Railway	.. I	3,376	200	86,615
7	The Madras & Southern Mahratta Railway	I	2,941	142	57,672
8	The South Indian Railway	.. I	2,349	130	42,918
9	The Oudh & Tirhut Railway	.. I	2,684	96	38,300

*Throughout this Report, State-owned and/or State-managed railways mean those owned and/or managed by the Government of India.

†Vide Report by the Railway Board on Indian Railways, pages 252-253.

(B) *State-owned and Company-managed Railways.*

There are no regular railway systems at present which are State-owned and Company-managed. The following sections which are owned by the State are managed by the Railway Administrations shown against each. —

1. Jodhpur Hyderabad	269 miles	The Jodhpur State Railway
2. Buzwada Extension	22 miles	} The Nizam's State Railway.
3. Dhone-Kurnool	36 miles	

(C) *Company-owned and Company-managed Railways.*

Serial No.	Railways.	Class.	Route Mileage on 31-3-1944.	Number of employees (gazetted as well as non-gazetted).
1	The Darjeeling Himalayan Railway ..	II	147	2,285
2	The Barsi Light Railway	II	203	1,428
3	The Shahdara (Delhi) Saharanpur Light Railway ..	II	93	853
4	The Dibru-Sadiya Railway ..	II	95	3,470
5	The Matheran Light Railway ..	III	13	128
6	The Bengal Provincial Railway ..	III	42	285
7	The Ahmedpur Katwa Light Railway ..	III	32	154
8	The Arrah Sasaram Light Railway ..	III	65	389
9	The Dehri Rohtas Light Railway ..	III	24	305

(D) *Railways owned and managed by Indian States.*

Serial No.	Railways.	Class.	Route Mileage on 31-3-1944.	Number of employees (gazetted as well as non-gazetted).
1	H. E. H. The Nizam's State Railway* ..	I	1,360	16,116
2	The Mysore State Railway	I	738	8,004
3	The Jodhpur State Railway	I	1,126	8,289
4	The Bikaner State Railway	I	883	4,583
5	The Gaekwar's Baroda State Railway ..	II	737	4,277
6	The Jaipur State Railway	II	254	1,417
7	The Jamnagar Dwarka Railway	II	203	1,429
8	The Junagadh State Railway	II	229	1,482
9	The Bhavnagar State Railway	II	307	3,272
10	The Gondal State Railway	II	213	1,397
11	The Morvi State Railway	II	173	1,226
12	The Scindia State Railway	III	295	1,188
13	The Dholpur State Railway	III	55	381
14	The Mewar State Railway	III	146	1,165 (non-gazetted only)
15	The Cutch State Railway	III	72	336

* Includes State-owned portions also.

(E) *Railways owned and managed by the Port Trust Authorities*
Class

(i) The Calcutta Port Trust Commissioner's Railway ..	III
(ii) The Bombay Port Trust Railway	III
(iii) The Madras Port Trust Railway	III

The importance of labour employed on railways can hardly be exaggerated. As the Royal Commission on Labour has rightly pointed out, "the railway administrations are the largest employers of organised labour in India, and their working policy as regards wages and other terms of employment reverts to some extent on industrial labour conditions throughout the country" *.

Numerous are the problems which affect railway labour in India. Each railway has its own peculiar features which affect conditions of labour employed thereon. Among these may be mentioned "the length of the railway, the territories through which it passes, the climatic, ethnological and other features peculiar to those territories, the social, economic and educational progress made by the people living therein, the scope such progress affords for the satisfactory working of railway labour and the other avenues of employment open to labour. Not less important are the variations in the nature and extent of the traffic available and in the earning capacity and working agency of one railway as compared with another. As an offset to these factors may be placed the natural tendency for each railway to be affected by any scheme of improvement in conditions on other railways, a tendency strengthened by the workmen's associations which are not slow to claim and press for the extension of similar schemes to their railway. The general working policy of the Railway Board as a central controlling body representing the Government of India acts as a co-ordinating force, while the Indian Railway Conference Association also makes its influence felt when labour questions affecting more than one railway are under consideration" †. It may be added that, during recent years, the debates and discussions in the Legislative Assembly have had considerable influence over policies and problems of railway administration in general and of labour in particular.

Before proceeding to describe labour conditions on the various railways which have replied to my *ad hoc* questionnaire and in particular on those where field investigations were carried out, it is necessary to outline briefly the methods of administration of the existing railways as they determine to a large extent the general problems of labour, particularly in respect of recruitment, wages and earnings, working conditions and welfare activities.

The executive authority for the administration of railways, until a Federal Railway Authority is established under the Government of India Act of 1935, is the Central Government, which has delegated its powers in this respect to the Railway Board, which was constituted in March 1905. At present, the Railway Board consists of :—

- (a) The Chief Commissioner of Railways (as the President),
- (b) the Financial Commissioner of Railways, and
- (c) three members, i.e., Member, Staff ; Member, Traffic ; and Member, Engineering.

Of these five, the Member in charge of staff is responsible for handling all labour and establishment questions on Indian Government railways.

*Report, p. 136.

†*Ibid*, p. 138.

The Railway Board has issued rules from time to time as emanating from the Governor General in Council under Section 241(2) of the Government of India Act 1935 and these form the basis for the administration of all state-owned and state-managed railways. Needless to add that the Railway Board exercises full powers on these railways in respect of all matters.

With regard to state-owned and company-managed railways, the Railway Board's powers are determined by agreements executed by the railway administrations concerned with the Government of India. Copies of the general orders of the Railway Board affecting service conditions of employees on state-managed railways are ordinarily followed by these railways, though the Railway Board has no power of enforcing them.

With regard to company-owned and company-managed railways, the Railway Board does not exercise any power and cannot enforce its policy in respect of establishment and labour questions except by way of suggestions to the administrations concerned. For, the boards of directors of these companies and their agents enjoy complete freedom of management subject, however, to the provisions of the Indian Railways Act of 1890.

The Railway Board has no power whatsoever with regard to the enforcement of labour policy on railways owned by Indian States, the entire administration of which is the responsibility of the States concerned. However, the policy of the Railway Board in respect of state-owned railways is followed to a smaller or greater extent on these railways so as to avoid agitation on the part of workers.

The chief administrative officer of each individual railway is the 'General Manager' in the case of state-owned railways or the Agent in the case of company-owned railways.

The General Managers of the State railways are under the direct control of the Railway Board and exercise such powers as are specified in the State Railway Code. In respect of the non-gazetted staff, with which this report is concerned, the General Managers have full powers as regards establishment matters except the following* for which the previous sanction of higher authority is necessary :—

(a) the creation of a post on a rate of pay in excess of Rs 400 p.m., except in the case of employees entitled to old scales of pay when the limit is Rs. 600 per month,

(b) the grant of special pay, personal pay, etc., when the total pay exceeds the limits prescribed in (a),

(c) the creation of a pensionable post,

(d) the grant of an honorarium or reward in excess of Rs 500 in each individual case,

(e) the increase in the scales of pay of establishments costing more than Rs 25,000 per year, unless provided for in the sanctioned budget and approved specifically by the Railway Board, and

(f) the grant of hospital leave with leave salary when temporarily absent for medical treatment, in excess of a period of 24 months.

The administration of railways of Indian States differs from one State to another, but, as a rule, the Darbar concerned exercises a great deal of power through its Chief Administrative Officer, the Dewan or the Prime Minister. The Bhavnagar Railway, for example, is administered by the Bhavnagar State Railway Board consisting of the Dewan of the State as its president and the General Manager and the next senior officers as members. The Jamnagar Dwarka Railway works under the orders of His Highness of Jamnagar through the Dewan. The Scindia State Railway is the property of the

*State Railway General Code, Vol II, Appendices, p. 85.

Gwalior Darbar and is administered according to the State Rules in force. Broadly speaking, the powers of the General Managers of railways in Indian States are considerably restricted. For example, though the General Manager is the administrative head of the Mewar State Railway, all financial and establishment matters are under the direction of the Mewar Government. The General Manager of the Scindia State Railway has full powers in matters of appointments and dismissals of non-gazetted staff drawing upto Rs. 100 per month only. Similar are the powers of the General Manager of the Mewar State Railway, while the General Manager of the Gackwar's Baroda State Railway has powers of appointing and dismissing non-gazetted staff drawing upto Rs. 150 per month. On the Dholpur State Railway, the General Manager has powers to deal with staff drawing upto Rs. 15 per mensem only.

CHAPTER II.—EMPLOYMENT.

The total number of employees (gazetted and non-gazetted, permanent and temporary) on all railways in British India and Indian States at the end of the year 1913-44 was 8,89,056. The following table shows the distribution of employment by communities during the past nine years*.

**Vide* Indian Year Book, 1944-45, p. 679, for figures of employment for the years 1936-43. Figures for 1944 are taken from the Railway Board Report.

TABLE II
Showing employment by communities.

Year ending March 31.	Statutory Indians						Total.
	Europeans	Hindus	Muslims.	Anglo Indians & domiciled Europeans	Sikhs	Indian Christians.	
1936 ..	3,219	5,04,977	1,55,439	13,423	8,740	16,854	7,12,364
1937 ..	3,121	5,04,983	1,54,535	13,416	8,734	17,253	7,10,880
1938	2,692	4,94,272	1,53,794	12,843	8,114	17,311	6,90,223
1939 ..	2,505	5,01,243	1,54,837	13,440	7,745	17,703	6,93,153
1940	2,333	5,06,220	1,57,857	13,099	8,106	18,045	7,01,022
1941	2,143	5,21,171	1,60,912	13,239	8,503	18,758	7 23,019
1942	1,918	5,38,840	1,72,685	12,260	8,705	20,639	7,57,706
1943 ..	1,833	5,87,368	1,90,352	12,271	9,368	20,848	8,26,046
†1944	1,761	6,29,730	2,09,190	12,262	9,397	22,212	8,89,056

*This figure includes 14 officers loaned to the railways by the Indian Audit and Account Services (vide Report of the Railway Board on Indian Railways for 1942-43, Vol II, p 247).

†Report by the Railway Board on Indian Railways for 1943-44, Vol II, pp 246-247

‡This figure does not include 16 officers on loan from the Indian Audit and Accounts Department.

It may be seen from these data that there has been an increase in employment in 1944 of 1,89,903 (21.4 per cent.) workers as compared with 1939. The increase is rather striking since there has been a decrease of 643 miles in the total route mileage of the railways during the war period.

An analysis of the data in table III shows that 95.6 per cent. of the entire labour force is employed on Class I railways.

TABLE III*.

Showing distribution of employment on the different classes of railways.

Categories.	Number employed.	Percentage to the total.
Class I	8,50,274	95.6
Class II	21,295	2.4
Class III	7,457	0.8
Railway Board and other Railway Offices	9,452	1.1
Railway Collieries	594	0.1
Total	8,89,072†	100.0

Statistics of railway employees classified into the three well-known categories of gazetted, subordinate and inferior staff are not available in respect of class II and Class III Railways. The available data in respect of all Class I railways (excepting those of Bikaner, Jodhpur, Mysore and Hyderabad) given in table IV show that 78.5 per cent. of the railway employees belong to the category of inferior staff.

TABLE IV

Showing distribution of employment on the majority of Class I railways according to the three categories of gazetted, non-gazetted and inferior staff.

Serial No	Category	Number.	Percentage to total.
1	Gazetted	1,769	0.2
2	Subordinate staff	1,76,741	21.3
3	Inferior ‡	6,51,479	78.5
Total		8,29,989	100.0

Contract Labour.

Table V gives the statistics of contract labour on four railways, which have supplied these data. It is seen that there has been an increase of contract labour in 1944 as compared with 1939 on two railways. The Bengal Nagpur Railway has not only the largest number of women workers but also a fair number of them employed and paid through contractors. On the Oudh and Tirhut Railway, 1,987 workers in January 1944 were employed by the contractors but paid directly by the Railway.

* *Vide* Report by the Railway Board on Indian Railways for 1943-44, Volume II, pages 246-247.

† This includes the staff on loan from the Indian Audit and Accounts Departments.

‡ Including the staff in the Mechanical Department. For details of data, *vide* Report of the Railway Board for 1943-44, Vol. 2, pages 250-255.

The All-India Railwaymen's Federation drew the attention of the Railway Board as early as June 1935 to the disabilities of contract labour in respect of hours of work and wages and *rightly* demanded that every contract should "contain a clause specifying that the workers for that contract shall have the same rules about hours of employment and weekly rest as the railway workers".* Even after the lapse of a decade and the instructions issued to the state-managed railways and the recommendations made to the Company-managed railways†, it is alleged by the Bengal Nagpur Railway Indian Labour Union that "contract labour is the most exploited labour, that it is made to work excessive hours and that there is no security of tenure at all. In view of the need for improving the general standards of labour, it seems imperative that contract labour should be abolished on all railways". It is difficult not to agree with this view.

Length of Service.

Information regarding the length of service of employees‡ has been supplied only by four Class I Railways, four Class II Railways and five Class III Railways. These data cannot claim to be either representative (as they cover only a small percentage of employees) or complete (as they do not distinguish between temporary and permanent workers). Nevertheless, the general trend indicated by them is clear, namely that, except on the Dehri Itolitas, Martin's Light and Barsi Light Railway, the majority of workers are those who have put in less than 10 years of service.

* Amplified Report of the proceedings of the 10th Half-yearly meeting between the Railway Board and the All India Railwaymen's Federation for June 1935, p. 4.

† Ibid, p. 5.

‡ The data supplied by the railway administrations relate in some cases to the whole of the non-gazetted staff, though information was asked for only in respect of inferior and labour categories.

TABLE VI.
Showing length of service of non-gazetted staff on certain railways.

Class.	Railway.	Period of service in years									
		0—1.		1—5.		5—10.		Over 10		Total.	
		No.	%	No.	%	No.	%	No.	%	No.	%
I	Jodhpur State	1,036	29.6	981	28.3	633	18.2	822	23.6	3,472	100
I	Oudh & Tirhut*	475	61.5	69	8.9	73	9.4	156	20.2	773	100
I	Mysore State	246		593				1,977			
I	G. I. P.†	3,992	19.13	7,129	34.16	1,668	7.99	8,082	38.72	20,871	100
II	Junagadh State	161	16.9	203	21.3	199	21.0	388	40.8	951	100
II	Barsi Light	159	12.7	215	17.1	161	12.8	721	57.4	1,256	100
II	Jamnagar Dwarka	448	34.7	369	28.5	203	15.7	272	21.1	1,292	100
II	Derjeeling Himalayan	308	18.7	454	27.5	217	13.2	669	40.6	1,648	100
II	Mewar State	308	45.4	191	28.2	66	9.7	113	16.7	678	100
III	Matheran Hill Light	2	2.3	14	15.9	33	37.5	39	44.3	88	100
III	Dehri Rohtas	33	40.7	6	7.4			42	51.9	81	100
III	M'cleod's	115	21.8	179	34.0	110	20.9	123	23.3	527	100
III	Jagadhari	11	28.9	9	23.7	6	15.9	12	31.5	38	100
III	Martin's Light	288	11.8	489	20.0	441	17.9	1,233	50.3	2,451	100

*These data refer only to three departments—Accounts, Food, and Stores

†These data refer only to five departments—Accounts, Stores, Medical, Mechanical and G. M.'s Office.

Labour Turnover.

Very few railway administrations have supplied detailed statistics of labour turnover in respect of the inferior and labour staff. Where information has been given, it does not relate to the entire labour and inferior staff in all departments. It is consequently hazardous to draw any definite conclusions from these scanty data. Nevertheless, it is safe to say that the number of workers leaving the service voluntarily is somewhat considerable, particularly because of the opening up of more remunerative avenues of employment in recent years as a result of the present war.

Absenteeism.

Statistics of absenteeism in respect of the inferior and labour staff have not been supplied by many of the Railway administrations. Some, however, state that absenteeism is due mainly to the inferior staff returning to their villages at sowing and harvesting seasons. The Darjeeling Himalayan Railway states that the percentage of absenteeism in 1939 was 5.09 whereas it increased to 6.20 in 1943, the chief reasons being privilege leave and sickness. The Gaekwar of Baroda State Railway gives the percentage of absenteeism due to sowing and harvesting as 10. On the Jodhpur State Railway it is said to be 5 per cent. at sowing in the Engineering Department and 8 per cent. at the harvesting season in the Stores Department. The percentages of absenteeism during 1943 in the Food and Stores Departments of the Oudh and Tirhut Railway were 5 and 2.5 respectively. The G.I.P. Railway estimates absenteeism for the whole staff at between 6 per cent. and 16 per cent. Absenteeism is attributed to illness, attendance at marriages, other social and religious functions and sowing and harvesting of crops. In view of these reasons the Administration strangely remarks that no measures to reduce it will be effective. Absenteeism, in general, is considered to be abnormally high on the East Indian Railway on account of malaria, abnormal rainfall in 1942 and 1943, increase in the tempo of work especially of the running staff, and malnutrition with consequent loss of immunity and lack of resistance power. When the causes of absenteeism are so obvious, there is no reason why remedial measures to counteract them should not be successful.

Service Rules.

The standing orders determining the relationship between the Railway Administrations and their employees on the State Railways are all codified in the shape of Railway Servants' Conduct Rules in Appendix XI of the State Railways Establishment Code, Volume I. These rules relate to the acceptance of gifts, lending and borrowing of money, buying and selling of immovable property, speculation, insolvency and habitual indebtedness, communication of official documents or information, taking part in politics, membership of trade unions, etc.

A Railway servant is subject among others to the following conditions of service* :—

(a) Such service is terminable at any time by either party on one month's notice in writing or by the administration on one month's pay in lieu of notice.

(b) In no circumstances shall a railway servant be entitled to pension though he will be eligible for a gratuity for good, efficient, faithful and continuous service at the discretion of the Administration.

* *Vide* State Railway Establishment Code, Vol. I, para. 1503; also Appendix XXIV, Pages 337-338.

(c) The Administration has full power and *authority at any time for any reason that it may consider sufficient* to suspend or dismiss or otherwise punish the Railway servant according to the rules of the service in which he is for the time being employed.

The existing service agreement, particularly the portion relating to the right of the railway administration to dispense with the services of an employee with one month's notice *without assigning the reasons therefor*, has been the subject of much criticism by the workers. The following passage from the Amplified Report of the proceedings of the sixth half-yearly meeting between the Railway Board and the All India Railwaymen's Federation brings out clearly the issues involved in this agreement.—

“The Federation stated that the greatest objection to the existing agreements was that an employee could be discharged or dismissed without legal protection and that there was no protection against wrongful discharge as the employee concerned had contracted himself out of his legal rights. The Federation pointed out that every employee in other public bodies was entitled to sue for damages for wrongful dismissal whereas a person employed on railway, having signed an agreement, is without such a remedy. The Federation stated that, after 12 months' service, a man should be made permanent and that he should not be dismissed without proof of fraud or crime in a court of law. The Chief Commissioner asked if any ordinary commercial firm gave such rights to their employees. The Federation stated that a commercial firm is open to be sued for wrongful dismissal. The Chief Commissioner pointed out that railway servants were on a different footing and that a man in a private firm cannot be said to be in a better position than a man in the Railway service. The Federation then stated that all that they wanted was to delete the provision not to give the employee the ordinary rights. The Board pointed out that the Federation's proposal went further than that recommended by the Royal Commission on Labour.”*

Now that most of the railways are state-managed, it is claimed that railway servants should be placed at par with other Government servants. The G I F. Railwaymen's Union in its memorandum observes that the “present service agreement should be abolished, as no such agreement is taken from the Government servants of any other department”.

There are no Service Rules on the Mewar State Railway, the Jamnagar Dwarka Railway, the Dholpur State Railway, the Barsi light and the Dehri Rohtas Railway. On the Gaekwar of Baroda State Railway and the Scindia State Railway, State Civil Service Rules are made applicable to their respective railway servants. On five railways that have responded to my questionnaire, the relationship with the employees is governed by service agreements only.

Leave.

Leave Rules on State Railways—The general principles of leave for railway servants are that no leave can be claimed as a right and that, when the exigencies of service so require, discretion to refuse or revoke leave of any description is reserved to the authority empowered to grant it. There are several types of leave of which the most important are :—(1) casual leave, (2) privilege leave, (3) sick leave, (4) disability leave, (5) hospital leave, (6) study leave and (7) extraordinary leave. Leave rules differ from one railway to another and from one category of staff to another (e.g. inferior

and workshop staff, subordinate staff, etc.). Again, leave rules admissible to subordinates of non-Asiatic domicile* are different from those admissible to other subordinates. Broadly speaking, there are three sets of rules in force on State Railways —

(a) Ex Company's Leave Rules, which are applicable to staff employed in permanent companies' service before they were taken over by the Government of India.

(b) Fundamental Leave Rules, which apply to staff employed on Railways managed by the Government of India (*e.g.*, N. W. and E. B. Railways).

(c) New State Railway Rules which are applicable to staff appointed on or after 1st April 1930 or in whose case it was specifically stipulated that they will be brought on the New Rules when introduced.

It is pertinently pointed out that staff employed on the same Railway should be subject to uniform sets of rules, which is not the case at present

A very brief description of the types of leave referred to already is given below, —

Casual Leave.

Casual leave is a concession to enable the employees in special circumstances to be absent from duty for short periods without such absence being treated as leave. It cannot be taken in continuation with any recognised leave and is not given to employees with less than 6 months' service†.

Privilege Leave.

Privilege leave for employees on State Railways depends upon the category to which they belong (gazetted, subordinate, inferior, etc.) and their length of service. Privilege leave on average pay for inferior staff is earned on the following scale :—

TABLE VIII.

Length of total service.	Leave earned.		
(1) Less than one year	..	..	Nil
(2) one year and over but less than 10 years ..	..	..	10 days in a calendar year.
(3) 10 years and over but less than 20 years ..	..	..	15 days in a calendar year.
(4) 20 years and over	..	..	20 days in a calendar year.

When the leave due amounts to 30 days, the railway servant ceases to earn further leave

The most common complaint on almost all the sampled railways is that workers are unable to obtain casual leave and privilege leave owing to the

*Railway Establishment Code, Vol. I, paras. 714, 723.

† State Railway Establishment Code.

paucity of relieving staff. The Bengal Nagpur Railway Employees' Union points out further, that " instances are many where permanent vacancies are not filled up and relieving men are made to work against these permanent vacancies ". Though the staff on the Bombay Port Trust Railway are granted their earned leave, the Union draws attention to the objectionable practice of the administration in not appointing substitutes except when an employee goes on leave on loss of pay, which naturally throws extra burden upon those who are on duty. There is a general feeling that there should be an adequate provision for leave on a more generous scale than at present, and one union goes so far as to suggest that all non-gazetted subordinate staff should be made to go on compulsory leave once in three years.

Medical Leave

Leave on half average pay on medical certificate may be granted to inferior staff within the following limits :—

TABLE IX.

Length of total service.	Leave admissible.
(1) Less than 10 years	<i>Nil</i>
(2) 10 years and over but less than 20 years	Not exceeding 15 days in a calendar year and 60 days in all
(3) 20 years and over	Not exceeding 30 days in a year and 120 days in all including such leave taken before completion of 20 years' service.

Disability Leave.

The General Manager of a State Railway is empowered to grant disability leave to an employee " who is disabled by injury intentionally inflicted or caused in or in consequence of the due performance of his official duties or in consequence of his official position " * The Period of this leave is as certified by the Chief Medical Officer of the Railway and should not ordinarily exceed 24 months in the total period of service. This can, however, be combined with any other kind of leave and is treated as duty in calculating service for gratuity.

Hospital Leave.

Hospital leave may be granted to employees other than officers of the Superior Establishment while under medical treatment for injuries sustained on duty on salary equal either to average or half average pay as the authority granting it may consider necessary. The leave may be granted by the Railway Board to such extent as may be considered necessary " †

Extraordinary Leave.

In special circumstances and when no other leave is, by rule, admissible, extraordinary leave may be granted without pay.

* State Railway Establishment Code, Vol. II, para. 2, P 122

† State Railway Establishment Code, Vol. I, page 75, para. 743.

Daily-rated and temporary staff

Except otherwise provided in the contract, a temporary railway servant may be granted leave on the following scale :—

(a) Extraordinary leave without pay for not more than 3 months at a time.

(b) 10 days' leave with pay on completing one year's service.

Leave may be granted to daily rated employees on the same scale as that of inferior servants, except in the case of daily rated running staff who are eligible for leave on half pay upon medical certificate up to 30 days in a year*.

Leave to apprentices is also granted with full stipend for one month on grounds of health.

Leave Rules on Railways in Indian States.

Leave Rules for inferior staff on a few of the railways owned and managed by the Indian States are summarised below :—

On the Dholpur State Railway, every permanent employee is allowed 10 days' casual leave whereas the menial staff getting under Rs. 7 are entitled to 15 days. Privilege leave for one month is granted to every permanent employee except the menials getting under Rs. 7/- who are allowed privilege leave only under special circumstances. Sick leave is granted on full pay for 2 months and half pay for four months on production of a medical certificate. Employees getting below Rs. 7/- per mensem can be granted leave on full pay for 3 months, if under treatment in the State hospital. In addition, there is provision for extraordinary casual leave, special casual leave, pilgrimage leave, compulsory leave, etc. The Bhavnagar Railway gives leave according to the State Civil Service Regulations. On the Jamnagar Dwarka State Railway, menials are not eligible for any leave as a matter of right but leave to the extent of one month with pay or without pay can be given by the head of the department concerned at his discretion.

Leave Rules on other Railways

Leave rules for inferior staff on some of the other railways are as follows :—

B.K., A.K., B.D.R. and K.F. Railways (McLeod & Co.)

Leave rules for the inferior staff on the four railways under the management of Messrs. McLeod & Co. are almost identical with those in force on the State Railways of the Government of India. No leave with pay is ordinarily granted to staff whose services are terminable on 24 hours' notice.

The Dehri Rohtas and the Matheran Light Railway

The Dehri Rohtas Railway gives only one month's leave including privilege, sick and casual leave. On the Matheran Light Railway, the junior staff get 15 days' leave and 10 days' sick leave in a year.

Leave rules quoted above give a very rough picture in regard to the conditions of service of the inferior staff. The unions rightly claim that such conditions should be standardised all over.

Labour Officers.

There exists on several railways some sort of machinery for enquiring into the grievances of workers. This consists mostly of staff committees whose constitution and functions will be described in another chapter. There

* State Railway Establishment Code, Vol. I, page 75, para. 733.

may, in addition, be personnel officers on some of the railways. On the East Indian Railway, there is an Employment Officer assisted by Labour Advisers in each of the three workshops, one of whose duties is to investigate the grievances of workers. Similarly, there are Personnel Officers on the various Divisions. Serious complaints against the supervisory staff form the subject of departmental enquiries. On the B. B. & C. I. Railway, there is an organisation controlled by the staff officer which is mostly engaged in cases pertaining to liquidation of debts. There is also a labour officer to handle all labour questions arising in the workshop at Ajmer. On the G. I. P. Railway, there is a Liaison Officer to enquire into the grievances of workshop employees. He may investigate the grievances of other employees as well, if necessary; no special machinery having been set up for this purpose. On the Baroda State Railway, the Personal Assistant to the General Manager acts as the Labour Officer and scrutinizes all appointments and dismissals. Besides, the State has set up an *Adalat* to which the employees can appeal against the decisions of the Railway Officers. On the Oudh and Tirhut Railway, the grievances of workers are enquired into by District Officers. There is a Labour Welfare Officer on the Bombay Port Trust Railway. On the four railways under the management of Messrs Mcleod & Co., an officer has been placed on special duty to go round the sections to look after the welfare of the staff. On the North Western Railway, staff councils and workshop committees, Labour and Assistant staff wardens are in existence for the benefit of workers. The general managers of smaller railways directly look into the grievances of their subordinates. *On the whole, the position is highly unsatisfactory as only half-hearted measures have been taken in this direction.*

The general complaint of the unions against the existing machinery for enquiring into the grievances of workers may be summarised as follows —

1. The appellate authority seldom interferes with the decisions of the Heads of Departments, especially in disciplinary matters.

2. An appeal is sometimes withheld by the subordinate officer on technical grounds that it is a repetition of a previous appeal and that no new facts have been adduced to merit reconsideration of the case. Major A. N. Mallick alleges that “although it is laid down that when an appeal is withheld the appellant should be informed of the reasons for it, innumerable cases can be cited to prove that this rule is observed more in its breach than in its observance. But the greatest stumbling block for appellants is the rule which states that no appeal lies against the withholding of an appeal by a competent authority”.

3. The accused person is not given the right of representation by his union.

4. There are restrictions on the rights of unions making representations to the railway administration in respect of individual cases (*vide* chapter on Trade Unions).

5. As alleged by the All India Railwaymen's Federation, there are considerable delays in the disposal of grievances represented by the unions to the Conciliation Officer, Railways*. The E. I. R. Employees' Association points out in its Memorandum that “the power delegated to the Conciliation Officer, Railways, is not only insufficient but also that he has not the power to enforce his decisions. As Administrations are directly under the Railway Board,

* Amplified Report of the Proceedings of the 17th half-yearly meeting between the Railway Board and the All India Railwaymen's Federation, May 1939, page 4.

the Conciliation Officer's decision is reported to the Railway Board who, if they agree, communicate their decision to the Administration, in which case there is an end to the matter—but if they don't, they correspond with the Labour Department which drags on the case for a further length of time. It has been the experience of this Association that the present arrangement is altogether anomalous and should either be scrapped or scope and powers of enforcement given ”.

Corruption.

It is an open secret that corruption is widespread among several categories of staff, particularly in the Transportation Department. As the Chief Commissioner of Railways pointed out at the 14th half-yearly meeting between the Railway Board and the All India Railwaymen's Federation, “ the real truth of the matter was that it paid the merchants to pay something to the railway staff and get facilities which were not permissible under the rules and that while the staff made money, the Railway lost ”. The evil has, indeed, assumed enormous proportions during the last few years on account of controls by Provincial and Central Governments and black marketing and profiteering by merchants.

In the course of my tour, I interrogated a large number of employees and I was startled to find that each one made an open confession of the fact that he took bribes. They attributed this to low incomes though it is a fact that bribery is not confined only to the low paid staff. Each station has an income in proportion to its traffic and, in a large number of cases, each one of the employees posted there has his share. It was even pointed out that, as many people were anxious to be posted on ‘ paying ’ stations, they took care to see that they did not displease their superiors. In other words, the railway staff did not only accept illegal gratifications from the public ; they also bribed the Establishment staff for leave, promotion, transfers, etc. It is a great pity that, although this evil has assumed serious proportions, not much care and attention appear to have been bestowed on it. For example, it should have been possible for several railways to post a young and enthusiastic gazetted officer of an irreproachable character at each big station like Delhi, Lahore, Howrah, Bombay, etc. with powers to hear complaints on the spot and detect cases of illegal gratification. His presence would have exercised a healthy influence on the staff and the evil would have been considerably checked. Similarly, an *inviolable* time-limit of three years or so at a station should have been possible for staff who are in a position to extract bribes (Station Masters, Assistant Station Masters, Booking clerks, Parcel clerks, Goods clerks, etc., etc.). This has not been done. While I make these two suggestions, I should not be understood to mean that they are enough to end the nefarious practice of bribery and corruption. The problem is vast and comprehensive and demands a thorough enquiry by a competent officer. It is not possible for me to make more than a passing reference to it in this report.

Quite recently, efforts have been made to put down corruption among the railway employees. In the report of the Railway Board for 1942-43, it was observed : “ special police and railway staff have been employed for this purpose and a number of convictions have been obtained in the courts, while other cases have been put before the Special Tribunal set up by the Government to deal with cases of corruption on the Railways and in other Departments ”.† The

* Amplified Report of the proceedings of the 14th half-yearly meeting between the Railway Board and the All-India Railwaymen's Federation, November 1939, p. 8. page 5.

† Vol. I, pp. 31-32.

report for 1943-44 adds : " in order to expedite the final disposal of cases put up for trial, the Government increased the number of special tribunals dealing with cases of corruption ".* These efforts have hardly touched the fringe of the problem and my discussions with some of the railway officers go to show that these cannot in themselves eradicate the evil

CHAPTER III.—RECRUITMENT.

On all State owned and State-managed railways, the authority for recruiting non-gazetted staff against sanctioned posts vests in the General Manager or any other officer to whom he may delegate his powers. The General Manager is also responsible for laying down the procedure for such recruitments.

The general principles regarding the appointment of non-gazetted staff, as laid down in Appendix II of the State Railway Establishment Code, Volume I, are as follows :-

(1) No racial discrimination shall be made in filling appointments (Rule 7).

(2) Selection Boards shall be constituted by a Divisional Superintendent or the head of an office or Department in which appointments are being made (Rule 71)

(3) In making selection, Selection Boards shall so regulate their selection that effect shall be given to instructions issued by the Railway Board from time to time regarding the percentages reserved for the various minority communities in direct recruitment to Subordinate Railway Services (Rules 76).

(4) Subject to the provisions of the foregoing rules, sons of employees or of retired employees, who have rendered special service to the Railway may be given preferential consideration which should not exceed a bonus of 10 per cent. of marks otherwise gained by the candidate or its equivalent if any other system of assessing the value of a candidate is adopted (Rule 77).

The methods of recruitment of non-gazetted staff for the different departments on the State Railways are summarised below.

1 *Traffic Department*—Candidates for the posts of Station Masters are recruited initially as students to be trained in telegraphy, transportation and commercial subjects. On a satisfactory completion of training, they are eligible for appointment as signallers on probation for a year. Signallers are promoted as Assistant Station Masters, and Assistant Station Masters as Station Masters, provided their conduct and work are satisfactory.

In respect of outdoor clerical staff, recruitment is made normally to the lowest post of Assistant Number Taker or Number Taker.

For the lowest category of firemen, recruitment is made initially as cleaners in sheds and locomotives. After they learn their duties, they are promoted as firemen provided they have the requisite degree of literacy and efficiency. Candidates for the post of intermediate categories of firemen must be literate in the vernacular with powers of observation and good memory, and recruitment may be made initially as cleaners or directly as firemen after a course of training. For the highest category of firemen, candidates are

recruited either as apprentice firemen or firemen direct. Drivers are recruited from the ranks of firemen. Guards are appointed to the lowest grade in the first instance and later promoted to the higher grades according to their merit.

2. *Commercial Department.*—Candidates for the post of Ticket Collectors, Booking Clerks and other staff of the Commercial Department are required to undergo a practical training for a specified period before they are appointed to these posts.

3. *Engineering Department.*—Permanent Way and Signal Interlocking Staff are appointed initially as apprentices to be trained for a specified period during which they are paid a subsistence allowance. The apprentices are examined at the end of each year and are eligible, after a satisfactory completion of their training, for appointment as Permanent Way and Signal Interlocking Inspectors.

4. *Inferior Staff*—Inferior staff such as peons, watchmen, gangmen, porters, pointsmen, gatemen, etc., are recruited direct by the department concerned from the local men, as and when required. Semi-skilled and unskilled workers are generally recruited from the different localities as on the Oudh and Tirhut Railway and are normally promoted to fill in higher grade posts. Certain categories of inferior staff like pointsmen, jamadars, gatemen, signalmen, etc., are recruited either direct or in some cases by promotion from unskilled workmen as on the Bombay Port Trust Railway.

Registers of Appointments and Dismissals.

On almost all Class I railways, some form of record or register of appointments and dismissals is kept. The replies state that these registers are regularly examined by an officer and the entries duly initialled. Among Class II railways, which have replied, the Bhavnagar State Railway, the Jamnagar Dwarka Railway, the Gadhwar's Baroda State Railway and the Barsi Light Railway keep proper registers which are examined periodically by administrative officers. Among Class III railways, which have responded to my questionnaire, only 4—the Mewar State Railway, the Scindia State Railway, the Dholpur State Railway and the Jagadhri Light Railway—maintain such registers.

All the railways which have replied to the questionnaire state that there have been no complaints regarding either the existing methods of recruitment or the maintenance of registers and that no change is desired in view of the satisfactory working of the present system. These views are, however, not shared by the unions. The complaints of the workers in respect of recruitment on some of the railways are summarised below :—

East Indian Railway.

It is alleged that no register of employment is maintained for inferior staff on the East Indian Railway. The East Indian Railwaymen's Union points out that "subordinate officers empowered to recruit staff often resort to remove old employees to fill up vacancies to increase their own emoluments. Corruption in these matters is always supported by higher authorities, if any appeal is made, on different grounds. Removal of these difficulties can only be achieved if trade unions are taken into confidence".

B. N. Railway.

On the B. N. Railway, it is pointed out by the B. N. R. Employees' Union that no register for employment is generally maintained, that there are no Selection Boards for the recruitment of either the clerical or the technical staff, and that the sons and relatives of employees are not given preference.

G. I. P. Railway.

The G. I. P. Railwaymen's Union points out that no definite rules are observed in the matter of recruitment of Guards and Ticket Examiners and preference is given in many cases to Anglo-Indians. It is also alleged that no proper record of the date of joining of gangmen has been kept.

Bombay Port Trust Railway.

The Bombay Port Trust Railwaymen's Union observes that recruitment should be made by Head Office as it would eliminate alleged malpractices connected with employment and discharge by the foreman. It points out further that the strength of different categories of staff is not specifically defined in the schedule of staff, that only a lump sum is sanctioned for the entire inferior staff and that the Head of the Railway Department is empowered to spend the amount as per requirements. The result, according to the Union, is that promotions cannot be claimed for want of information about the number of posts in each category.

Apprenticeship.

On all State Railways, there is a regular system of apprenticeship and pre employment practical training in respect of certain classes and categories of workers in the Electrical, Mechanical and Loco Departments. On the Jodhpur Railway, there is no regular system of apprenticeship for ordinary and supervisory posts. In certain cases, however, individuals have been appointed as apprentice P.W Is and trained for these posts. There is no system of apprenticeship on several Class III Railway—the Bombay Port Trust, the Matheran, the Jagadhri and the Jamnagar Dwarka Railway. On the Dholpur State Railway, apprentices are trained only as and when required. On the Mewar State Railway, apprentices are selected by a competitive examination.

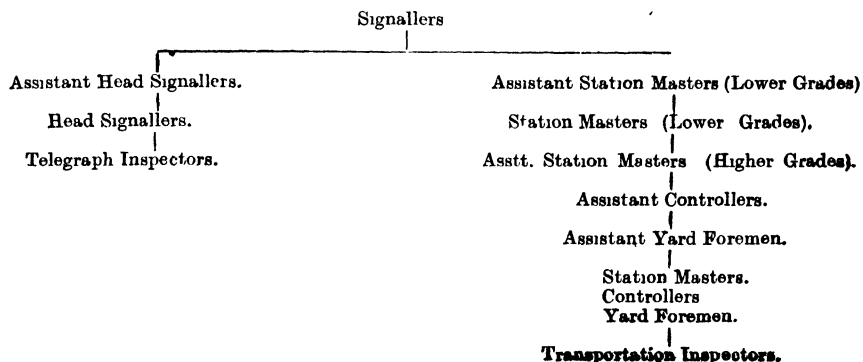
On several railways—Oudh, Tihut, Bengal Nagpur, Martin's Light and Mysore State Railways—the period of apprenticeship counts towards total service. But, on the Scindia State Railway, the apprenticeship period is not taken into consideration for total service.

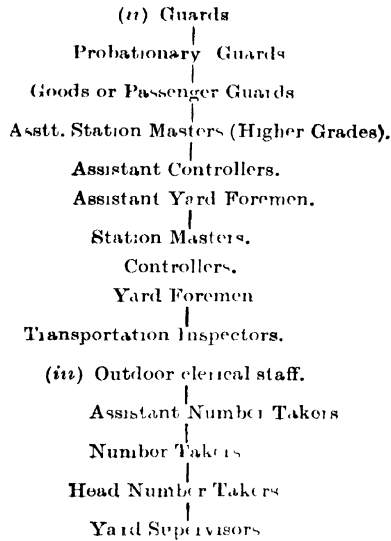
Promotion.

There is no regular system of promotion—graded or time-scale—on the Jagadhri, the Dholpur, the Scindia State, and the four railways under the management of Messrs. M'cleod & Co. The normal channels of promotion of the various subordinate classes of workers on the State Railways, as stated in Appendix II of the State Railway Establishment Code, Volume I, are given in a tabular form in the following statement

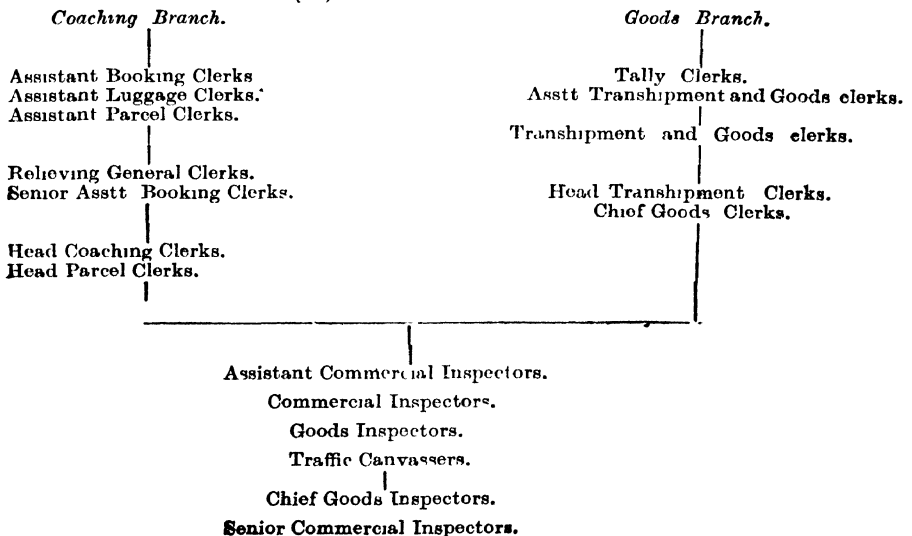
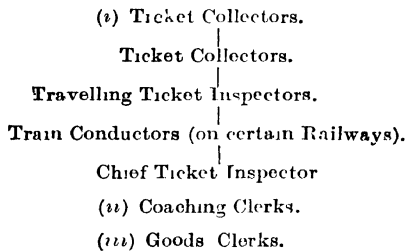
I.—Transportation (Traffic) Department.

(1) Station Masters

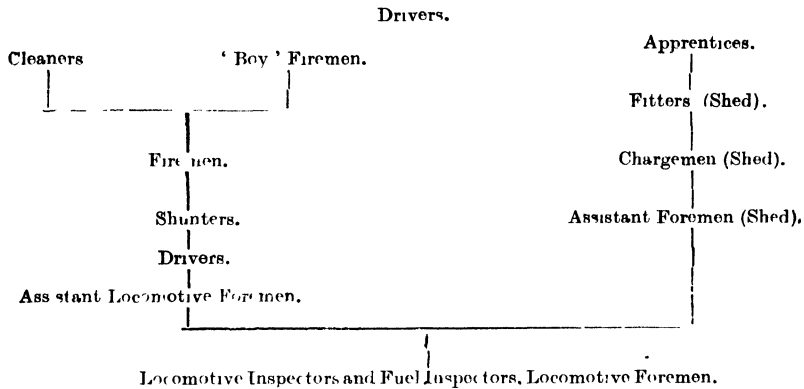




II.—Commercial Department.



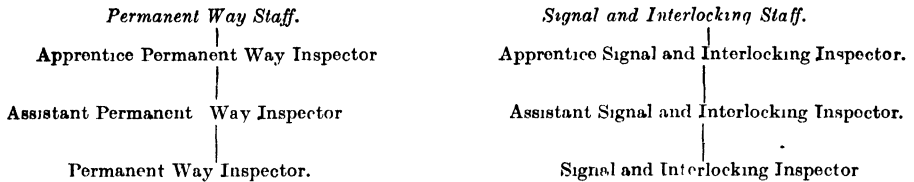
III.—Transportation (Power) and Locomotive Departments.



IV.—Engineering Department.

(i) Permanent Way Staff

(ii) Signal and Interlocking Staff



The two broad principles governing promotion are seniority and merit. On all railways, promotion is made according to strict seniority upto a certain grade, and thereafter, it is according to merit. In other words, all promotions to the higher grades are made by selection which involves discrimination. This has been the cause of much discontent among the workers. The All India Railwaymen's Federation complained in 1935 "that the system of selection rather encourages favouritism and suggested that every promotion should ordinarily be made by seniority" *.

The following points emerging from the representations made by Railway unions deserve careful consideration in regard to minimising the complaints of workers in respect of promotion by selection, wherever it is unavoidable —

(a) On some railways the unit for promotion is the District or Division while on others it is the whole line. Many of the unions have suggested that the whole line should be the unit for promotion.

(b) The E.I.R. Employees' Association points out that non-selection posts are suddenly declared as selection posts, resulting in frequent supersessions. In the light of complaints of this nature on certain other railways as well it seems necessary to define selection posts in all departments on a uniform basis.

* Amplified report of the proceedings of the 10th half yearly meeting between the Railway Board and the All-India Railwaymen's Federation. June 1935, page 11.

(c) The B.N.R. Employees' Association notes that sometimes posts in the higher grades are abolished with the result that the doors of promotion are closed to the staff. It notes further that new grades are created with a view to giving promotion to particular individuals. It adds :— " If a thorough examination is instituted as to how promotions are given to the staff, it is expected that many cases of irregular promotions will be brought to light and one will not be far wrong to construe that corruption prevails ".

(d) The B.B. & C.I Railwaymen's Union complains that Selection Boards are not always constituted for deciding cases of promotion. Sometimes, they are constituted by officers who are not of equal rank as recommended by the D'Souza Committee. It adds further that selection posts are not always announced in advance for the information of the staff as required under the provisions of the State Railway Establishment Code.

(e) On some of the Class I Railways, it is alleged that Anglo-Indians are promoted rapidly from one grade to another purely on communal considerations.

(f) On the B. & A Railway, the union alleges that senior members of the staff are often superseded by the juniors by standard of merit figures allotted to them. Any appeal preferred against such selections is not taken notice of on the ground that no appeal lies against the selection committee.

Major A N Mallick points out the following defects in regard to the composition and procedure of Selection Boards with special reference to the E.I.R. —

(a) " The inadequacy of time given in interviewing candidates.

(b) " The reluctance to hold written examination and, when one is held, to adopt varying standards without any set syllabus

(c) " Sometimes the members of the Selection Boards are directly subordinate to the Chairman, which is neither fair to the candidate nor does it inspire confidence.

(d) " The number of posts for which candidates are selected is sometimes specified but future prospects are not at all mentioned ".

Representation of Minority Communities.

Now that a large number of railways are under the management of the Government of India public opinion has been increasingly asserting itself in the matter of the representation of minority communities in railway services, particularly in the superior posts. On the recommendation of Mr. Frank D' Souza, who was placed on special duty in 1939 to review the working of the rules and orders relating to the representation of minority communities in the service of the State-managed railways, a Subordinate Service Commission was set up on the North Western Railway under the direct control of the Railway Board. The Commission which consists of a Chairman and two members has its headquarters at Lahore. It commenced functioning with effect from the 15th July, 1942*. " In spite of the abnormal conditions created by the war and severe competition in recruitment with the other departments, the Commission were able to hold 89 selections during the year in order to fill 3,702 vacancies in various grades of subordinate railway services ".† The Government of India intend establishing similar commissions on other railways if the experiment on the North Western Railway is successful.

* Report by the Railway Board on Indian Railways for 1942-43, Volume I, page 31.

† Report by the Railway Board on Indian Railways for 1943-44, Volume I, page 34.

For direct recruitment to subordinate posts, the Government of India decided (vide Home Department's Resolution No F 14/17-B/33-Ests, dated the 4th July 1934), that there should be reservations for different minority communities for railways as a whole as under :—

(a) Muslims	.. .. .	25 per cent.
(b) Domiciled Europeans and Anglo-Indians	.. .. .	8 per cent.
(c) Minority communities other than Muslims, domiciled Europeans and Anglo-Indians	.. .. .	6 per cent.

The total reservations in accordance with the percentages given above were to be secured by fixing a percentage for each railway having regard to the population ratios of Muslims and other minority communities in the areas served by the Railway

In pursuance of the undertaking given in the Central Legislative Assembly in 1942 the Government of India issued orders in August 1943 reserving 8.13 per cent of the vacancies in the subordinate services of the State Railways as a whole to scheduled castes

How far the principle of communal representation has helped the Muslims is brought out in the following statement which Moulvi Mohammad Abdul Ghani made on the floor of the Legislative Assembly (Central) on the 20th February 1945, while moving a cut motion in respect of the Railway Budget —

“ Our position in the Superior Gazetted Service in 1934 was 4.67 per cent. and in 1944 it came to only 9.88 per cent. The progress per year has been about .58 per cent. which means that it will take 47 years to complete our quota of 27 per cent.

“ In the second class of service, i.e., the Senior Subordinate Service, our position in 1934 was 4.84 per cent and in 1944 it was only 8.21 per cent. This means that we have secured only 3.37 per cent. That means that it will take 72 years to complete our quota

“ In the last service, that is the service taken as a whole, the total number of persons working in all railways in 1934 including the Railway Board and the Railway Clearing Accounts Office was 7,01,436, of which the Mussalmans were 1,51,634, i.e., 21.61 per cent. Now, the total number of persons in 1944 working on all the railways is 8,89,072. Of these, the Mussalmans are 2,09,190, i.e., 23.52 per cent. We have gained only .212 per cent per year, which means that we shall take 127 years to complete our quota. This is the position of the Mussalmans in the railway services in a nutshell ”.

It was apparently to improve this position that Mr. Frank D' Souza made the following recommendations in his report in 1940* —

(i) “ that on Selection Boards for recruitment there should be not less than three officers, none of whom should be directly subordinate to any other and that there should be a Muslim or at least one member of a minority community on each such Board (paragraph 50) ;

(ii) “ that 50 per cent. of the vacancies in the clerical staff of Establishment Branches should be reserved for members of minority communities (paragraph 94) ;

(iii) “ that the tenure of office of Muslim officers in Establishment Branches may normally exceed that of officers of other communities, subject to a maximum period of three years, and that Muslim officers of other Departments, e.g., Accounts, should also be considered for posting to Establishment Branches (paragraph 96) ;

* Vide Review of the working of the Rules and Orders relating to the representation of minority communities in the services of State-managed railways by F D' Souza, 1940, page 81.

(iv) "that Selection Boards should be constituted for dealing with cases of promotion when seniority is not the determining factor and that orders for the constitution of such Boards and their procedure should issue on the lines suggested (paragraph 115) ".

The principle of communal representation is applied in the case of direct recruitment only. Direct recruitment is even admissible, as some of the replies go to show, to intermediate grades to the extent of 20 per cent of vacancies *but this is not utilised to adjust communal disproportions*. Seniority cum suitability is the basis of promotion. The Government have rejected the demand for promotion on communal basis as, among other things, 'it will result in the supersession of men merely because they belong to other communities. The number of Muslims in higher grades is small. It was probably for this reason that the Government made a statement on the floor of the Central Legislature in 1931 expressing their desire to see the Muslim community adequately represented in the posts of staff officers, office superintendents, head-clerks, etc, when suitably qualified and senior Muslim employees were available*. It is alleged that no advance has been made in this direction.

Generally speaking, no special favours are shown to any particular class or community in the matter of starting pay or promotion. But, on railways, Anglo-Indian and domiciled European employees are started on a minimum pay of Rs 55 per month in those categories in which they have a special reservation for recruitment. This is a matter of policy decided upon by the Government of India†. There is, however a considerable amount of resentment among Indian employees over this question. They feel that their standard of living is low because of their meagre earnings and that the joint family system under which they live, unlike Anglo-Indians and Europeans, equally necessitates an increased initial salary for them.

It is not in respect of a higher start alone that the distinction between Anglo-Indians and Europeans on one side and Indians on the other side persists. On some railways, there are running rooms exclusively for the use of Anglo-Indians and Europeans. Indian running rooms are far inferior in several respects—crockery, furniture, servants, etc, etc.—to European running rooms. It is high time this distinction were abolished and the entire running staff treated alike for purposes of running rooms.

Temporary Staff.

Recruitment during the war to fill in permanent posts has been made on a temporary basis and it is understood that, at the end of the war, such workers will have to make way for ex-servicemen. With a view to keeping the maximum number of vacancies for them, an embargo was placed by the Railway Board on confirmation of staff. The All-India Railwaymen's Federation, however, urged in its half-yearly meeting with the Railway Board on the 19th September 1944, that the staff recruited on a temporary basis before the war has "continued to remain temporary although they might have been made permanent but for the embargo", that they should not be displaced and that the staff recruited temporarily during the war should also be absorbed as far as possible by means of post-war developmental schemes‡.

* *Vide* Legislative Assembly Debates, 1943, Vol. III, page 373

† "Fixed in pursuance of the provisions of Section 242(2) of the Government of India Act, 1945. The reasons for the Government's policy are stated in paragraph 4 of the Home Department Resolution No. 14-5-1938-Establishments (Special), dated the 1st May, 1939". Legislative Assembly Debates, Vol 1, No. 9, dated 22nd Feb. 1941, page 536

‡ Amplified Report, page 4.

Penalties and Punishments for Railway Servants.

The State Railway Establishment Code (Vol. 1)* empowers the Railway administrations to impose the following penalties in disciplinary matters.—

- (a) Censure,
- (b) withdrawal or forfeiture of privileges, i e., free passes, etc. ,
- (c) fines, including forfeiture or reduction of running allowances in the case of train and running staff ;
- (d) withholding of increments or promotion, including stoppage at an efficiency bar, .
- (e) reduction to a lower post or time-scale or to a lower stage in a time scale,
- (f) recovery from pay, of the whole or part, of any pecuniary loss caused by negligence or breach of orders,
- (g) suspensions,
- (h) removal from the service,
- (i) dismissal from the service,
- (j) with-holding of the whole or part of provident fund contribution or gratuity in accordance with the provisions of the State Railway Provident Fund and Gratuity Rules, and
- (k) reducing or with-holding the maximum pension admissible in accordance with the provisions of the rules governing the grant of pensions.

Items (c), (d), (e) and (f) are alleged to be contrary to the provisions of the Payment of Wages Act. Moreover, the rules lay down that every order imposing a penalty on a railway servant is required to be communicated in writing, and, though the railway servant is required to submit a written explanation within a definite period of time, the process of 'charge-sheeting' and replying, according to the unions, has become farcical, for it is alleged that in a large number of cases, particularly in respect of the inferior staff, the charge sheets do not contain specific charges and that the replies given by the employees are practically ignored.

CHAPTER IV.—HOURS OF WORK AND WORKING CONDITIONS

By the Indian Railways (Amendment) Act, 1930, a new Chapter (Chapter VI-A) has been added to the Indian Railways Act, 1890, dealing with the hours of employment and periods of rest of railway servants in conformity with the obligations which the Government of India undertook, when they ratified the International hours of work (Washington) and the Weekly rest (Geneva) Conventions in July 1921 and July 1923 respectively.

Under Section 71E of the Indian Railways (Amendment) Act, 1930, the Governor-General-in-Council issued certain rules known as the "Railway Servants' Hours of Employment Rules, 1931" and, shortly afterwards, certain subsidiary instructions were circulated under the authority of the Railway Board. The Act, the Rules and the Subsidiary Instructions are generally referred to as the 'Hours of Employment Regulations', though only the first two have statutory force.

The Hours of Employment Regulations are applicable to all categories of staff with the exception of (a) running staff, (b) the chowkidars, watermen, sweepers, gatekeepers, etc., (c) persons who hold positions of supervision or

management or who are employed in a confidential capacity, and (d) persons employed in a factory within the meaning of the Indian Factories Act. The exclusion of staff in the first three categories does not absolve the Supervisor of Railway Labour from watching their conditions of work. The fourth category of employees is covered by the Factories Act.

The main provisions of the Hours of Employment Regulations are as follows :—

(1) " A railway servant, other than a railway servant whose employment is essentially intermittent, shall not be employed for more than sixty hours a week on the average in any month " (Section 71C(1))

(2) " A railway servant whose employment is essentially intermittent shall not be employed for more than 84 hours in any week ". (Section 71C(2)).

(3) " Temporary exemptions of railway servants from the provisions of the above sub-sections (1) and (2) may be made in case of exceptional pressure of work, accidents or when urgent work is required to be done to the railway or rolling stock, provided that overtime is paid at not less than one and a quarter times the ordinary rate of pay ".

(4) " A Railway servant whose duties are not essentially intermittent shall be given a rest of not less than 24 consecutive hours each week commencing on Sunday, though the Governor-General-in-Council may, by rules made under Section 71E, specify the classes of railway servants who may be granted rest on a scale lower than 24 consecutive hours or grant temporary exemptions in case of accidents, exceptional pressure of work, etc., as specified in sub-section (3) of Section 71C, provided that compensatory periods of rest are granted for the periods of rest foregone ".

(5) " A Railway servant exempted under the provisions of sub-section (3) of Section 71D from the grant of rest shall not be required to work for 21 days without a rest of at least 24 consecutive hours " (Rule 7 under Section 71D).

The power of declaring that the employment of a railway servant is essentially intermittent, within the meaning of section 71A, vests in the Head of a railway, and in case of disputes arising from such declarations, the decision of the Government of India (in the Railway Department) is final. These Regulations were applied in the first instance to the North Western and East Indian Railways in 1931, to the Eastern Bengal and Great Indian Peninsular Railways in 1932, to the Bombay, Baroda and Central Indian and Madras and Southern Mahratta Railways in 1935, to the Bengal and North Western Railways in 1937 to the South Indian, Rohilkhand and Kumaon Railways in 1940 and to the Assam-Bengal and Bengal Nagpur Railways in 1941*. Thus, at present, all Class I Federal Railways are covered by the Regulations which, in the main, regulate the hours of work of railway employees, the grant of compensatory periods of rest and the payment of overtime allowances. The total number of employees entitled to the protection of

* It may be noted that the necessity of incurring additional financial burdens has been the primary consideration in gradually extending the application of these Regulations, though the All-India Railwaymen's Federation has been protesting against this policy.

the Regulations on 31st March 1944 was 5,98,151 as detailed in the table below :—

TABLE X.

Showing the number of employees protected by the 'Regulations' on each Class I Federal Railway.

Name of the Railway	Number of staff.
N. W.	89,966
E. I.	1,12,405
B. & A.	62,187
M. & S. M.	36,923
B. B. & C. I.	64,549
O. & T.	38,642
S. I.	35,316
B. N.	64,909
G. I. P.	1,03,274
Total	5,98,151

The Government of India have appointed a Supervisor of Railway Labour, a Deputy Supervisor and several Inspectors† for the purpose of enforcing these regulations on all the State-managed railways. The following table gives the number of establishments inspected by the Inspectors of Railway Labour during 1943-44 :—

†TABLE XI.

Railway establishments	N.W.	E.I	B & A.	G.I.P.	M & S.M.	B.B & C.I.	O.&T	B.N.	S.I	Total
Transportation	845	464	570	427	500	394	350	530	605	4,688
Engineering	196	80	70	59	76	45	94	62	47	729
Power	83	65	111	46	74	53	123	86	57	698
Miscellaneous	269	287	134	138	108	278	118	280	34	1,646
Total	1,393	896	885	670	756	770	685	947	743	7,741

* Vide Annual Report on the Hours of Employment Regulations for the year 1943-44.

Notes.—The staff governed by the Factories Act and the Mines Act is not included in the table given above which deals exclusively with the staff coming under the Hours of Employment Regulations.

† The total number of inspectors on the 31st March 1944 stood at 23.

‡ Annual Report on the Working of the Hours of Employment Regulations during the year 1943-44.

Classification of staff.

The crux of the Regulations is the classification of workers as "continuous" and "intermittent", since hours of work and periods of rest differ according to the different categories. As the power of declaring a worker as continuous and intermittent is given to the Railway Administrations, there is naturally a conflict between the workers and the managements. "Inspectors have always devoted considerable attention to the question of classification. They bring all cases of doubtful or wrong classification to the notice of the Conciliation Officer (Railways) and Supervisor of Railway Labour who, after further scrutiny, communicates these reports to Railway Administrations. Those, which are of the border-line type, are reported to the Administrations as 'open to doubt', the Administrations being requested to review the position; whereas those which seem obviously to involve a breach of the law are challenged, the Administrations being required to rectify matters".*

The total number of cases in which classification was challenged or was 'open to doubt' was 237 in 1943-44. The details are given below—

†TABLE XII.

Showing the number of cases of classification taken up during the year 1943-44

Name of Railway	Challenged.	Open to doubt	Total.
N W.	19	14	33
E I	15	9	24
B. & A.	66	4	70
G I P	12	12	24
M & S. M.	9	2	11
B B & C. I.	25	3	28
O. & T	7	9	16
S. I.	6	3	9
B N	22		22
Total	181	56	237

*Annual Report on the working of the Hours of Employment Regulations for 1939-40.

A couple of instances in respect of the change of classification of staff are reproduced below from the Annual Report on the Hours of Employment Regulations for the year 1943-44.—

(a) "During the year under review it was reported by the Inspectors of Railway Labour on the Bengal and Assam Railway that the grain shop staff employed at different places all over the Railway had been classified as 'essentially intermittent'; in spite of the fact that they hardly got any long periods of inaction. The question was taken up with the Railway Administration who agreed to change the classification of the entire grain shop staff from 'essentially intermittent' to 'continuous'.

(b) "It was brought to the notice of this Department by one of the Inspectors of Railway Labour on the Bombay, Baroda & Central India Railway that the Train Examiners (known as Assistant Train Examiners prior to 1942) employed on the meter-gauge system of that railway had been classified as 'essentially intermittent', although the duties that they were required to perform and the number of trains, both passenger and goods, that they were required to attend to did not allow them sufficient periods of inaction to justify their classification as 'essentially intermittent'. The matter was taken up with the Railway Administration who agreed to reclassify the employees concerned as 'continuous'."

† *Vide* Annual Report on the Hours of Employment Regulations for the year 1943-44.

The net increase or decrease in 1943-44 in the percentage of 'continuous', 'essentially intermittent' and 'excluded' staff of each Railway as compared with 1942-43 is indicated in the table below —

*TABLE XIII

Showing the net increase or decrease in the year 1943-44 in the percentage of the 'continuous', 'essentially intermittent' and 'excluded' staff on each railway.

Railways	Continuous	Essentially intermittent	Excluded
N. W. ..	+ 1	— 2	+ 1
E. I.	+1 1	—1 2	+ 1
B. & A.	+4 6	—2 5	—2 1
M & S. M.	+ 3	— 7	+ 4
B. B. & C. I.	+ 5	— 2	— 8
O & T.	+1 0	—1 1	+ 1
S. I.	— 1	— 2	+ 3
B. N.	+ 6	— 1	— 2
G. I. P.	— 4	+ 1	

Temporary Exemptions.

Sub-rule 1 of Rule 5 empowers the Head of a railway to make temporary exemptions of railway servants from the limits or hours of work prescribed in Section 71C, and Sub-Rule 2 provides further that the Head of the railway can delegate this power to subordinate authorities. The Supervisor of Railway Labour reports that this delegation of power has resulted in several objectionable consequences. "In spite of the issue of detailed instructions by all Railway Administrations enjoining on their subordinates the duty of maintaining faithful records of all exemptions made, there has been a woeful absence of such records. Numerous cases have come to notice where railway servants had been called upon to work beyond their usual daily hours (such employment in many cases resulting in the present limits being exceeded) and no record whatsoever had been maintained. Even on those railways, where the power to make temporary exemptions has been delegated subject to the conditions that immediate intimation of all exemptions made, is sent to the senior gazetted officer concerned, this has not been done. The question is of considerable importance to railway labour as claims to the payment of overtime are bound to fail unless they are supported by relevant records. On a claim to the payment of overtime by an employee being referred to a Railway Administration, it was argued on behalf of the Administration that, as the relevant records were not complete, payment could not be made. This state of affairs is most unsatisfactory. Repeated exhortations by successive incumbents of the post of Supervisor of Railway Labour have had little effect. Unless the Administrations take steps to improve matters by insisting on their subordinates carrying out their orders, other measures would have to be devised to safeguard the interests of the railway workers".†

In August 1942, the Governor General promulgated the Railways (Hours of Employment) Ordinance "empowering the Central Government to issue notification to suspend the operation of Chapter VI-A of the Indian Railways Act, 1890, and of the Rules made thereunder on any specified railway or section of a Railway. The Ordinance also made it incumbent on Railway Administrations to pay to the railway employees overtime for extra hours worked during such suspensions at not less than 1-1/2 times their ordinary rate of pay". In 1943-44, this temporary abrogation of the Hours of Employment Regulations was not resorted to on any Railway.

* Annual report on the Hours of Employment Regulations for the year 1943-44.

† Annual Report on the working of the Hours of Employment Regulations, 1940-41,

Periods of Rest.

With regard to rest, "the Regulations do not prescribe the point of time from which compulsory rest should begin or when it should end, but railway labour would rather that the period of rest coincides with a calendar day. Such a reference is quite natural when it is remembered that, in terms of hours, a calendar day's rest in practice means more than 24 consecutive hours' actual rest. This Department does what it can to meet the wishes of the workers in the matter by suggesting re-rostering of staff where possible".* It is seen, however, from the annual reports of the Supervisor of Railway Labour that there has been an increase in the percentage of staff entitled to 24 consecutive hours' rest in place of a calendar day's rest on some railways which, to say the least, is not a very healthy trend. A calendar day's rest in place of the statutory minimum rest is always welcomed by the employees as has already been pointed out. The report of the Supervisor for Railway Labour for the year 1943-44 says :—

"There has been an improvement in the percentage of the staff enjoying a calendar day's rest on the North-Western, East Indian, Bengal and Assam and South Indian Railways, the Bengal and Assam Railway recording an increase of 3.5 per cent. The position in this respect has remained stationary on the Bombay, Baroda and Central India Railway. There has been a deterioration in the position on the Madras and Southern Mahratta, Oudh and Tirhut, Bengal Nagpur and Great Indian Peninsula Railways, the Oudh and Tirhut Railway recording a decrease of 2.7 per cent."

Though the rosters provide for rest periods, the Supervisor of Railway Labour reports that "several cases were brought to notice in which Railway servants were found working during their periods of weekly rest †. Moreover, working outside rostered hours is also a common violation, particularly by the Goods Staff on all railways. "In spite of the fact that this complaint, which is as old as the Regulations, has been regularly brought to the notice of the administrations, there has been no change for the better ———. No evidence is available to show that any determined effort has so far been made by the Administrations to check the evil. It may be that in some cases there is, as pointed out in the report for the year 1933-34, some fatal fascination about the goods shed in the evening which keeps the clerks at work long after the hours during which public business is transacted. In many cases, however, the true explanation is to be sought elsewhere. A scrutiny of the work of some of those goods sheds which are notorious in this respect has clearly established the need for an increase in the staff detailed for duty at these sheds. The complaint of the clerks that it is not possible to complete the work allotted to them within the rostered hours has been found, in many cases, to be substantially correct. Though these facts have been brought to the notice of the Administrations, little has been done to improve matters. Warnings galore have been given by successive incumbents of the post of Supervisor of Railway Labour. These have not had the desired effect and the question of devising more effective methods is under examination. It is proposed to undertake special enquiries as regards the working conditions in goods sheds of the two railways where the evil has assumed serious proportions" ‡.

* Annual Report on the Working of the Hours of Employment Regulations, 1940-41, page 9.

† *Ibid*, page 10.

‡ Annual Report on the Working of the Hours of Employment Regulations, 1939-40, p. 11.

Continual Night Duty.

There is no provision either in the Act or the Rules prohibiting continual employment at night, though Subsidiary Instruction No. 8 issued by the Railway Board contains an exhortation to the Railway administrations to avoid such employment as far as possible. The Railway Administrations have given effect to the suggestions of the Supervisor of Railway Labour in this respect. "It is not, however, always possible to eliminate such duty especially in the case of certain employees whose presence is required during the hours of darkness; for example, chowkidars, watchmen, lampmen, and, at certain stations, Assistant Station Masters. At the suggestion of this Department, arrangements were made to afford some relief to this class of workers by transferring them to stations where continual night duty does not obtain".*

General Conclusions.

Some of the general conclusions emerging from the foregoing discussions may be stated as follows —

(1) There is a need for the extension of the benefit of the Hours of Employment Regulations to all railways.

(2) That there should be a certain amount of uniformity in respect of classification of workers as intermittent and continuous goes without saying. The All-India Railwaymen's Federation urged as early as 1930 that this function (of classifying the workers) should be entrusted to a Joint Body of Representatives of Employers' and Workers' Organisations according to the spirit of Clause A of Article 6 of Washington Hours Convention, vesting the powers of veto, if at all necessary, in the competent authority.†

(3) Although it is more than a decade since the Hours of Employment Regulations were introduced, they do not yet cover the running staff. The Supervisor of Railway Labour reports that "organised labour voiced its demand for extending the protection of the Regulations to the Running Staff. The matter has been brought to the notice of Government" §

(4) In the absence of penal provisions such as those in the Factories Act, it is doubtful whether infringements of the provisions of the Hours of Employment Regulations (in respect of working beyond rostered hours, etc.) could be effectively prevented on the railways.

(5) Progressive labour is of opinion that there should be a re-classification of workers, since, owing to the increase in the volume of work due to War and the possibility of its continuance thereafter, workers who were classified formerly as intermittent are now doing continuous work. Moreover, labour feels that the hours of work should be reduced from 84 to 60 in the case of intermittent workers and from 60 to 48 per week in the case of continuous workers. Whether the Railways could incur the necessary additional financial burden or not, the claim for further reduction in working hours and an increase in periods of rest calls for a close scrutiny.

(6) It is alleged by unions that several workers are shown as 'intermittent' although they should be classified as 'continuous'. The railways gain

* Annual Report on the Working of the Hours of Employment Regulations, 1940-41, p. 11.

† Proceedings of a meeting between the Railway Board and a deputation of the All India Railwaymen's Federation, September 1930, p. 15

§ Annual Report on the working of the Hours of Employment Regulations, 1940-41, p. 11.

as a consequence thereof and the mistake is rectified only when the Supervisor of Labour takes up the case. Under the circumstances it stands to reason that the worker or workers, who have suffered, should be eligible for a liberal amount of compensation. I am merely voicing the feelings of the workers when I state that the matter deserves the serious consideration of the Government.

Working conditions of certain categories of staff.

Some of the disabilities of the staff in respect of their working conditions, based partly upon the observations of the investigating staff and partly upon the information supplied by workers concerned are detailed below :—

Gangmen.

Not a single Railway Administration supplies complete uniform including footwear for the gangmen who have to carry on their work exposed to sun and rain and, sometimes, snow. On the B B & C I Railway, blankets are supplied to gangmen on the line from Bombay to Surat but not beyond. The B.B. & C.I. Employees' Union points out that the gangmen should be supplied rain coats, and not blankets, as the latter is inconvenient in the performance of their duties.

Carriage and Wagon Coolies and Fitters.

On almost all railways, coolies and fitters working in the "sick sidings" have to carry on their work exposed to sun and rain as there is practically no provision for any shed over the "sick sidings"

Firemen.

Firemen are seldom supplied with goggles to protect their eyes against the glare. On some railways, it is complained that they are not given any over-all garments or, if given, only very sparingly

Signalmen.

On several stations of many railways there is no shed over the signal levers so much so that those who operate them are exposed to sun and rain. Moreover, it is complained that levers get frequently rusty on account of rain and become difficult to operate. Those working in the cabins complain that there is no supply of drinking water, or the provision of lavatories and urinals for them close to the cabins

Guards

The general complaint of the guards on almost all railways is that, as the relieving staff is insufficient, they are made to work at a stretch without adequate rest.

European and Anglo-Indian guards are exempted from working shunting and van trains between Lahore and Wazirabad. Indian guards complained about this racial discrimination. The reply of Sir Andrew Clow, the then Transport Member, was that "no action was taken (on their complaint) as there is no running room for European and Anglo-Indian guards at Wazirabad"*

* Legislative Assembly Debates, Vol. IV, No. 6, 12th November 1940, p. 364.

Clerks.

The general complaint of the clerks in several of the offices, both at the Headquarters and in the Divisions of almost all the sampled railways is that they are over-worked, particularly as a result of an increase in the volume of work due to war. Moreover, owing to the paucity of relieving staff, some of the clerks, at any rate, are not able to obtain compensatory leave. That this is true of the clerks even in the Railway Clearing Accounts Office will be evident from the following passage:

“ There has been difficulty in giving compensatory holidays to some men. 554 clerks could not get the compensatory leave due to them during the last 6 months ”.*

CHAPTER V.—WAGES AND EARNINGS.

Table XIV gives details of revised wage rates† on some railways in respect from the following passage:

* Legislative Assembly Debates, Vol III, No. 5, 3rd April 1944, p. 1862. (Reply given by Sir Edward Benthall).

† These revised wage-rates have been taken from replies sent by different railways and checked, wherever possible, from the printed lists. Most of them were re-checked in the office of the Railway Board. They may not, however, be taken as *absolutely* correct as the replies of the railway administrations contained some errors. This will be evident from some of the figures in the table. In any case, they can be relied upon for purposes of comparison.

TABLE XIV.
Showing the revised rates of pay of some of the non-gazetted staff on some railways.

Occupation.	G. I. P. (Rs.)	B. N. (Rs.)	S. I. R. (Rs.)	B. P. T. (Rs.)	E. I. R. (Rs.)	B. & A. (Rs.)	N. W. R. (Rs.)	M. S. M. (Rs.)	Mysore State. (Rs.)	Gaekwar Baroda State. (Rs.)	Scindia State. (Rs.)	Junagadh State. (Rs.)
1. Headquarter staff— Clerks.												
	400	210	140		400	230	400	300	120—10/2—140	120—10/2—140	30—80	110—10—150
	300	135	100		200	200	350	175	80—10/2—110	80—10/2—110	..	80—6—110
	250	130	65—5/2—85		200	180	300	150	55—5/2—75	55—5/2—75	..	65—5—80
	200	104	44—4/2—60		160	140	260	125	30—3/2—50	30—3/2—50	..	50—4—65
	160	33—3—48 B. R.—6/2—68	25—1—40		100—10/2—120	100—10/2—120	230	100	..	..	..	35—3—50
	120	..	..		65—5/2—85	65—5/2—85	200	73—3—91	..	..	..	25—2—33
	100	..	..		30—3—45 5—60	30—3—45 5—60	180	35—2—70	..	..	..	..
	30—4—50 B. R.—5—90	..	..		..	..	140	25—2—45	..	..	..	..
	..	..	..		100—10/2—120	100—10/2—120	120	..	..	..	..	..
	..	..	..		65—5/2—85	65—5/2—85	30—5—60—5/2—60	..	..	..	..	..
2. P. W. Inspectors	400	400	300		400	400	400	{ 400 350 300 260 230 200 180 160	160—10/2—200	160—10/2—200	200	80—6—110
	350	350	250		350	350	350	{ 350 300 260 230 200 180 160	120—10/2—160	120—10/2—160	..	65—5—80
	300	300	200		300	300	300	{ 300 260 230 200 180 160	..	..	..	60—4—85
	250	260	160		260	260	260	{ 260 230 200 180 160	..	..	..	..
	200	230	120		230	230	230	{ 230 200 180 160	..	..	..	..
	..	200	..		..	..	..	..	..	..	..	..
3. Sub P. W. Inspectors.	120	170	70—10/2—100		200	100—10/2—120	100—10/2—120	110	90—10/2—120	90—10/2—120	40—60	25—3—40
	..	140	40—5/2—60		100/120—10—180	65—5/2—85	65—5/2—85	100	..	..	..	..
	..	115	35—5/2—60		..	..	..	76—3—91	..	..	..	..
	..	90	35		..	..	..	..	..	..	..	..
	..	65	..		..	..	..	..	..	..	..	..

TABLE XIV—*contd.*

Occupation.	G I P (Rs.)	B N. (Rs.)	S I R (Rs.)	B P T. (Rs.)	F I R (Rs.)	B & A (Rs.)	N W R. (Rs.)	M S. M. (Rs.)	Mysore State. (Rs.)	Geekwar Baroda State. (Rs.)	Sundia State. (Rs.)	Junagadh State. (Rs.)
4. Signal and Interlocking Inspectors.	400	400	400		400	400	400	400				
	350	350	350	.	370	350	350	350			..	..
	300	300	300		300	300	300	300			..	..
	250	260	260		260	260	260	250	..		..	..
	200	230	200	.	230	230	230	200	..		..	..
	..	200	160	..	.	200	200	.	..		..	..
	..	120	120				180		..		..	..
	..	..	..				160		..		..	..
5. Asst. S. & I. Inspectors.	120	170	65-5/2-85		200	180	100-10/2-120	200	..		..	..
		140			100/120-10-180	160	60-3/2-85	175	..		..	..
		115				140		150	..		..	..
		90		..		100-10/2-120		125	..		..	..
		65				65-5/2-85		100	..		..	..
6. Station Superintendents.	450	400	350		400	400	400	400			..	150
	350	350	260		..						..	..
7. Station Masters	350	300	180		350	350	350	350	..		..	..
	300	250	140		300	300	300	325	..		..	..
	180	170	100		260	260	260	300	..		..	..
	100	100	65-5/2-85	.	200	200	230	275			..	..
	60	75	44-4/2-60		160	100-10/2-120	200	250			..	..
	75		30-1 1/2-40 1/2		100-10/2-120	65-5/2-85	180	225	250-25/2-350		..	..
	70		65-5/2-85		65-5/2-85	30-3-45-	160	200	200-25/2-250		..	..
	65		30-3-45-		30-3-45-	3-60	140	175	150-10-200		..	..
			3-60				100-10/2-120	150	110-6-140	120-10/2-150	60	110-10-150
							65-5/2-85	110	80-5-110	45-5/2-60	30	65-5-80
								100	60-3-75	30-3/2-45	30	50-5-65
								76-3-91	45-2 1/2-60	25-5/2-40	..	30 2 35
								57 1/2-75	35-2 1/2-42			

TABLE XIV—contd.

Occupation.	G. I. P. (Rs.)	B. N. (Rs.)	S. I. R. (Rs.)	B. P. T. (Rs.)	E. I. R. (Rs.)	B. & A. (Rs.)	N. W. R. (Rs.)	M. S. M. (Rs.)	Mysore State (Rs.)	Gadagur Baroda State (Rs.)	Scindia State (Rs.)	Junagadh State (Rs.)
8. Assistant Station Masters.	275 160 90 75 60 .	250 170 100 75 40-4-70	70 40 30 (Probationers)	..	230 200 180 65-5/2-85 30-8-45/ 5-60	230 200 180 65-5/2-85 30-3-45- 5-60	230 200 180 160 140 100-10/2- 120 65-5/2-85 40-5-50- 5/2-60	150 125 100 43 1/2-3 1/2-55	.. . . . ..	.. . . . ..	.. .. .. .. ..	.. .. .. .. ..
9. Platform Inspectors	90 .. .. ..	. . . .	44-4/2-60 (Platform Foremen)	.. .. .	.. .. .	200 160 ..	180 (Fixed) 160 140	100 .. ..	.. .. ..	.. .. ..	.. .. ..	.. .. ..
10. Yard Foremen ..	300 180	(Yard Master) 300 (Maximum) Yard Fore- man 65-5-85	350-180 300 (Maximum) ..	300-20- 400 ..	100-10/2- 120 65-5/2- 85	350 (Designated as Yard Master) 65-5/2-85 (Yard Fore- men)	160 (fixed) 140 100-10/2- 120 65-5/2-85	57 1/2-2 1/2-75 .. ..	.. .. ..	.. .. ..	.. .. ..	.. .. ..
11. Head Number Takers, Number Takers and Assist- ant Number Takers.	70, 60, 55 30-4-50 25, 55	80-3-45- 5-60 .. .. ..	.. .. .. ..	45-5/2-70	30-3-45- 5-60	30-2-40	57 1/2-2 1/2-75 42 1/2-2 1/2-55 32-2-40 21-1 1/2-30	.. 57 1/2-2 1/2-75 42 1/2-2 1/2-55 32-2-40 21-1 1/2-30	.. .. .. ..	120-10/ 150 60-5/2-90 45-5/2-60 30-5/2-45 25-5/2-40	25	(Known as Train Clerks) 25-2-35

TABLE XIV—*contd.*

Occupation.	G. I. P. (Rs.)	B. N. (Rs.)	S. I. R. (Rs.)	B. P. T. (Rs.)	E. I. R. (Rs.)	B. & A. (Rs.)	N. W. R. (Rs.)	M. S. M. (Rs.)	Mysore State. (Rs.)	Gadwar Baroda State. (Rs.)	Scindia State. (Rs.)	Junagadh State. (Rs.)
12. Shunting Masters	60	30—3—45— 5—60	..	120—6—140	..	..	..	57½—2½—75	..	..	..	..
	55	..	..	95—6—115	..	..	..	42½—2½—55	..	..	..	..
	50	..	..	..	..	..	..	32—2—40	..	..	..	..
13. Controllers	400	400 (for Head Train Con- troller Grade I)	350	..	350	400	400	400	}			
A Grade	300	350 (for Head Train Controller Grade II)	..	..	280	350	300	325				
	..	..	..	..	180	(District Controllers)	..	..	..	..	..	..
14. Assistant trollers—	..	..	..	..	140	..	..	..	..	..	..	..
A Grade	275	280 (for Train Controller grade I).	180	..	100—10/2— 120	180	230	300 Power Controllers.	..	..	..	..
B Grade	180	100—5—160 (for Train Controller grade II)	140	..	..	140	200	250 Dy Controllers	..	..	..	..
C Grade	90	..	..	..	..	100—10/2— 120	..	175 Section- Controllers.	..	..	..	..
15. Head Signallers	120	75—5—120	..	..	140	100—10/2— 120	..	..	..	120—10/2— 130	35	30—3—45
	100	..	..	..	100—10/2— 120	..	..	..	..	60—5/2—90	..	..
	90	..	..	..	65—5/2—85	..	..	..	..	45—5/2—60	..	..
	80	..	..	..	..	..	..	..	..	30—5/2—45	..	..
	..	..	..	..	..	..	..	..	..	25—5/2—40	..	..

TABLE XIV—contd.

Occupation.	G. I. P. (Rs.)	B. N. (Rs.)	S. I. R., (Rs.)	B. P. T., (Rs.)	E. I. R. (Rs.)	B & A. (Rs.)	N W R., (Rs.)	M S M (Rs.)	Mysore State. (Rs.)	Golkar Baroda State. (Rs.)	Sindia State. (Rs.)	Junagadh State. (Rs.)
30. Ticket Collectors	60-8-70	100	65-5/2-85	..	65-5/2-85	100-10/2-120	180	57 1/2-21-75	42 1/2-21-55	Same grades as those of parcel clerks.	25	25-2-35
	30-4-50	40-4-60 E B-4-70	44-4/2-60	..	45-5/2-85	65-5/2-85	160	42 1/2-21-55	32-2-40			..
	..	..	25-1 1/2-40	..	0-3-45	30-3-45-5-60	100-10/2-120	32-2-40	22-2-30			..
	..	..	25-1 1/2-32 1/2	..	..	65-5/2-85 (for parcel clerks), 30-5-50-5/2-60	..	..	..			..
31. T. T. Inspectors	..	..	..	..	65-5/2-85	..	..	..	..			..
	175	150	65-5/2-85	..	30-3-45-5-60	..	175	80-4-100	Same grades as those of parcel clerks			25-2-35
	169	100	44-4/2-60	..	..	..	100	7 1/2-5-105	..			50-4-65 (to Chief Ticket Inspector).
	120	..	..	..	..	..	..	55-2 1/2-75	..			..
	90	..	..	..	..	..	..	..	..			..
	70	..	..	..	..	..	..	..	..			..
32. Gangmen	..	18-1-23 15-2-18	12-1/2-14	..	11-1-17	13/4-18	14-1-17	16-1-18	13-1-16	13-1-16	10-12	14-1-35
	..	..	..	..	..	..	..	..	..	..	..	..
33. Key men	..	13-1-15 18 to 25 in 7 grades.	13-1-15	..	13-1-18	16-1-20	16-1-20	16-1-18	16-1-17	12-14	..	17 (Called Weight-men).
	..	..	..	..	..	..	..	..	..	..	..	..
34. Matas	..	16 to 34 in 5 grades.	15-1-18	..	20-1-26-2-30	22-1-28	19-2-27	18-1-22	17-1-25	15-18	..	19-21 (Called Mucadams)
	..	..	..	..	..	..	..	..	..	..	..	12-15
35. orters	..	19-1-24	15-1-18	..	12-1-17	11-1-13	17-2-23	18-1-22	15-1-18	13-1-15	10-14	..
	..	..	..	..	..	..	..	..	..	..	..	..
	15-1-21	..	12-1-15	..	12-1-17	12-1-17	15-1-19	16-1-18	14-1-15	11-1-14	..	..
	15-1-18	..	12 (fixed)	..	..	..	..	..	..	..	..	..
	14-1-20	..	..	..	..	..	..	..	..	..	..	..
	13-1-19	..	..	..	..	..	..	..	..	..	..	..
	12-1-17	..	..	..	..	..	..	..	..	..	..	..

TABLE XIV—*concl'd.*

Occupation	G I P (Rs)	B N Rs	S I R (Rs)	B P T. (Rs)	E. I R (Rs)	B. and A (Rs)	N W R (Rs)	M S M (Rs)	Mysore State (Rs)	Gadwar Baroda State (Rs)	Sindia State (Rs)	Junagadh State. (Rs)
36. Sweepers	12 to 21 in 4 grades	10-1-15	12-1-15	..	12-1-17	12-1-17	17-2-23	13-1-16		12-1-13	10	12-1-14
	12-22 in 4 grades	12-1-17	12		12-1-15	12-1-14	14-1-17	.	..	..	..	3-10
37. Lampmen	22-1-28	17 Maximum	12-1-15	.	14-1-19	13-1-18	17-2-23	13-1-16	.	..	.	.
	15-1-18	..	.		12-1-17	12-1-17	15-1-19		..	..	..	15-16
	13-1-17	..	.	.				..	.	..	..	.
	12-1-15	..	..	.		.	.	.	..	..	..	.
	11-1-15	..	..	..			.	.	..	..	..	..
38. Pointmen	20-1-26	18 Maximum	15-1-18	..	14-1-19	12-1-17	17-2-23	16-1-18	15-1-13	13-1-15	10-1-14	13-1-15
	18-1-23	..	12-1-15	..	12-1-17	..	16-1-20	13-1-16	14-1-15	..	..	12-1-13
	15-1-20	..	..	.	.	.	15-1-19	.	11-1-14	..	..	..
	14-1-19	..	..	..					.	.	..	..
	12-1-16	.	..							..	..	..
39. Gatemen	18-1-21	16 Maximum	15-1-18	.	12-1-17	12-1-17	17-2-23	18-1-22		12-1-13	9	11
	15-1-17	.	12-1-15	..	12-1-15	11-1-14	15-1-19	13-1-16			..	.
	13-1-15	..	12 (fixed).	.			14-1-17				..	.
	.	.	12-1/2-14	..						..	..	

Apart from the influences of local variations in the cost of living of workers and the rates of wages in other industries of the area, the scales of pay of Government servants in local offices have some bearing on the pay and prospects of the railway staff. This is indeed one of the causes for the wide disparities in the scales of pay of the staff on the railways under the Government of India and those of certain Indian States. Subject to these considerations, the general conclusions may be stated as follows :—

(1) On all the railways without any exception, inferior staff such as gangmen, mates, jamadars, etc., are paid miserably low wages. This is apparent not only from table XIV but also from the subsequent table which gives the highest and the lowest wage rates in respect of these categories as prevailing on Class I, Class II and Class III Railways that have replied to my questionnaire.

TABLE XV.

Showing the emoluments received by some of the inferior staff.

Class in which the railway falls.	Names of railways which pay the highest wages.	Scale of pay.	Names of railways which pay the lowest wages	Scale of pay.
Gangmen.				
		(Rs.).		(Rs.)
Class I	G. I. P.	18— $\frac{1}{2}$ —23	S. I. R	12— $\frac{1}{2}$ —14.
Class II	Jamnagar Dwarka	15—20	Barsi Light Railway	Annas 6 to As. 9 per day.
Class III	Dehri Rohtas	11— $\frac{1}{2}$ —15	Bengal Provincial Railway	8/8.
Keymen.				
Class I	G. I. P.	13 to 25	Bikaner State	Rs. 13 fixed
Class II	Jamnagar Dwarka	20—25	Jaipur State	Rs. 13 fixed
Class III	Mewar State	14—1/3—16	Bengal Provincial	Rs. 8/8
Mates.				
Class I	G. I. P.	16—34	S. I. R	15— $\frac{1}{2}$ —18
Class II	Jamnagar Dwarka	25—30	Jaipur State	15— $\frac{1}{2}$ —17 $\frac{1}{2}$
Class III	Mewar State	17— $\frac{1}{2}$ —20	Bengal Provincial	Rs. 11 fixed.
Porters.				
Class I	G. I. P.	13—24	Jodhpur State	10—14
Class II	Saharanpur Shahdara (Delhi).	15—1/3—16	Jaipur State	10— $\frac{1}{2}$ —12
Class III	Scindia State	10—14	Bengal Provincial	Rs. 8
Lampmen.				
Class I	G. I. P.	11—28	Jodhpur State	10—14
Class II	Jamnagar Dwarka	15—20	Bhavnagar State	7—18
Class III	Mewar State	11—1/3—30	Bengal Provincial	Rs. 10/-
Jamadars.				
Class I	B. B. & C. I.	21—30	S. I. R.	12—1—15— $\frac{1}{2}$ —18—25
Class II	Shahdara (Delhi) Saharanpur.	20—2/3—30	Jamnagar Dwarka & Gaekwar Baroda State.	15—20
Class III	Mewar State	17— $\frac{1}{2}$ —20	Cutch State	8—10

Pointsmen.

Class I	..	G. I. P.	..	..	14—26	..	Bikaner State..	..	11— 1 —13
Class II	..	Jamnagar Dwarka	..	..	15—25	..	Barsi & Jaipur	..	11—13
Class III	..	Cutch State	..	..	8—16	..	Bengal Provincial	..	8—10

Gate-men.

Class I	..	G. I. P.	..	..	11—23	..	Bikaner	..	..	10 and 12
Class II	..	Jamnagar Dwarka	..	..	15—20	..	Junagadh	..	..	11
Class III	..	Dehri Rohtas	..	..	11— 1 —15	..	Bengal Provincial	..	..	6—8

(2) Variations in the pay of certain categories of superior staff (Station Superintendents, etc.) are high because the duties and responsibilities of these officers are different on different railways, though their designations may be identical. They differ from Class I to Class II railways, and from Class II to Class III railways. The pay of a Station Superintendent in a large city station like Bombay on the G. I. P. Railway is necessarily higher than that of an officer of the same designation, say, at Junagadh on the Junagadh State Railway.

A detailed study of the scales of pay brings forth a number of important points, which are worth while examining in some detail —

(1) The revisions of scales of pay since 1931 have been downward in most cases in respect of several categories of staff, and therefore contrary to the recommendations of the Royal Commission on Labour in India*, though the obvious justification for such reductions were the trade depression leading to a fall in the earnings of railways and the general fall in the prices of commodities. The figures of 10 to 15 per cent. may be looked upon as a possible guide to such reductions †. On the East Indian Railway, it was found that the ultimate savings anticipated when the revised scales of pay were fully in operation worked out to 14 per cent. in the case of the subordinate staff and to 4 per cent. in the case of the other staff †. In this connection it is instructive to review the discussion between the Railway Board and the All-India Railway-men's Federation at the twelfth half-yearly meeting held in July 1936 :—

“As regards this question of new scales of pay, the Federation stated that they had already made a protest that the enquiry preceding the announcements of new scales of pay was made without consultation with the Federation and further that they were given no opportunities to make suggestions or make representations or submissions and also that when they first complained in one of the half-yearly meetings they were told that if there was any particular case in which the Federation could prove that it was wrongly done, they would be heard.

The Chief Commissioner pointed out that the new scales of pay affected only new recruits that is, those who were appointed after a certain date and who were recruited temporarily on the old scales of pay. The Federation contended that such men were never informed at all

*“We appreciate the difficulties caused by the present depression in trade and realise that the extent and rate of the desired improvement are conditioned by the ability of the railway and the traffic to bear the additional expenditure required. We recommend, therefore, that the claims of low-paid workers to improved wage standards should continue to receive careful consideration from the Railway Board and the administration concerned.” Report, p. 150.

† F. I. R. Agent's Circular No. 563/A E.2581-1, dated the 4th July 1934; Explanatory Memorandum on the revision of the scales of pay for new entrants, p. iv.

as to what was exactly going to happen and that they were never told that the wages would be so low as at present introduced. The Chief Commissioner said that as he had explained before, if the Federation could produce anything to show that any particular scale of pay was unreasonably low, the Board would be prepared to consider that scale of pay. The Federation said that they were going to suggest a court of enquiry whether the Board were at all right and complained that they had not been supplied with a copy of the report of the officer who investigated the reduction of the scale of pay” *

(2) In the fight for economy of expenditure, the railway administrations have also introduced varying scales of minimum and maximum pay as well as rates of increment in respect of workers belonging, for all practical purposes, to one and the same category, classified as unskilled, as can be seen from the following few illustrations :—

TABLE XVI.

		S. I. R. Rs.	B. N. R. Rs.	E. I. R. Rs.
Keymen	..	13—1/2—15	23	13—1—18
Gang coolies	..	12—1/2—14	10/8—17	11—1/2—17
Trolleyman		10—1/2—14	12—1/2—14	12—1—17

It is difficult to understand whether differences in the nature of work warrant such minute distinctions in wages particularly in the case of workers classified as ‘unskilled’.

(3) Another instance of stretching the net of economy too far is the case of introducing varying scales of maxima and minima in respect of the same class of workers in different departments in one and the same locality or in different local areas of the same railway. For example, at Kharagpur on the B. N. Railway, the scales of pay, as stated by the local union, for sweepers employed under the station committee are Rs 11—1/2—16 for men and Rs 10—1/2—14 for women. On the other hand, sweepers under the traffic department are given a uniform scale of Rs 12—1/2—17 both for men and women while carriage sweepers are paid a fixed salary of Rs 15/- only. On the same railway, the wages for gangmen differ from one locality to another—the variation being only a rupee or two.

There are similar variations in wages for gangmen on the B. B. & C. I. Railway as shown in the following statement :—

TABLE XVII

Place.	Wages per month.						
							Rs
Cawnpore							14
Anand							17
Dohad							15/12/-
Phulera							13/8/-
Bandikui							13/8/-
Ujjain							15/12/-
Agra							14/-
Kasgunj							13/8/-

The explanation given for such variation, namely that cost of living varies from one area to another, is unconvincing since the figures could not

* Amplified Report of the proceedings of the twelfth half-yearly meeting between the Railway Board and the All-India Railwaymen's Federation, July 1936, page 7.

have been worked out with such exactitude for different places. At any rate, it is untenable at the present moment, when prices and cost of living are more or less the same over a fairly wide area

The following passage giving details of a discussion on this subject between the Railway Board and the All-India Railwaymen's Federation throws much interesting sidelight on the question of wages of gangmen "The Chief Commissioner pointed out that each area of a particular railway was about the size of a normal country and that one could not possibly standardise wages for the whole of India, such a thing was possible in a country like Great Britain but not in a place like India where conditions of living and the cost of living varied enormously from place to place. The Federation said that it did not work quite fairly and pointed out that the East Indian Railway which operated in three provinces, the United Provinces, Bihar and Bengal, gave a uniform salary of Rs 11, whereas the North Western Railway closely operating to the United Provinces started with Rs 14 and contended that in the case of people living on the border-line on the East Indian Railway where the East Indian Railway terminated and the North Western Railway began, it could not be said that they had different standards of life. The Chief Commissioner said such anomalies were bound to exist and pointed out that new scales of pay were considerably higher than the scales of pay of gangmen about ten years ago and said that there had been a general increase, but since that time the cost of living had come down and added that after all pay must have some relation to the cost of living. The Federation asked if the Railway Board gave wages in relation to the cost of living to which the Chief Commissioner replied in the affirmative. The Federation said that they were prepared for an enquiry and that they would abide by it. The Chief Commissioner said that the Board were not prepared to have an enquiry"*

(4) There are also marked differences in the scales of pay of clerks in the different departments of the same railway administration in one and the same locality as can be seen from the following table —

TABLE XVIII

Showing scales of pay (in rupees per mensem) of clerks on the G. I. P. Railway

Designation and grade	General Manager's Office	Cash Department	Accounts Department	Engineering Department	Transport Department		Commercial Department	Mechanical Department
					Traffic branch	Head & Divisional offices		
Office Superintendent	400	.		350		350	350	
Head Chief Clerk I	300					250	300	400
Do II							250	300
Do III							200	250
Do IV							160	200
Clerks	200	140	100	300	120	300	120	160
	160	100	30—4—50	250	100	200	100	120
	120		E.B. 5—80	200	50—5—80	160	30—4—50	100
	100	30—4—50		160		120	E B 5—50	30—4—50
		E.B. 5-80						E B 5—80
	30—4—50			120	30—4—50	100	.	.
	E B 5 80							
				100		30—4—50		
						E B 5—80		
				30—4—50				
				E B 5—80				

* Amplified Report of the Proceedings of the 12th half-yearly meeting between the Railway Board and the All-India Railwaymen's Federation, July 1936, Page 8.

The All-India Railwaymen's Federation drew the attention of the Railway Board to this anomaly and the reply given by the Chief Commissioner of Railways shows that a careful examination of the classification of grades in relation to the work done is necessary in such cases * There is, indeed, an indisputable case for fixing uniform scales of pay with regular time-scale increments in each grade for clerks in all departments. The following observations of the N. W. R. Accounts Staff Union are worth reproducing in this connection. "The nature of work of all clerical posts practically requires the same amount of intelligence Whether it is checking of estimates, passing of bills, posting of ledgers and registers, preparation of financial statements and checking and accounting of Railway earnings, every one is expected to have a general knowledge of the Code Rules with particular reference to the rules bearing on the duties entrusted to an individual The selection of a certain number of posts as distinguished from others, supposed to carry duties of greater importance and responsibility is therefore considered arbitrary."†

(5) On certain railways, no provision has been made for time-scale increments in the revised scales of pay in respect of several categories of staff This means that a worker has to wait several years without any increment in his pay until a vacancy arises in a higher grade to which he could be promoted. The hardship is all the greater as the number of posts in the higher grades is limited The following extract from the Amplified report of the twentieth half-yearly meeting between the Railway Board and the All-India Railwaymen's Federation is very instructive —

"The Federation showed the Chief Commissioner a list giving details of certain staff who had been blocked on Rs 60 for many years, especially in Divisional Offices on the N. W. Railway The Chief Commissioner remarked that work must have some relation to the pay drawn and that so long as an employee holds a particular post which is considered to be worth Rs 60/-, he could not be paid more than Rs 60/- simply because he had been in that post for some time Their (the Federation's) submission was that something should be done in the case of those who had been blocked at the top of the scales and there were two ways of doing this One was the amalgamation of some of the grades, that is, where the work done was identical, the grades should be amalgamated The other way was to grant a special allowance to men who had put in a certain number of years' service on the maximum of their grades."‡

(6) As between one railway and another, there are disparities in scales of pay for workers in one and the same category of staff. Such disparities are due not so much to disparities in the cost of living in the different centres as to survivals from the old scales of pay introduced by each railway Such disparities become very glaring indeed when, for example, there are significant differences in the starting salary, the scales of increment as well as the maximum pay of the clerks in the offices of the General Managers of the B. N., E. I., and B. & A. Railways, all of which are located in Calcutta. This remark is applicable to the scales of pay of several other important categories of staff such as Station Masters, Assistant Station Masters, Shunting Masters, Number Takers, etc., for which detailed data are given in table XIX —

* Twentieth half-yearly meeting between the Railway Board and the All India Railwaymen's Federation, 6th August 1941, p 5.

† Eighteenth half-yearly meeting between the Railway Board and the All India Railwaymen's Federation, November 1939, p 32.

‡ Amplified Report of the twentieth half-yearly meeting between the Railway Board and the All-India Railwaymen's Federation, 6th August 1941, page 5.

TABLE XIX.

Showing differences in the scales of pay of clerks in the offices of the General Managers of the Bengal Nagpur, East Indian and Bengal Assam Railways.

B. N. R.	E I. R.	B & A
Rs.	Rs.	Rs.
	260	230
	200	200
210	150	180
155		140
130	100—10/2—120	100—10/2—120
104	66—5/2—85	65—5/2—85
33—3—43—5—63 E.B.	30—3—45—5—60	30—3—45—5—60
65—5/2—88	93—4—109	

(7) Another important point in connection with the wages of railway workers is the conversion of the daily-rated staff as monthly-rated. The All-India Railwaymen's Federation pointed out that "daily rated staff had no stability of service and were likely to be the worst sufferers in case of post-war retrenchment. They urged that such staff should be brought on monthly rates of pay and given the same benefits as other employees. They stated that monthly-rated staff had certain additional privileges. It was also urged that they would gain four days' pay, if conversion at 30 times their daily rate, was agreed to. The Chief Commissioner stated that he could not accept the demand for increased wages, but if the Federation wanted daily-rated staff to be given the same privileges as monthly-rated, he would be prepared to consider it."*

(8) There is a considerable amount of heart-burning on the question of 'old' versus 'new' grades. It was emphasized by several workers that, when there was no difference in the nature of duties, the scales of pay should be equal.

Some problems of wages of railway servants.

(a) Principles of fixation of wage rates

Broadly speaking, wages on railways are fixed with reference to (a) the category and the responsibility of the work performed, (b) the wages given by contiguous railways and other industrial undertakings, (c) local conditions in respect of cost of living and lastly (d) the supply of and demand for labour in general. On this last point, the North Western Railway remarked in its memorandum to the Royal Commission on Labour "that a concern which is run on a commercial basis and is expected to earn a reasonable return on the outlay invested is never slow to take full advantage of the principle of supply and demand. This, however, does not take into account another important feature, which now-a-days forms a chief plank in the struggle for the amelioration of labour conditions, viz., the question of a living wage".†

* Amplified Report of the Twenty-Second Half-yearly Meeting between the Railway Board and the All-India Railwaymen's Federation—December 1943, page 6.

† Memorandum of the Railway Board to the Royal Commission on Labour, page 134.

This is indeed a frank statement and my analysis of the wages on different railways bears out its truth. It should be noted, however, that, as a result of the influence of progressive ideas, railways are becoming increasingly aware of the need for fixing the minimum wage. "The question of fixing or raising the minimum wage, however, does not admit by any means of a ready solution in view of the financial effects of any large scheme of revision on the price of production which in turn must have decisive influence on rates and fares. As the bulk of railway earnings come from third class passengers and the carriage of commodities which are essential to life, it is expedient to proceed with caution, remembering always that it is necessary to balance the interests of the railway worker and the railway user, both of whom belong approximately to the same strata of society."*

The case for a minimum wage legislation is very strong and this should go hand in hand with the bringing down of the present day top heavy administration. The following passage containing the report of a discussion between the Railway Board and the All-India Railwaymen's Federation shows the views of these two bodies on this question: "The Chief Commissioner referred to the steps which were already being taken by the Board in connection with the examination of reconstruction schemes relating to educational facilities, revision of scales, etc., and pointed out that the preparation of these schemes would naturally take time and that the war was not the time to make such sweeping changes in basic pay. In connection with the revision of the scales of pay, in particular, the Chief Commissioner remarked that it was no use introducing scales which, after a little time, would become unsuitable and would have to be changed again and stated that it would be better to effect the revision of scales on a firm basis. He explained further that the policy of Government was to meet the rise in prices by relief in cash and relief in kind without reference to the question of basic pay. He assured the Federation that the question was being considered and undertook to have examined immediately any particular anomalies regarding scales of pay, etc., if the Federation furnished the necessary particulars to the Board"†

(b) Wages in relation to cost of living.

It does not seem necessary to enter into the controversy whether or not the wages of the low-paid staff bear any relationship to the cost of living at the present moment. The following extracts from the Amplified Report of the twenty-third half-yearly meeting between the Railway Board and the All-India Railwaymen's Federation bring out fully some of the implications of the existing scales of pay in relation to the present standards and cost of living. "The Federation submitted that, even taking into account all the privileges enjoyed in the way of passes, medical assistance, quarters, leave, etc., by staff drawing pay up to Rs. 250 p.m. their scales of pay had all along been far short of a basic minimum wage. As compared with the scales obtaining in 1930, the scales of pay introduced for staff appointed after July 1931 were lower by from 10 per cent. to 100 per cent (though the latter limit was not general) while the revision of the scales was effected without prior consultation with the Federation. The Federation contended that the revised scales of pay were based on the price levels of 1932 which, as reported by the International

*Memorandum of the Railway Board to the Royal Commission on Labour, page 135.

†Amplified Report of the Proceedings of the Twenty-Third Half-yearly meeting between the Railway Board and the All-India Railwaymen's Federation, September 1944, pages 2 and 3.

Labour Office, was the level of prices as they stood in the 16th Century. They submitted that the wholesale revision of the scales of pay based on the prices of 1932 was a miscalculation and has had severe repercussions on the staff whose present number was estimated to be 8,00,000. The Chief Commissioner pointed out that a large proportion of that number were drawing the pay they were drawing before 1932 because in the lower grades the revised scales were not generally adverse. The Federation admitted that a small percentage of staff was not affected, but observed that the bulk of the men were on scales based on the 1932 level of prices.”*

“The Federation next pointed out that the prices of commodities had become very high, the rise being more than five times the pre-war level as the Gregory Report had shown. They said that this rise in prices was weighing heavily on Railway employees who were not able to purchase gumine, rice, fuel, cloth, etc, the control prices of which had gone up by 1,300, 941, 900 and 600 per cent respectively.”*

“The Federation then referred to what is known as the Philadelphia Charter adopted on the 29th April, 1944, which laid down that every human being in every country should be assured of food, raiment, housing, education and medical relief, and submitted that, owing to the abnormal rise in prices, the new scales of pay had become quite inadequate for the needs of staff and urged that the basic wages of 1931 should be doubled immediately and the pre-1931 wages should be brought to the level of that doubled amount. They further urged that if, after the wages had been doubled, it was found to be still inadequate for the maintenance of the railway employee and his family, a dearness allowance should be sanctioned to meet the deficiency. The Federation also referred to the recommendations made in the Rau and Gregory Committee Reports in support of their submission.”†

Changes in Basic Wages.

There have not been many important changes in the basic wages of railway employees since the outbreak of the present war. On all the State Railways the minimum pay of the lower subordinate staff has been raised with effect from 1st April 1944, the resulting minimum being not in excess of Rs. 40 per month.

Four (last) III Railways report that scales of pay in respect of subordinate and inferior staff have been revised. On Martin's Light Railway the minimum pay of inferior staff has been raised from Rs. 12 to Rs. 15 p.m. for the Shahdara Saharanpur and Bengal Sections and from Rs. 11 to Rs. 14 for the Bihar Section. The Matheran Hill Light Railway also reports a considerable increase in wages, though without giving details.

Dearness Allowances.

On the recommendations made by the Court of Enquiry constituted by the Government of India under the Trade Disputes Act of 1929 to investigate the question of dearness allowance for railway employees, the Railway Board sanctioned the payment of dearness allowance with effect from 1-9-1940. Since

* Amplified Report of the Proceedings of the Twelfth Half-yearly Meeting between the Railway Board and the All-India Railwaymen's Federation, September 1944, pp. 1 and 2.

† Vide Amplified Report of the proceedings of the Twenty-Third Half-yearly meeting between the Railway Board and the All-India Railwaymen's Federation, September 1944, page 2.

then, the rates have been revised from time to time and the latest revision, as per notification No. E44 DA11 of the Railway Board, dated the 18th April 1945, provides for the payment of dearness allowance for non-gazetted staff on State Railways at the rate of 17-1/2 per cent. of their pay subject to the following minima :—

Zone	Pay per month	Allowance
X	Rs. 40 and above Below Rs. 40	Rs. 20 p.m. Rs. 19 p.m.
A	Rs. 40 and above Below Rs. 40	Rs. 19 p.m. Rs. 17 p.m.
B	Rs. 40 and above Below Rs. 40	Rs. 16 p.m. Rs. 14 p.m.
C	Rs. 40 and above Below Rs. 40	Rs. 14 p.m. Rs. 12 p.m.

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

*Zone	Allowances
X	Rs. 12 p.m.
A	Rs. 12 p.m.
B	Rs. 10/8 p.m.
C	Rs. 9 p.m.

The main contentions of the All-India Railwaymen's Federation with regard to these dearness allowances may be stated as follows :—

(1) The existing rates are inadequate to meet the increased cost of living in respect of all categories of staff. Those on Rs. 30 per mensem and below should be given full compensation "and the average cost of living index for Bombay, Cawnpore and Madras (should) be taken as the basis for settlement of dearness allowance on an all-India scale."

(2) The zonal system of granting relief should be abolished, as prices have gone up more or less on a uniform scale in all centres.

(3) The staff are obliged to buy several articles in the open market at enhanced prices as these are not available in the grain shops, and the "relief in kind" sanctioned by the Railway Board is inadequate. An increased cash allowance is therefore asked for.

(4) The staff enrolled in the Defence of India Corps (militarised units) should be given the same rate of dearness allowance as is given to the non-militarised units.

* (i) 'X' Area means the area comprising the Municipal Limits of Bombay, Calcutta and Cawnpore and such of their suburbs as have previously been included in 'A' area.

(ii) 'A' area means the area other than 'X' within the municipal limits of a city having a population of not less than 2,50,000 inhabitants according to the census of 1941 or an area specially so declared by the Governor-General-in-Council.

(iii) 'B' area means the area within the municipal limits of a town having a population of 50,000 or more but less than 2,50,000 inhabitants according to the census of 1941 or an area specially so declared by the Governor-General-in-Council.

(iv) 'C' areas means not included in (i), (ii) & (iii) above.

† Memorandum submitted by the All-India Railwaymen's Federation to the Railway Board. Amplified Report of the Twenty-Third Half-Yearly Meeting, September 1944 Appendix II, P. 1.

With regard to the third point, the Chief Commissioner of Railways explained "how many of the commodities were in actual short supply and how this would continue even if dearness allowances were increased. It was therefore preferable for railways to try and provide for the necessities of life than to give money. It was with this aim that the grainshop organisation was built up and, in order to compensate for the increased cost of articles not supplied, it was agreed that a 20 per cent. reduction should be made on the February 1943 prices"*.

With regard to the grant of increased allowances to the militarised units, the Chief Commissioner pointed out that "they had been given an increase in the ration allowance by the army authorities and therefore the Railway Board decided not to give them the recent increase made in dearness allowance. Further, they were also permitted to deal in railway grainshops. There was therefore no case for a reconsideration of their claim"*.

Allowances for Running Staff.

The Railway Board† has also sanctioned with effect from 1st July the grant to running staff of the following increase in running allowances on State railways —

Actual amount of Running Allowances earned in a month	Increase
(i) Rs. 60 and under	10 per cent.
(ii) Rs. 61 and above	6½ per cent. subject to a minimum of Rs. 6.

The amount of the additional allowance admissible under these orders is treated as a compensatory allowance.

Special Local Allowances.

Four Class I Railways report the payment of special local allowances for their staff. The B.B. & C I. Railway pays a special local allowance to their subordinate staff working from Bombay to Khar; a house rent allowance to staff at Ahmedabad and Bombay to compensate for the increased charges for house rent; a washing allowance to inferior staff and 'shoe allowance' to the Watch and Ward staff. On the E I Railway, the office subordinate staff employed in Calcutta, Howrah and Lilooah are paid a local allowance at 10 per cent. of their pay, subject to a reduction by 10 per cent. if the amount exceeds Rs. 10. Inferior servants other than workshop employees get zone allowances in certain areas varying from Re 1 to Rs 3 p.m. in addition to their pay. (Subordinate and inferior staff and workshop labourers employed within the militarized area get an additional military compensatory allowance of 25 per cent. of their pay plus a ration allowance varying from 4 annas to Rs. 1½/- per diem. The South Indian Railway pays a war bonus of 25 per cent. of pay to the officers and the crew of the Railway steamers. The staff whose headquarters are the Nilgiri Hills and the Willingdon Island are also paid 25 per cent. of their pay as Hill allowance and Island allowance respectively. The G I.P. pays a special local allowance at 5 per cent. of pay to the staff stationed in the Island of Bombay who are in receipt of pay exceeding Rs. 200 p.m.

* Amplified Report of the Twenty-Second Half-yearly Meeting between the Railway Board and the All-India Railwaymen's Federation, December 1943, p. 4.

† Letter No. E44AI.1-1/2, dated the 3rd August 1944, of the Railway Board.

A few company-managed railways like the Parsi Light and the four railways under the management of Messrs. Meleod & Co., pay dearness allowances as per scales prescribed by the Railway Board

Among the Class III Railways, the Dehri Rohtas pays a flat rate of Rs 9 p.m. and the Jagadhri Light Railway pays Rs. 4 p.m. to Rs 25 p.m. The Matheran Light Railway pays dearness allowance as a percentage of the pay of its staff, 25 per cent. to those who draw upto Rs 25, 15 per cent. to those who draw from Rs 25 to Rs 50 and 10 per cent. to those who draw from Rs. 51 to Rs 200. The Bombay Port Trust Railway pays a uniform rate of 10 per cent. (with a minimum of Rs. 16) to those who draw upto Rs 500 p.m. The Martin's Light Railway pays dearness allowance at different rates in different areas ranging between Rs 5 and Rs 18

In addition to these dearness allowances, certain railways supply grain at concessional rates or pay a rebate on grain purchased from the railway grain shop. The grain is supplied by the Bombay Port Trust Railway at concessional rates to the extent of approximately Rs 28/- per person per month or Rs 10 per month for an average family of 4. Meleod & Company also report the supply of grain at concessional rates

Overtime

The following table gives the average overtime earnings per head in October 1944, for some categories of staff in the Lahore Division of the North Western Railway —

TABLE XX.

Grade		Scales of pay Rs.		Average overtime per man.
I Guards	..	Grade I	30—1—35 Old	Rs 24/14/-
			30—1—35 New	
		.. II	40—3—52—4—60—68 Old	Rs. 47/7/-
			30—5—50—5/2—60 New	
		.. III	75—5—105—10—115 Old	Rs 73/9/-
			100—10/2—120 New	
		.. IV	125—10—185—200—210 Old	Rs 143/5/-
			(Diminishing grade)	
II Drivers	..	.. I	31—3—46—5—51—5/2—61—7/2—68	} Combined Rs 76/-
			Old	
			30—5—50—5/2—60 New	
		.. II	38—3—50—5—60—5/2—75 Old	
			30—5—50—5/2—60 New	
		.. III	115—10—175—5/2—180 Old	Rs 254/7/-
			Rs 140/- fixed New	
		.. IV	140—10—220—10/2—230 Old	Rs. 467/8/-
			(Diminishing grade)	
III Firemen	..	.. I	-/8/6 -/6 -/10/- -/1/- -/11/ per day Old	} Combined Rs. 22/-
			Rs. 18-2-24	
		.. II	-/11/- -/6 -/12/- -/1/- -/14/- per day Old	
			Rs. 18—2—24	
		.. III	60—10—80 Old	Rs. 159/10/-
			40—5—50—5/2—60 New	
		.. IV	80—10—100	Rs. 111/5/-
			(Diminishing grade)	
IV Divisional Inspectors of	..	V	200—10—250 Old	Rs. 81/4/-
S.T. Es. & T. T. Es			200 fixed New	
T.T. Es (Grade II, old scale Diminishing grade)	..		100—10—180	Rs. 62/8/-
S.T. Es, Grade III	..		105—5—140 Old	} Rs. 43/12/-
			100—10/2—120 New	
Grade II			68—4—90 Old	
			65—5/2—85 New	
T. T. Es Grade I	..		50—5—95	
Diminishing grade)	..			

It is apparent that overtime earnings in the case of some workers are sometimes as high as the basic wages or even more, indicating a state of affairs which is not at all desirable. This may also show that overtime has become a rule rather than an exception, partly because of the scarcity of trained hands due to war. Overtime is generally not compulsory except when an urgent work is to be done or when staff are unable to be relieved of their duty at the appointed time due to circumstances beyond control. All State railways maintain registers for recording overtime. These are available for inspection by the employees.

The Martin's Light Railway and the Junagadh State Railway report that overtime is not compulsory, but, if worked, payment is made at ordinary rates and their staff are provided with facilities for inspecting the pay sheets where-in these entries are made. On the Gaekwar's Baroda State Railway, no separate registers are maintained as overtime is worked only rarely. On the Bhavnagar State Railway, overtime registers are not, as a rule, open for inspection by workers.

Deductions.

The replies received from the different railway administrations state that only authorised deductions are made, i.e., deductions for fines, provident fund, recovery of loans, dues to railway institutes, house rent, water and electric charges, etc.

Fines.

Fines are imposed as a disciplinary measure subject to the provisions of Payment of Wages Act. The B.B. & C. I. Railway report that fines are not levied on their clerical staff.

The fine fund is utilised for the welfare of the staff on all railways. On all the State railways the fines are credited to the Staff Benefit Fund, out of which grants are made for the following purposes:—

- (i) education of the staff and their children,
- (ii) recreation and amusement for the staff and their children,
- (iii) sickness and maternity benefit for the families of the staff, and
- (iv) relief of distress among the members or ex-members of the staff or their families not provided for under the regulations in force on the railways.

The following table gives details of the fine fund on some of the railways which have furnished this information:—

TABLE XXI.
Details of Fine Fund.

Name of the railway	Date	Total Fund.		
		Rs.	A.	P.
Martin's Light	31-3-44	4,776	0	2
Jagadhri Light	..	6	6	6
East Indian	31-3-44	4,28,973	0	0
Burdwan Katwa	..	2,524	13	0
Ahmednagar Katwa	..	1,199	8	0
Bankura Damoder River	..	2,260	7	0
Kalighat Falta	..	951	9	8

Wage Period.

The wage period on all railways is the calendar month and wages are generally paid within 7 to 10 days from the close of the wage period. There are, however, a few exceptions. On the Oudh and Tirhut Railway, for example, station and traffic relieving staff and the *hamals* are paid between

the 16th and the 26th of the following month. So far as payment to the employees on the lines is concerned, ordinarily cashiers or pay clerks are sent to different centres. On the G.I.P. Railway, pay clerks are stationed at different divisional centres on the line. Payments to illiterate persons are made in the presence of responsible officials, departmental heads or subordinate supervisory staff and thumb impressions are taken after they are satisfied that they have been paid their wages correctly.

Provident fund.

Though all the railways (except the Jagadhri) have provident fund schemes, details required for the present enquiry have been furnished only by a few. Provident fund, as a rule, is restricted to employees with a certain minimum period of service and to those who draw a pay over and above a certain minimum per month (Rs. 15 on the South India Railway). The Barsi Light Railway, the Bhavnagar State Railway and the Bombay Port Trust Railway give the percentages of workers benefited (i.e., 43, 19 and 69 respectively) by the provident fund scheme.

The rate of contribution on the majority of railways is 1/12th of the salary of the worker. On Barsi Light Railway there are three different rates—1/12th, 1/16th or 1/32nd according to the amount of salary drawn. On the Gaekwar of Baroda State Railway, it is 1/12th of the basic salary for the month. The Employers' contribution in all cases is an equal amount. On the State railways there is provision for special contribution by the management in special cases such as the abolition of a post, premature retirement due to illness or injury while on duty, etc. (as per rules of Chapter XIII of State Railway Establishment Code, Vol 1, pp 126—128). The rate of interest in respect of the provident fund on State Railways is determined for each, according to the method of calculation prescribed from time to time by the Governor-General-in-Council*. Contract labour is not eligible for provident fund benefits on any of the railways.

Gratuities.

On the railways under the management of the Government of India, gratuity is paid at the discretion of the general managers to permanent, non-pensionable employees who are not subscribers to the State Railway Provident Fund for "good, efficient, and faithful service"† —

- (1) on completion of 30 years' service
- (2) on retirement at the age of 55 with 15 years' service,
- (3) on retirement or resignation after 15 years' service on grounds considered sufficient by the administration,

(4) on retirement within less than 15 years' service on account of permanent physical or mental incapacity or retrenchment of establishment and in case of death during service

On the East Indian Railway, gratuities are payable even to the employees of contractors according to the replies of the Administration. The railways in Indian States have their own rules in respect of the grant of gratuities

Pensions.

The Dholpur and the Scindia Railways have their own State pension schemes. There are no pension schemes on other railways which have replied.

* Vide State Railway Establishment Code, Vol I, para. 1320, page 130.

† For details, refer to State Railway Establishment Code, Vol. I, Chapter XV, pp. 146—151.

CHAPTER VI.—WELFARE ACTIVITIES.

Welfare activities for railway employees may be treated under the following headings : Medical aid, education, recreation and amusements, grain shops, passes and uniforms.

(1) Medical Aid.

“ The preservation of the health of the staff and the prevention of epidemic diseases in railway settlements have a very important bearing on the efficient and economic working of railways, and, apart from the humanitarian aspect of the question, an efficient medical organisation is of direct financial interest to railway administrations. The question of the adequacy of medical and sanitary arrangements on railways has accordingly engaged the attention of the Railway Board since 1924 ” This statement was made by the Railway Board in the Memorandum that they submitted to the Royal Labour Commission in 1930. It is as true of railways as of any other commercial and industrial organisation. Generally speaking, all Class I railways in British India have a medical branch under the control of the Chief Medical and Health Officer with a Divisional or District Medical Officer in each of the Divisions or Districts, helped by assistant medical officers, assistant surgeons and sub-assistant surgeons.

Except the sub-assistant surgeons, who are medical licentiates, all other medical personnel are required to have a minimum qualification of Degree in medicine of an Indian or a foreign university. There are facilities for indoor and outdoor treatment. Workers and their dependants are treated free of charge, though diet charges are realised if they are indoor patients in receipt of income above a certain specified minimum. Indigent cases are treated free.

On some of the railways owned by Indian States, like the Jamnagar Dwaraka Railway, major cases are sent to the State hospitals and road-side stations are served by visiting doctors from the headquarters. The Gaekwar of Baroda State Railway mentions 4 dispensaries in addition to nurses and midwives who are required to move on the line. The Jodhpur Railway maintains 4 dispensaries and hospitals. The Bombay Port Trust Railway maintains 6 dispensaries but serious cases are sent to the public hospitals in the city. The Mathern Light Railway provides free medical assistance and medicine.

Table XXII gives details of cases treated in the Bombay hospital of the G.I.P. Railway for the year 1943-44. An analysis of the data of cases treated between 1941 and 1944 at the Madras Egmore Railway Hospital of the South Indian Railway (Table XXIII) shows that there has been a fairly steady increase in the number of medical cases, particularly infectious, in the rainy months of October, November and December. The observations of the Medical Officer in charge of this hospital are well worth reproducing in this connection :—

“ Since September 1943, there has been marked increase of influenza, bacillary-dysentery, pyrexia, scabies and gastro-intestinal diseases. These are partly due to low vitality, want of resisting power to infection, bad food and insufficient intake of vitamins and partly due to living in crowded rooms. The total number of days off duty inclusive of transfer cases from other dispensaries is 10,460 whereas it was only 8,787 days last year ”.

TABLE XXII.

Giving details of cases treated in the Bombay Railway Hospital of the G.I.P. Railway in 1943-44.

Diseases	Employees		Families		Total
	Out-door	Indoor	Out-door	Indoor	
Dysentery	470	66	113	1	650
Venereal diseases	362	36	34		432
Malaria ..	1,283	154	88		4,624
Other fevers ..	2,168	166	759	6	
T. B Lungs	90	101	9		200
Other T. B diseases	42	24	11		77
Injuries	1,516	361	208	3	2,088
Total ..	5,931	908	1,222	10	8,071

TABLE XXIII.

Showing number of cases treated in the Railway hospital at Madras (Egmore) from 1940-41 to 1943-44

Year	Medical					Surgical			
	Infec- tious diseases	General diseases	Gastro- intestinal diseases	Local.	Total	Surgical Operation			Total of all cases
						Major	Minor	Total	
1940-41	554	6	479	100	1,139		25	25	1,164
1941-42	591	7	566	96	1,260		19	19	1,279
1942-43 ..	540	11	531	87	1,169		11	11	1,180
1943-44	704	12	573	97	1,386		12	12	1,398

Though the railway administrations spend considerable amounts of money on medical aid, several complaints were made by workers and their unions with regard to the inadequacy and the inefficiency of the existing service. These may be summarised briefly as follows :—

(1) The chief medical officers of the hospitals are overburdened with administrative duties so much so that they have very little time for actual medical aid work. The other medical officers, as a rule, pay greater attention to Anglo-Indians or highly paid Indian staff and the subordinate and inferior staff are, generally speaking, neglected, particularly when the sick are to be visited in their homes

(2) The supply of medicines is inadequate and in recent years the quality has also deteriorated to a considerable extent.

(3) There are no lady doctors in many of the railway hospitals and maternity aid is alleged to be inadequate.

(4) It is alleged by several workers that there is a considerable amount of corruption on the part of doctors in the matter of granting of certificates for obtaining medical leave.

There are no arrangements on the part of railway administrations for the treatment of tubercular patients. Dr. S. S. Banker, Chief Medical Officer of the B.B. & C.I. Railway, points out that tuberculosis is on the increase among railway employees and their families due to bad housing conditions, overcrowding and unhygienic habits. In a letter addressed to the General Manager, B.B. & C.I. Railway, in May 1944, he writes :—

“ The Railway accepts liability for medical treatment (indoor as well as outdoor) of its employees. When first appointed, all employees are put to medical tests to see if they suffer from any of the diseases likely to injure their health. If, during the course of their service, employees develop tuberculosis, it is upto the Railway to see that they get reasonably adequate treatment. Tuberculosis of the lungs and abdomen requires a line of treatment and accommodation which we are unable to provide in a railway hospital. For this reason we have to look for help from outside agencies ”.

There is a great scarcity of accommodation for tubercular patients and it is high time the Railway made satisfactory arrangements for their own employees and their families. The following note by Dr. Banker on the inadequacy of arrangements for the tubercular cases is well worth quoting :—

“ There are now 112 tuberculosis clinics and 66 tuberculosis hospitals and tuberculosis sanatoria in India with over 4,000 beds. Besides, there are 1,207 beds in general and isolation hospitals for tuberculosis patients and 737 beds for tuberculosis convicts in Jail Hospitals.

“ It is generally estimated that there ought to be as many beds available for tuberculosis patients as there are deaths from tuberculosis during the year. This is the standard laid down by the Health Organisation, League of Nations. At a rough estimate, there are 7,00,000 deaths a year from tuberculosis in India, so on that basis there ought to be 7,00,000 beds in hospitals or sanatoria for the treatment of tuberculosis whereas actually throughout the whole of India there are only 4,000 beds available for patients suffering from tuberculosis. This means that accommodation is only provided for 0.57 per cent. of the sufferers (roughly one in 200 of the patients is catered for) ”.

The treatment of afflicted patients alone will not solve the problem. A few preventive measures are also called for and satisfactory arrangements must consequently be made* :—

- (1) “ for the weeding out of early tuberculosis cases,
- (2) “ to give advice and carry out post-sanatorium treatment at the patients’ homes, and
- (3) “ to instruct people in the art of healthy living ”.

Education.

Several railway administrations provide educational facilities for the children of their employees. Apart from maintaining their own schools, the railways grant scholarships and boardships in certain cases. The following details concerning educational facilities on certain railways which have replied to my questionnaire will be of interest :—

The Bengal Nagpur Railway maintains 8 schools for European children and 26 schools for Indian children ; the total number of pupils in the two types of schools in 1944 was 900 and 6,200 respectively. The schools are maintained by fees, grants from local governments and contributions from the Staff Benefit Fund. The share of the railway in the cost of maintenance of

* Quoted from Dr. Banker's letter No G/42/7772 of 25-5-1944 addressed to General Manager, B. B. & C. I. Railway.

these institutions is about two-thirds. The fees vary from annas four per month in the infant class to Rs. 3/8 per month in the High School classes. The railway also gives a grant-in-aid to outside schools which are attended by children of the railway employees and assists 232 children who are being educated in hill schools.

The East Indian Railway maintains five Indian High English Schools, six Middle English Schools, 16 Anglo-Indian and European Primary Schools, 2 Lower Primary Schools and one Boarding Hill School imparting education upto Senior Cambridge standard. The number of students in 1944 in these five categories of institutions was 1,535, 755, 473, 156 and 395 respectively. The total cost of maintaining the boarding hill school in 1944 was Rs. 2,15,000 while the cost of maintaining all the other schools was Rs. 1,60,000. Financial assistance amounting to Rs. 50,000 per year is also granted in accordance with the Education Assistance Rules to employees who are compelled to send their children to a boarding school away from the station at which they are posted. Reduction in school fees in non-railway schools is also given upto Rs. 4,000 per year. Indian adults in big running sheds are educated on all the divisions at a total cost of Rs. 10,000 per year.

The number of schools maintained by the B.B. & C.I. Railway and the net cost to the administration in 1944 is given in the following table :—

TABLE XXIV.

Serial No.	Type of Schools	Number of institutions	Number of teachers	Number of pupils	Net cost
					(Rs.)
1	Indian High School	1	21	450	12,033
2	Anglo-Vernacular Schools	6	67	1,269	55,305
3	Primary Schools	4	21	500	
4	Girls Primary Schools	4	22	325	12,692
5	Anglo-Indian European primary schools		31	435	35,521
					1,15,551*

On the G.I.P. Railway there are 9 primary schools, the total number of students attending them being 650. Grants-in-aid are paid to certain schools situated at stations where no educational facilities exist. The South Indian Railway maintains one middle school for the children of Indian employees and two middle schools for Anglo-Indian and European children. It gives also a number of boarderships and scholarships.

The general feeling among Indian workers on the majority of these Federal Railways is that Anglo-Indian children are given preferential treatment in the matter of educational facilities. This is borne out by the following figures supplied by the Hon ble Member for Railways in his replies to the questions asked on the floor of the Central Legislature :—

“ On the Bengal and Assam Railway, the amount spent on the education of European children from April 1941 to January 1942 was Rs. 40,164, and on the education of Indian children for the same period was Rs. 27,197. The number of European (including Anglo-Indian) and Indian employees on the railway was 965 and 71,558 respectively ”†.

* Excludes the payment of dearness allowance of Rs. 27,149.

† Legislative Assembly Debates, Vol. III, No. 1, 14th September 1942.

" On the North Western Railway, the amount spent on the education of Indian and European (including Anglo-Indian) children during 1937-38 was Rs. 8,679 and Rs. 1,50,731 respectively ""*.

There does not appear to be any reason for showing such preferential treatment for the children of Anglo-Indian and European employees. The following passage from the Legislative Assembly Debates is worth reproducing in this connection .—

Mr. K. Santhanam " May I know whether the Hon'ble Member is aware that under the Government of India Act, there are special provisions for providing adequate educational facilities for Anglo-Indians and Europeans by the Provincial Governments ? "

The Hon'ble Sir Thomas Stewart : " I am aware of that ".

Mr K Santhanam " In view of these provisions, will the Hon'ble Member consider the desirability of eliminating this extra expenditure from the railway revenues ? ""†

The North Western Railway provides grants-in-aid from the Staff Benefits Fund for educational purposes

Among the railways owned by Indian States, the Mewar State Railway maintains 3 primary schools. The Bhavnagar State Railway runs 4 primary schools of which one is a girls school, one a boys' school and two mixed schools. Grant-in-aid is given to three other schools. The Jodhpur State Railway runs three schools and rules for educational assistance are reported to be under preparation. The Jamnagar Dwarka, the Dholpur, and the Mysore State Railways do not maintain any separate schools. The Mysore State Railway however gives financial assistance in deserving cases from the Staff Benefit Fund.

Among other railways, the Barsi Light Railway maintains 2 schools. The Bombay Port Trust Railway runs three primary schools, wherein the average daily attendance is 310. This railway also conducts post-literacy classes, wherein the average daily attendance is 303.

Recreation and amusements.

Realising the value of healthy recreation, several railways have provided facilities for sports tournaments, cinema performances, etc. Their activities in this field are conspicuous by the existence of clubs and sports grounds in all important centres. The following table shows the number of institutes and clubs on some of the railways which have replied to my questionnaire :—

TABLE XXV.

Railways	Institutes	Clubs	Remarks.
1. Bengal Nagpur	39	Yes	Run by managing committee of employees.
2. East Indian	65	33	Equipped with reading rooms, radio sets, cinema apparatus, etc.
3. South Indian ..	35	Yes	Radio sets are provided, facilities for indoor and out-door games are also available.

* Legislative Assembly Debates, Vol. III, 14th March to 28th March 1939, pages 2915 and 2916.

† Legislative Assembly Debates, Vol. III, 14th March to 28th March 1939, page 2916.

Railways	Institutes	Clubs	Remarks
4 Jodhpur .. .		7	A sum of Rs. 5,500 is given every year for games, books and newspapers. Managed by the Railway.
5. Great Indian Peninsula ..	73		Gramaphones, Radios and indoor games are provided out of the grants from the Staff Benefit Fund. Sports Committees function at all the divisional headquarters for outdoor games.
6. Barsi Light . . .	2	1	
7. Bhavnagar .. .	..	1	Library attached.
8. Gaekwar of Baroda . . .	3	..	—
9. Junagadh .. .	1	..	—
10. Bombay Port Trust	1	..	Also a welfare centre.
11. Mewat .. .	1		—
12. Macleod . . .	..		—

Table XXVI gives an analysis of expenditure incurred by a few representative Indian and European Institutes on the B.N., G.I.P. and E.I. Railways. The data show that the European Institutes spend large amounts of money on bar, sports and entertainment. Table XXVII gives an analysis of expenditure per member of 3 European, 3 Indian and 2 joint Institutes on the B.N. Railway. These figures also show clearly that the European Institutes are more popular than the Indian ones.

The Service agreement provides that all categories of staff both at the headquarters and on the out-stations should compulsorily subscribe to the funds of the institutes. The All-India Railwaymen's Federation urged at its 18th half-yearly meeting with the Railway Board that the out-station staff and those drawing Rs. 50 and below should be exempted from the payment of subscriptions to these institutes as they are not able to avail themselves of the facilities. "The Chief Commissioner drew the attention of the Federation to the demand for the establishment of Institutes made in the Legislative Assembly and to the fact that considerable amount of money had been spent by railway administrations in providing Railway Institutes and that when such sums had been spent, Government were entitled to ask the staff to support them* ". Whatever be the financial implications of the institutes, there is no denying that on several railways as pointed out by the E I R Employees' Association, "in a large number of cases, these institutes are more or less exclusively used by the higher paid staff, so that the lower paid staff make very little or no use at all of these facilities. It, therefore, appears necessary that some other form of benefit should be specially provided for the inferior staff ".

* Amplified Report of the Proceedings of the 18th half-yearly meeting between the Railway Board and the All India Railwaymen's Federation, November 1939, p. 8.

Grain Shops.

Owing to the enormous increase in the price of food grains and other stores and the general scarcity of these commodities, the railways have set up grain shops, both stationary and mobile. "The East Indian and Great Indian Peninsular Railways were the first to make arrangements for such shops* and by the end of the year 1941-42 conditions of scarcity occurring in many parts of the country dictated a wide extension of these grain shops"† According to the Report of the Railway Board for 1943-44, there were 600 grain shops including mobile vans catering for 805,000 ration-card holders as against 160 grain shops which catered for 50,000 employees in 1942-43 ‡ The position in 1943-44 may be described in the following words of the Report of the Railway Board :—

"The necessity for stabilizing the cost of essential commodities and pegging dearness allowance prompted the Railway Board to fix the selling prices of commodities sold at railway grain shops at a level approximating to the prices ruling in August 1942. Of commodities that can be expressed in maunds, the shops sold 10,255,400 maunds during the year 1943-44, with an average of 854,600 maunds per month or 1.23 maunds per ration card holder. The cost of all commodities sold during the year amounted to about Rs. 17.7 crores. The relief afforded to staff measured in terms of the difference between the railway selling prices and the local market prices was over Rs. 8.8 crores with an average relief per ration card holder per month of Rs. 19.53 the lowest figure being Rs. 6.14 in March 1944 and the highest Rs. 14.1 in August 1943. Great as this amount of relief is measured in cash, it was enhanced by the supply of essential commodities which were often not available locally at any price, owing to the conditions which prevailed in the country during the year under review. In addition, the man with a large family who was hardest pressed received most relief; employees were free from anxiety in regard to rising prices and the cash habit was inculcated by dealing at the shops. The cost of this organisation was approximately Rs. 36 lakhs, and this includes freight charges at public rates, which came back into railway revenues"‡

Passes.

An important concession peculiar to railway servants is the grant of free passes and privilege ticket orders on payment of one-third the ordinary fare both on home and foreign lines. The number of passes and the class in which travelling is allowed varies according to the pay and the length of service of the railway servant. Special passes (e.g., school passes, etc.) are also issued.

Uniforms

Summer and winter uniforms including head dress, coat, trousers, etc. are provided according to the requirements of each category of staff whose duties warrant such supplies e.g., station staff, running staff, etc. Certain classes of staff who are low-paid and who work under special conditions entailing the use of proper dress or involving heavy wear and tear such as compounders, office peons, watchmen, certain classes of shed and carriage staff are also supplied uniforms. Clothing is supplied on a limited scale to labourers and others whose duties expose them to cold or wet weather. An umbrella is often given once a year to employees such as office peons, watermen, watchmen, gate-keepers, etc. The rules about uniforms are not

* Report by the Railway Board, 1941-42, p. 32.

† *Ibid*—Report for 1942-43, p. 32, and Report for 1943-44.

‡ Pp. 34-35 of the Report by the Railway Board on Indian Railways for 1943-44,

uniform on all railways and there is a considerable amount of heart-burning over the deterioration in the quality and the regularity and adequacy of their supplies.

Benefits to the Dependants of the Deceased Employees.

The dependants of the deceased employees are given benefits from the Staff Benefit Fund on all railways where such funds exist. They are also given the benefits of gratuity, provident fund, compensation under the Workmen's Compensation Act and the Railway War Injuries Scheme. The South Indian Railway grants 8 boarderships to sons of deceased European and Anglo-Indian employees in the Civil Orphanage Asylum, Madras. On the B. B. & C. I. Railway, widows and minor children of low-paid employees who were drawing between Rs 80/- and under per month and had put in at least 10 years' service and were members of the Jackson Co-operative Bank at the time of their death, are in case of proved destitution eligible for assistance from a fund called the Silver Jubilee Benevolent Fund. On the Bengal Nagpur Railway, workers have established two special insurance funds out of which benefits are given to the dependants of deceased employees. The Jodhpur State Railway's 'Subsistence Allowance' is paid by the State in deserving cases.

Staff Benefit Fund

A word may be said here about the Staff Benefit Fund which has been established on several railways. The fund is made up of forfeited provident fund bonuses of non-gazetted staff and fines. Since fining as a method of punishment is being discouraged and since the income from this source is dwindling, the Railway Board has permitted the railways to grant contributions to the Staff Benefit Fund out of revenues at rupee one per head of all non-gazetted staff on the books of the railways on the 31st March of the previous year, less the amount realized during the previous year from other sources of income credited to the fund.

Tables XXVIII and XXIX give respectively an analysis of the receipts and expenditure of the Staff Benefit Fund on the G.I.P., B.N., E.I., and S.I. Railways. It may be seen from these data that, except on the South Indian Railway, fines constitute an important item, showing an increase every year while contributions from railway revenues are also steadily mounting up. It is difficult to comment upon the items of expenditure out of this fund, since the needs and demands of workers may vary from one railway to another. Nevertheless, it is seen that, on one railway, a sum of Rs 1,674 had been spent on raising the wall of a European cemetery on one station and that on another, a large sum has been spent on the audit of the Railway Institute accounts. Major Malick* points out in his memorandum that a contribution is given from the Staff Benefit Fund towards the publication of the E.I.R. Magazine. The general feeling is that the representatives of unions should be given seats on the management of these funds so as to ensure that they are spent in the best interests of the workers themselves.

* Former President of the E. I. R. Employees' Association.

TABLE XXVIII.
Staff Benefit Funds (Receipts)

Railway.	BENGAL NAGPUR			SOUTH INDIAN			GREAT INDIAN PENINSULA			EAST INDIAN RAILWAY		
	1941-42	1942-43	1943-44	1941-42	1942-43	1943-44	1941-42	1942-43	1943-44	1941-42	1942-43	1943-44
Opening balance	R. 1,24,339	R. 1,59,516	R. 1,26,756		R. 40,918	R. 56,102	R. 4,16,597	R. 3,05,151	R. 3,82,434	R. 18,423		R 34,437
Fines inflicted and loans forfeited	10,430	12,447	24,508	604	567	693	6,932	6,678	12,435	14,346		.
Contribution from railway revenue	54,689	62,141	65,573	38,000	18,000	35,000	58,774	7,253	94,470	94,847	1,05,140	1,20,930
Interest on balances and loans	2,429	2,948	2,811	1,762	1,483	1,949	6,446	6,177	7,946	14,818	13,902	12,689
Miscellaneous		148	50	4,751	18,261	1,434	9,763	3,296	1,547	2,732	9,229	2,8476
Total receipts	67,548	77,684	92,942	43,117*	38,310†	39,734‡	81,905	80,204	1,16,396	1,26,761	1,27,271	1,62,105
Closing balance	1,30,506	1,26,756	1,79,396	65,918	56,102	49,778	3,05,151	3,82,434	3,67,115	18,423	34,437	87,173

* Includes Rs. 4,692, a sum realized from refund of loans.

† Includes Rs. 17,517, a sum realized from credit of the fund for the purchase of paddy for distribution to staff of Gr. Idn. Rock area and R. 724, a sum realized from refund of loans.

‡ Includes Rs. 1,384, a sum realized from refund of loans.

TABLE XXIX.
Showing Expenditure out of Staff Benefit Funds.

	BENGAL NAGPUR			SOUTH INDIAN.			GREAT INDIAN PENINSULA.			EAST INDIAN		
	1941-42	1942-43	1943-44	1941-42	1942-43	1943-44	1941-42	1942-43	1943-44†	1941-42	1942-43	1943-44
Railways.												
Compassionate allowance	Rs. 2,048	Rs. 18,327	Rs. 7,619	Rs. 3,283*	Rs. 4,671*	Rs. 12,929*	Rs. 13,497	Rs. 18,407	Rs. 27,124	Rs. 6,921	Rs. 1,640	Rs. 944
Hospital and Health	3,817	6,210	6,701	4,199	3,074	8,674	19,517	23,560	24,637	51,618	43,632	38,065
Education	15,793	10,380	8,376	210	356	780	14,809	19,389	20,753	22,247	21,074	18,211
Recreation	24,516	21,327	25,154	7,675	16,200	19,075	38,388	29,030	49,000	6,050	43,263	49,832
Railway Magazine	3,500	3,900	5,900				7,210	3,997	2,626			
Total Expenditure	52,381	90,434‡	40,392†	18,118§	48,226||	45,999||	1,03,351¶	1,02,011¶	1,31,357**	1,40,083	1,11,257	1,90,359

* Includes Rs 448, Rs 586 and Rs 1,089 as cost of spectacles supplied to staff getting below Rs 20 in 1941-42, 1942-43, and 1943-44 respectively.

† Includes Rs 15,813 spent on grain shops establishment and Rs 10,776 spent on subordinate rest houses at Puri.

‡ Includes Rs 15,813 write-back (refund) on grain shop expenditure and Rs 1,391 expenses on subordinate rest houses at Puri and Rs 1,574 for raising north wall of European cemetery at Kharagpur.

§ Includes Rs 2,126, Rs 1,560, Rs 1,852 as cost of the audit of the Railway Institute accounts in 1941-42, 1942-43, 1943-44 respectively.

|| Includes Rs 4,481 loaned to Railway Institutes and reading rooms and Rs 17,517 for purchase of paddy for distribution among staff recruited in July 1941.

** Includes Rs 2,470, Rs 1,767 and Rs 3,041 as cost of spectacles provided to staff drawing less than Rs 30 in the years 1941-42, 1942-43 and 1943-44.

** Includes a contribution of Rs. 5,000 to the War Fund.

CHAPTER VII.—SAFETY ACTS, ETC.

The existing regulations for the safety of employees of Indian Railways are contained in (a) the Indian Railways Act, (b) the Indian Factories Act as far as workshops are concerned, (c) the Indian Mines Act as far as it applies to Railway collieries, (d) the Indian Electricity Act and (e) the rules made by the Government of India and Provincial Governments under these Acts.

The Railway Administrations have adopted various safety regulations for the prevention of accidents by means of special circulars, safety first posters and placards and by displaying abstracts of the provisions of the Acts on notice boards, etc. Under the auspices of the St. John's Ambulance Association, first aid training centres are also maintained and training in first aid is made compulsory for certain categories of staff, with suitable provision for payment of allowances for attendance at classes of instruction. Moreover, adequate medical relief is provided in case of accidents.

Table XXX gives details of accidents on Railways from which it can be seen that the number of fatal accidents to railway servants has increased since 1939-40. A possible explanation may be overworking of staff due to the present abnormal conditions of war traffic. Table XXXI shows the analysis of the causes of accidents from which it is seen that most of the fatal accidents are connected with the movement of trains and railway vehicles and that most of the injuries are caused by accidents connected with stationary engines, etc.

TABLE XXX.

Accidents and casualties among railway servants on railways open for traffic in India as having occurred during 1943-44 and the preceding 6 years. (Indian Railway Administration reports 1941-42 and 1943-44).

Class of Accident	1937-38		1938-39		1939-40		1940-41		1941-42		1942-43		1943-44	
	Killed	Injured	Killed	Injured	Killed	Injured	Killed	Injured	Killed	Injured	Killed	Injured	Killed	Injured
A. Caused by movement of railway vehicles exclusive of accidents to trains, etc	185	3,258	155	3,487	152	3,871	192	4,364	202	5,294	245	5,696	293	6,276
B. In accidents to trains, rolling-stock and permanent way	18	107	17	152	13	93	14	141	18	124	42	287	33	163
C. In accidents on railway premises, not connected with the movement of vehicles.	30	8,773	27	9,860	13	11,918	37	12,868	27	14,009	33	14,331	43	15,843
Total (Railway servants)	233	12,138	199	13,499	178	15,882	243	17,373	247	19,427	320	20,314	369	22,287
Grand Total (Passengers, Railway servants and other persons)	3,370	14,111	3,474	15,809	3,537	18,282	3,752	19,833	3,783	22,151	3,507	23,439	4,373	26,510
Percentage of Railway servants to the total.	6.91	86.01	5.72	86.02	5.03	86.87	6.48	87.60	6.53	87.70	9.13	88.67	8.44	84.07

The following railways have given details of compensation paid under different headings.

TABLE XXXIII.
East Indian Railway.

Year.	Death.			Permanent total disablement.			Permanent partial disablement			Temporary disablement.			Total		
	Rs.	A.	P.	Rs.	A.	P.	Rs.	A.	P.	Rs.	A.	P.	Rs.	A.	P.
1939 ..	30,588	14	0	12,346	1	0	8,436	14	11	7,278	9	1	58,650	7	0
1940 ..	28,806	8	0	10,942	1	0	6,926	13	0	6,599	2	0	53,274	8	0
1941 ..	36,226	8	0	8,015	8	0	6,874	15	0	8,402	3	0	59,519	2	0
1942 ..	50,272	13	0	5,867	7	0	5,621	5	0	10,189	13	0	71,951	6	0
1943 ..	62,765	1	0	7,603	10	0	14,106	10	2	9,527	11	0	94,003	0	2
1944 ..	25,065	0	0	4,131	7	0	8,260	15	9	10,387	4	0	47,844	10	9

G. I. P. Railway.

Year.	Death			Permanent total disablement			Temporary disablement			Total.		
	Rs.	A.	P.	Rs.	A.	P.	Rs.	A.	P.	Rs.	A.	P.
1939 ..	17,564			8,612			58,328			84,504		
1940 ..	16,010			11,103			51,763			81,876		
1941 ..	34,580			12,269			58,978			1,05,827		
1942 ..	49,460			9,098			79,841			1,38,399		
1943 ..	75,052			15,571			1,25,928			2,15,651		

Jodhpur State Railway.

Types of compensation.	1939	1940	1941	1942.	1943	1944.
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
(1) Workmen's Compensation ..	..	2,909	1,333	.	5,721	1,093
(2) Other Compensation ..	..	429	855	1,248		533

Bengal Nagpur Railway.

	Rs.	Rs.	Rs.	Rs.	Rs.
Fatal Cases ..	16,760.4	35,190	19,500	27,839	36,223
Non-fatal injuries ..	8,353.15	16,175/10	16,226/7	17,563/3	13,179/3

South Indian Railway

Type of compensation	1939.	1940.	1941.	1942	1943.	1944.
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
Fatal cases ..	2,850	9,460	3,800	14,630	6,740	..
Non-fatal—						
(a) Permanent disablement.	3,406	3,573	3,778	4,790	3,176	..
(b) Temporary disablement.	6,689	7,068	8,006	10,868	9,373	..

North Western Railway.

Types of compensation.	1939.	1940.	1941.	1942.	1943.	1944.
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
Fatal cases	34,856	44,230	.	..	..	..
Non-fatal—						
(a) Permanent disablement.	46,624/1	47,167/3/7	..	..	.	..
(b) Temporary disablement.	26,891/1/6	20,827/14	.	..		..

B.B. & C.I. Railway.

(a) Permanent partial disablement.	18,854	14,293	13,824	12,720	16,944	23,142
(b) Temporary partial disablement	6,096	8,102	8,883	3,547	13,627	969
(c) Death ..	17,240	16,020	26,830	19 660	36,460	33,926

Barsi Light Railway.

(a) Permanent disablement.	88—3				.	.
(b) Temporary disablement.	9—3	11—5	44	16—5	109-11	..
(c) Death				900	829-11	

Periodical Medical Examination.

There is a periodical medical examination for eye-sight only for the running staff on all railways except the Jagadhri Light Railway. If a worker is adjudged medically unfit for his class of work, effort is made to secure for him some other job. On the Mysore State Railway drivers are medically examined every year after the age of 50. If found medically unfit, their services are terminated and no effort is made to find any other work for them. There is a periodical medical examination for certain other classes of workers who, if found medically unfit, are provided with work as far as possible. The opinion of the Chief Medical Officer of each Railway is final except on a small number of railways. On the Mewar State, Dehri Rohtas, Matheran and the four railways under Mcleod's, provision is made for re-examination by an independent specialist. The chief complaint of the workers on this score is that provision is not made for them in the event of an adverse medical report on jobs carrying emoluments similar to their. They go further and allege that, once they are incapacitated for their original jobs, they are shunted on to very inferior posts with the consequence that they cannot maintain their standard of living.

The Payment of Wages Act.

The Payment of Wages Act, 1936 came into force on the 28th of March 1937. In order to give effect to it the Governor General in Council issued the Payment of Wages (Railways) Rules 1937. These rules were superseded in so far as they related to Federal Railways by the Payment of Wages (Federal

Railways) Rules, 1938 issued by the Government of India, Department of Labour in Notification* No L-3070, dated the 5th May 1938. The Provincial Inspectors of Factories have the powers of Inspectors under the Payment of Wages Act so far as the railway factories are concerned. In respect of other persons employed upon a railway, the Conciliation Officer (Railways) and Supervisor of Railway Labour and the Deputy Supervisor of Railway Labour have been appointed as Inspectors under Section 14(2) of the Act†.

Nature of Inspection

Irregularities discovered by the Inspectors in respect of delays in payment of wages, the recovery of fines after the specified period of 60 days and non-display of notices required under the Act are reported direct to the Railway Administration concerned in Form PW(C) ; irregularities in respect of the maintenance of registers, deduction for damage or loss and fines are reported to the Conciliation Officer (Railways) in Form PW(B), which after further scrutiny are communicated to the Administrations concerned with the necessary instructions.

Wage periods and the Disbursement of Wages

On almost all railways‡ wages are paid within ten days from the last day of the wage period, when the number of persons employed is one thousand and over and within seven days, when the number is less than one thousand ; but delays have occurred in connection with the payment of allowances, increments and leave salaries—the number of cases detected having been 843 in 1938-39, 2,000 in 1939-40, 3,201 in 1940-41 and 6,003 in 1943-44†.

Section 5(2) of the Act requires that the wages of an employee whose services are terminated, by or on behalf of the employer, should be paid before the expiry of the second working day from the day on which his employment is terminated. The Supervisor of Railway Labour reports that this provision has been observed in the case of permanent staff but not in the case of temporary staff. In 1940-41 and 1943-44, 400 and 440 such cases respectively were detected as against 500 in 1939-40‡.

Deductions from Wages

Under the Payment of Wages Act, deductions are permitted in case of damage or loss of goods expressly entrusted to the employed person for custody, or for loss of money for which he is required to account, provided damage or loss can be attributed directly to his neglect or default. Such deductions should not exceed the actual damage or loss suffered by the employer and should not be made until an opportunity to show cause has been given to the employee concerned. Infringements of these provisions were discovered on several railways, recovering more than the cost of the article or debiting the amount of damage to more than one person in cases where damaged or lost articles were

* Annual Report on the Working of the Payment of Wages Act of 1936 on Railways, 1939-40, paras 1 and 2

† *Ibid*, para. 2.

‡ *Vide* Chapter V (Wages and Earnings).

§ *Vide* Annual Reports on the working of the Payment of Wages Act.

|| *Vide* Annual Reports on the working of the Payment of Wages Act

in the hands of more persons than one. The following statement gives the number of cases of deduction for damage or loss and the amounts involved on each class I railway during the three years 1941-42, 1942-43 and 1943-44.—

•TABLE XXXIV..

Railways.	1941-42.		1942-43.			1943-44.		
	Number.	Amount.	Number.	Amount.		Number.	Amount.	
		Rs.		Rs.	A. P.		Rs.	A. P.
Bengal & Assam	4,415	6,942	3,827	7,771	10 0	2,339	8,639	11 6
Bengal Nagpur	4,852	8,063	3,482	5,959	13 0	4,390	14,128	5 0
B. B. & C. I.	6,524	9,777	6,487	8,629	4 6	5,202	9,478	3 3
East India ..	8,695	21,436	6,062	14,704	9 4	4,456	15,163	11 11
G. I. P.	1,481	3,837	1,223	4,003	13 9	1,806	5,700	0 3
M. & S. M.	1,751	2,642	1,896	3,430	6 0	2,434	5,190	1 0
North Western	4,882	11,267	3,756	10,504	11 0	4,129	14,397	7 0
O. & T.	892	3,111	2,149	10,829	3 0	3,133	10,352	5 0
South Indian	2,431	5,272	2,680	5,042	14 3	2,417	6,716	8 3
Total ..	35,923	72,347	31,562	70,876	4 10	30,307	89,766	4 8

Deductions for amenities and services.

Deductions for amenities and services supplied by the employer and approved in the case of the Federal Railways by the Provincial Governments are permitted by Clause (e) of Sub-section (2) of Section 7. In 1940-41, the Central Government permitted deductions for purposes of investments in war saving schemes. In 1943-44, the Government "authorised the sale of coupon-books for the supply of refreshments in exchange thereof by Federal Railway Administration from its canteen to the employees at their written request as an amenity for which deductions from the wages of persons employed by a Railway Administration may be made"†.

Deductions on account of payments to Co-operative Societies.

Deductions on account of repayment of loans with interest or of the cost of stores purchased on credit are made up to 30 per cent. of wages only and to 50 per cent. only if deductions are made for both these purchases. Deductions in excess of these limits were detected in a few cases in 1943-44 and the Railway Administrations were advised to avoid this irregularity in future.

Fines.

On railways fines can be imposed only in respect of such acts or omissions on the part of the employees as may be approved by the Supervisor of Railway Labour. Further, the fine should not exceed an amount equal to half an anna in the rupee from the wages earned during the wage period nor should it be imposed before an opportunity to show cause is given. Moreover, the fine cannot be recovered by instalments or after the expiry of 60 days from the date of the act or omission to which it relates and should be credited only to the Staff Benefit Fund, where it exists, or utilised for providing facilities for the education and recreation of the staff and on maternity or sickness benefit schemes which have been approved by the Supervisor of Railway Labour. The following statement gives the number of cases of fines imposed and the amounts involved—

* Annual Report on the working of the Payment of Wages Act for the year 1943-44.

† Annual Report on the Payment of Wages Act on Railways for the year 1943-44.

TABLE XXXV.

Railways.	1941-42.		1942-43.			1943-44.		
	Number.	Amount	Number.	Amount		Number.	Amount.	
		Rs.		Rs	A P		Rs.	A P.
Bengal & Assam ..	1,108	757	1,081	756	11 0	922	792	3 0
Bengal Nagpur ..	2,386	1,582	2,880	2,295	10 0	3,061	3,126	10 0
Oudh & Tirhut ..	589	538	276	184	8 0	277	154	13 0
B. B. & C. I ..	2,038	2,762	2,102	1,842	14 0	2,663	2,741	0 2
East Indian ..	6,203	4,597	3,624	2,721	12 6	4,195	3,089	9 0
G. I P. .	2,119	1,674	2,640	2,095	14 0	3,887	3,065	5 6
North Western ..	510	272	205	131	13 0	168	105	9 0
Total ..	14,954	12,177	12,808	8,029	2 6	15,773	13,075	1 2

Major A. N. Malick in his written evidence notes that fines realised are sometimes not recorded in the register maintained by the pay master and supports his contention by the discrepancy between the amounts deducted by way of fines and same credited to the Staff Benefit Fund on the E.I.R. He contends further that the publication of the E.I.R. Magazine out of the Staff Benefit Fund violates the provision relating to the utilization of the fine fund.

Deductions on account of fine. (E.I.R.)

Year.		Number of cases.		Amount.	
				Rs	A P.
1938-39 ..	.	.	6,833	5,219	11 3
1939-40 ..	..	..	7,101	4,902	2 0
1940-41 ..	..	..	6,416	5,043	11 6

Amount of fines credited to the Staff Benefit Fund.

Years.		Fines inflicted.		Provident Bonus forfeited.	
		(Rs.)		(Rs.)	
1937 ..	..	44,978		7,635	
1938 ..	..	11,018		2,118	
1939 ..	..	8,329		2,539	
1940 March	..	8,400		9,387	
1941 ..	..	8,510		4,076	
1942 ..	..	7,346		7,000	
1943 ..	..	4,699		37,807	

From the Annual Reports on the working of the Payment of Wages Act on railways, it is seen that the provisions of the Act and Rules have not been generally violated in respect of the amount of fine imposed and in giving the employee an opportunity to show cause but that difficulties have arisen in recovering the fines within 60 days from the date of the act or omission to which it relates. For, in some cases, irregularities necessitating the imposition of fines come to light only several days after the act of omission or commission.

"Again, cases have come to notice, where the staff knowing that they will be fined evade giving explanation by reporting sick. Difficulty has been experienced in the case of relieving staff who move from place to place and in whose case it is sometimes difficult to obtain explanation within 60 days".*

The most serious cause of complaint with regard to the working of the Payment of Wages Act on the railways is the device adopted by the railway administrations of resorting to other methods of punishment such as stoppage of increments, demotions, etc., as the amount of fines that can be imposed is trifling and does not serve the purpose of maintaining discipline. This is a definite violation of the Act according to judgement of the Sindh Chief Court, *vide* Mir Mohammad versus Divisional Superintendent, North Western Railway, Karachi [I L R. (1941), Kar 394], which has not so far been challenged. It may be noted, however, that it is open to the railway administrations to discharge workers and re-employ them on posts of lower responsibility even for one single offence where it merits such treatment†. Although the Act has conferred substantial benefits on workers it is difficult to say definitely whether there has been any compensatory advantage to Railway Administrations. Opinions on this point differ. Some hold the view that the low limit of fine has resulted in undermining discipline and increase in petty offences, leading to inefficiency; that the advantages of quick payment of wages are more or less illusory because the staff even before the introduction of the Act used to get their salary every month. The only difference that the Act has made is making it obligatory on railways now to pay overtime allowance, etc., within ten days after the last day of the wage-period but at the same time has rendered the staff liable to some other and more severe form of punishment. There is, no doubt, some truth in this but it cannot also be denied that the limitation of fines and deductions, quick payment of wages and the provision that no fine shall be levied or deduction made without giving an employee an opportunity to show cause are such substantial benefits that they are bound to lead to a sense of greater satisfaction and contentment among the staff".

Employment of Children Act, 1938.

"The Employment of Children Act, 1938 seeks to give effect to a special article inserted for India in the convention adopted at the 23rd session of the International Labour Conference, fixing at 13 the minimum age at which children may be employed or may work in occupations connected with the transport of passengers, goods, or mails by railway, or in the handling of goods at docks, wharves or quays. The Act goes beyond the requirements of the convention and prohibits the employment of children under 15 years of age in occupations connected with the transport of passengers, goods or mails by railway, and in occupations involving the handling of goods within the limits of ports". The Central Government has appointed the Conciliation Officer (Railways) and Supervisor of Railway Labour, the Deputy Supervisor of Railway Labour and Inspectors of Railway Labour to be Inspectors for the purpose of Employment of Children Act in respect of federal railways, and also the Inspectors of Railway Labour at Bombay and Calcutta Ports respectively. The Central Government issued the Employment of Children (Federal Railways) Rules, 1940 and Employment of Children (Major Ports) Rules, 1940 in order to give effect to certain provisions of the Act. (Notification No. L-3090, dated the 8th

* Annual Report on the working of the Payment of Wages Act for the year 1936 on Railways, p. 10.

† Legislative Assembly Debates Vol. III No. 7, 22 and September, 1942, page 368 (Statement by the Hon'ble Member for Railways. Sir Edward Benthall).

February 1940 and No. L-3090, dated the 26th November 1940 respectively). In 1940-41, the inspectors carried out six hundred and odd inspections, and detected 135 children employed in contravention of the Act. "Suitable action was taken by Inspectors in all cases with the result that the employers dispensed with the services of these children. The Act has been brought into force only recently and employers, especially contractors, are not aware of its provisions and it is hoped that in course of time the employment of children in these prohibited occupations will disappear."

CHAPTER VIII.—TRADE UNIONS AND STRIKES.

There was only one trade union—National Union of Railwaymen of India and Burma—among the railway workers prior to the war of 1914-18. The enormous rise in prices that followed the cessation of hostilities and the consequent unrest among workers led to the starting of unions on several railways. With the return of stable conditions by 1925, some unions disappeared, some were rent by internal dissensions and some others passed under the control of politicians. However, during and after the Great Depression of 1929, the trade union movement revived and has since then made steady progress, the present war also having contributed its own influence in this direction.

The broad features of trade unions among railwaymen are the following —

(i) On several Class I railways, there are rival unions (all recognised by the administrations) which considerably weaken the movement. This state of affairs is not desirable.

(ii) The unions are generally composed of almost all categories of the railway employees, clerical staff, station staff, running staff, permanent way staff, workshop staff, etc., there being only a few unions composed of workers belonging exclusively to one category.

(iii) Funds are, as a rule, small and welfare activities are very few

(iv) Trade unions, particularly on certain railways, are captured by politicians in furtherance of their own political aims. This in itself is a potent cause of the emergence of rival unions

(v) The National Union of Railwaymen of India and Burma, the oldest railwaymen's union in India, is losing many of its Indian members on account of the rise of newer unions, though it continues to preserve many of its welfare activities, particularly in the field of payment of accident and unemployment benefits, etc.

(vi) The All India Railwaymen's Federation is coming to play an increasingly important part in all matters relating to the relation between the employees and the railway administrations concerned.

(vii) Muslim employees on some railways have formed unions of their own with a view to safeguarding their own interests

Among the railways which have replied to my questionnaire there is not a single trade union among the workers on any of the Class II railways. There is only one union on one of the Class III railways, namely, the Bombay Port Trust Railway. There are trade unions on all Class I railways excepting the Mysore State Railway where efforts are said to be made to form labour unions under the provisions of the Mysore Labour Act of 1941

A short account of some of the unions is given below :—

Bombay Port Trust Railway.

The Bombay Port Trust Railwaymen's Union, started in 1920, had a membership of 410 on 31st March 1944. The constitution provides for two

classes of members : ' life members ', who pay Rs. 100 in lump sum or in twelve monthly instalments and ' ordinary members ', who pay an admission fee of Re. 1 (excepting the inferior staff) and a monthly subscription of one pie in the rupee on the substantive salary. Non-employees of the railway are also admitted as patrons, benefactors and sympathisers, provided they pay an annual donation of Rs 150, Rs. 50 and Rs 5 respectively. They have, however, no voice in the management of the union. The union pays two types of benefits—retirement benefits (including dismissals and resignation from service) and death benefits. In the case of the former, members who have been on the rolls for five years consecutively are paid an amount equal to the total subscriptions paid by them. In the case of the latter, the scale of benefit is double the amount of subscriptions paid by them. The audited accounts of the union for the year ending 31st March 1944 show that Rs. 386|8|- only were given as benefits. *

East Indian Railway

On the East Indian Railway there are two trade unions, the East Indian Railway Employees' Association, Calcutta, and the Railwaymen's Union, Lucknow, with their branches at all important points.

According to the constitution of the Railwaymen's Union, the members have to pay a yearly subscription of one day's pay. The membership in 1944 was about 6,000. As regards its relationship with the administration, the union reports as follows —

" The agreement with the administration is only that this union can represent grievances of the staff both of general and individual nature. The administration does not even consult the trade union for any changes in service conditions, privileges and rights of the employees. The question of agreement regarding wages, hours of work, employment and dismissals, etc., therefore, does not arise. The attitude of the administration towards the trade union is not very satisfactory. Authorities do not consider the development of trade unions to be helpful and advantageous both to the administration and the employees. Though cases of victimisation on account of trade union work are few in recent years, employees are still afraid to actively participate in the trade union work as such work is often discouraged by their superiors."

The E. I. R. Employees' Association has a membership of 7,438 with an annual income of about Rs 4,000. Members admitted before 1937 pay a monthly subscription ranging from one anna to 12 annas per month according to their emoluments. New members pay one day's pay in a year as their subscription. According to the original terms of recognition, individual cases were not allowed to be represented by the unions, but this has however been modified to some extent as can be seen from the following correspondence. —

* "*Memorandum of Discussion.*—Between Mr. J. M. Mehta, President, E. I. R. Employees' Association and the General Manager, E. I. R., in latter's office at 3 p.m. on 2nd April, 1943.

" After discussion, the following were agreed to :—

1. " There will be more frequent contacts between E. I. R. Employees' Association office bearers and the Railway Administration, ordinarily once a quarter ; if necessary, oftener.

2. " Cases involving prolonged consideration should be, as far as practicable, brought to a head and decided by interviews and contact between the office bearers of the Association and the Railway administration.

* Extracts taken from the original records of the Union by my Supervisor.

3. "It was accepted that expansion of the Association is desirable in every respect both from the point of view of the Association and the administration; that being the case, the office bearers of the union will be given general assistance in the matter of leave and passes".

G. I. P. Railway.*

There are two unions on the G. I. P. Railway—The G. I. P. Railwaymen's Union and the G. I. P. Accounts Staff Union. Both of them are registered under the Indian Trade Unions Act of 1926 and recognised by the management and are affiliated to the All India Railwaymen's Federation.

The membership of the Accounts Staff Union in December 1944 was about 350 out of a total of 1,100 employees and all of them were confined to the head office. The administration of the union is carried on by an executive committee consisting of a president, a vice-president, a general secretary, three joint secretaries, one treasurer and 12 representatives elected by the general body at its annual general meeting. According to the audited statement of accounts for the year ending March 1944, the receipts and the expenditure of the union during the year amounted to Rs. 575|15|11 and 431|6|- respectively. The total balance at the credit of union on 31st March 1944 was Rs. 3,734|8|8.

The history of the G. I. P. Railwaymen's Union illustrates in a general way the vicissitudes of railway unions in India. The parent organisation of the present union is traced to G. I. P. Railway Workmen's Union which was confined to the Matunga Workshop in 1919. At the same time, there were five other unions on the lines, each independent of the other.

The first conference of railway workers was held in Bombay in 1920 when a single central union was proposed. Out of this effort came the G. I. P. Railway staff Union which functioned effectively till 1925 when it became dormant. In the meantime, a new union—G. I. P. Railway General Employees' Union—was organised with branches in various centres and this naturally led to a conflict with the older union (G. I. P. Railway Staff Union). However, the two unions were amalgamated into one in 1928 under the name of G. I. P. Railwaymen's Union. In 1930, the union declared a general strike which resulted in the decline of its membership.

According to the present constitution of the union, the routine administration is carried on by a standing committee elected by the executive committee from among its members. The standing committee meets once a month and the executive committee once a quarter. In order to carry on the work effectively, the executive committee is empowered to establish branches at all suitable centres where there are no less than 250 paying members. According to the audited statement for the year ending March 1944, the membership of the union was 15,226. The G. I. P. Railwaymen's Union, in its memorandum, observes as follows:—

"The union is precluded from representing cases of transfers, howsoever unreasonable and inconvenient they may be. The individual cases are not to be represented except in few cases. The replies received from the administration to the representations are mostly cryptic and do not give any idea as to why the case has been decided in a particular manner. Even personal discussions do not afford any relief because the Deputy General Manager (staff), who generally discusses with the union representatives, sticks to his points, however untenable or unreasonable they may be, and refuses to be drawn

* The account of unions on G. I. P. Railway is based upon information given by the office-bearers.

into discussing such points as go against his views. Some of the divisional authorities do not look upon the activities of the union with favour and victimise the active trade union workers by reducing their pay, denying them promotions, transferring them from one place to another and by various other ways. Such cases, when brought to the notice of the General Manager, are not dealt with properly and a stereotyped reply is received that there is no victimisation of the particular workers as alleged."

South Indian Railway.*

There are two registered and recognised trade unions on the South Indian Railway—the S. I. R. Employees' Association with a nominal membership of 13,924 (only 1,509 were fully paid up) in March 1944 and the S. I. R. Labour Union with fully paid-up membership of 22,000. Of the two unions, the former has 20 branches and the latter 34 branches.

The S. I. R. Employees' Association is confined mainly to the higher categories of staff. It has been free from any political influence and has therefore enjoyed the confidence of the management in a greater measure than that of the Labour Union. The executive committee of this union meets the General Manager once a quarter and discusses questions relating to labour. Further, it holds an annual conference of representatives from the various branches at which general problems are discussed and resolutions passed.

The S. I. R. Labour Union, registered on 19th November 1937, was confined at first to the workshop employees at Golden Rock. Since 1938, there has been a steady growth of membership extending to all categories of staff. In January 1940 there were 13 branches and about 12,000 members. The arrest of 7 leaders of the union in April 1940 under the Defence of India Rules resulted in a fall of its membership to 8,000. Thereafter, the union has been steadily expanding till, in July 1944, the total membership stood at 22,000.

The rates of membership subscription of the two unions are given below :—

S. I. R. Employees' Association		S. I. R. Labour Union	
Salary per month	Rate per year	Salary per month	Rate per year
(1) Upto Rs 19	Annas 6 per year	Upto Rs 49	Annas 12 per year.
(2) Rs 20 to Rs. 49	Annas 8 per year	Rs. 50 to Rs. 99	Rs. 1-8-0 per year
(3) Rs 50 to Rs. 99	Re 1 per year	Rs 100 and above	Rs. 3
(4) Rs. 100 to Rs 149	Rs 1-8-0 per year		
(5) Rs. 150 and above	Rs 2 per year.		

The S. I. R. Labour Union has a central executive committee which meets 3 times a year. It also periodically discusses all problems of major importance with the General Manager. In minor matters, the general secretary of the union makes direct representations either to the General Manager or to the departmental heads concerned. In the centres where branches are located, branch secretaries meet the district officers and make the necessary representations. The union holds every year a general meeting for electing its office bearers and holding the annual conference. Since 1944, it has been arranging separate conferences for different categories of workers as well. The predominant complexion of the executive is communist.

*The account is based on information supplied by the Secretary of the Union to my supervisor.

B. N. Railway

There are three unions on the B. N. Railway—The B. N. R. Indian Labour Union, the B. N. R. Employees' Union, and the B. N. R. Workers' Welfare Association. The B. N. R. Indian Labour Union came into existence in 1920. In 1927, it conducted a general strike and called it off after 3 weeks. Differences as to the principles involved in the strike led to differences among the rank and file of workers. One section of the union which held that the strike was declared without proper authority seceded from the main body and formed itself into a separate union under the name of B. N. R. Employees' Union. In 1936 an effort was made to amalgamate the two unions but without success.

At present there are 19 branches of the B. N. R. Indian Labour Union, its membership being about 8,000, of whom 128 are women. The B. N. R. Employees' Union has a membership of 1,069. The total membership of the B. N. R. Workers' Welfare Association is 1,750.

The rate of membership subscription in the first two unions is one day's pay per year. The unions run provident insurance schemes which will be described later.

B. B. & C. I. Railway*

There are three registered and recognised unions on the B. B. & C. I. Railway—the B. B. & C. I. Railway Employees' Union, the B. B. & C. I. Railwaymen's Union and the B. B. & C. I. Railway Employees' Association, Ahmedabad.

The B. B. & C. I. Railway Employees' Union was started as early as 1920 and is affiliated to the All India Railwaymen's Federation. Its present membership is about 6,500. Branches are organised on a 'district' or a 'division' basis. There are at present 4 district branches of this union. Each branch has a secretary who can represent local grievances to the district officers of the Railway administration. Of the total collections, the branch can only disburse 20 per cent. of the amount as per sanction of the head office.

The B. B. & C. I. Railwaymen's Union has 9,262 members, 90 per cent. of whom belong to the inferior and menial staff.

North Western Railway.

There are two unions recognised by the Administration—the United Union of Railway Workers and the N. W. R. (Recognised) Union. No account of their working has been supplied by these unions or by the railway administration itself.

Bengal Assam Railway.

Started in 1919 and recognised even then by the Administration, the Bengal and Assam Railway Employees' Association, had a total membership of 19,000 on the 31st March 1944. It had 15 branches and it ran a Cooperative Benefit Society, a short account of which appears elsewhere in this report.

Muslim Employees' Unions.

As a result of alleged injustices, Muslim employees have formed unions on some railways to protect their own interests. No account of the activities of these unions is, however, available.

*The account is based on information supplied by the office bearers.

The National Union of Railwaymen of India and Burma.

This is the oldest railwaymen's union in India, established in April 1897, and composed of various communities upto about 1925. At present, about 80 per cent of the members are drawn from the Anglo-Indians and domiciled Europeans

Membership.—The membership of the union is open to railway servants of all grades on all railways on payment of an entrance fee equivalent to a month's subscription of the class which he decides to join. The rates of monthly subscription pertaining to each class are as follows :—

	Rs.	as.	p.
Class 'A' for members whose salary is Rs. 100 and over	1	8	0
Class 'B' for members whose salary is less than Rs 100 but not less than Rs 75.	1	0	0
Class 'C' for members whose salary is less than Rs 75 but not less than Rs 50	0	12	0
Class 'D' for members whose salary is less than Rs 50 but not less than Rs 25	0	6	0
Class 'E' for members whose salary is less than Rs 25	0	3	0

Any member may be transferred from a lower to a higher class. There is provision for honorary members provided they pay an annual subscription of Rs 10. It can be seen from the following data* that the majority of the members are drawn from G I P Railway and about 90 per cent are those who belong to Class A.--

TABLE XXXVI.

Railways	Union member						Total
	A	B	C	D	E	F	
G I P	634	86	135	71	81	1	1,008
E. I	543	43	39	33	10	3	671
B. N.	304	33	15	34	15	1	402
O. and T	21	8	31	96	164	..	320
N. W. R	164	4	14	10	2	.	194
B. and A	91	6	25	29	18	.	169
B. B. and C. I	98	6	19	6	6	.	135
M. & S. M	5	1		3	1	.	10
N. S	7	5				.	12
S. I	2					.	2
Total	1,869	192	278	282	297	5	2,923

Central Executive Committee—The Head Office of the union is located in Bombay. The routine work is conducted by a whole-time and paid secretary, who is under the general control of the Central Executive Committee which is composed of the (1) President, (2) Vice-president, (3) Treasurer and (4) 12 other members, elected at the annual general meeting of the union.

* Annual Report of the National Union of Railwaymen of India and Burma for the year 1944—page 8.

Branches.—For the efficient working of the union, branches have been established in all centres where there are not less than 20 members. Each branch has a working committee of a maximum of 9 members and a minimum of 5 including a Chairman and a Branch Secretary who shall be elected at a Branch General Meeting. The branches are not authorised to incur any expenditure except contingency without prior sanction of the Secretary of the Union. The branches are visited and supervised by the travelling or organizing secretary sent out from the Head Office.

Annual General Meeting—The annual general meeting of the union is composed of representatives from branches made up as follows —

1. One representative for each branch with not less than one hundred members.

2. Branches with less than 100 members on any railway may be grouped together, under the orders of the Executive Committee, to make 100 or more members for each group for the election of one member to represent that group subject to a minimum of one representative from each railway on which the total number of members is not less than 50.

The annual general meeting has the power to approve the budget, the audited accounts and decide all questions of general policy.

• **Activities of the Union**—In addition to making representations to the Railway Administrations concerned about individual or common grievances of railway employees, the union provides the following benefits to its members in accordance with the rules framed for the subject —

1 Accident Benefit in cases where the member is eligible for compensation under the Workmen's Compensation Act provided an application is made within three months from the time of accident.

2 Legal Assistance Benefit—Should any member be prosecuted for an offence alleged to have been committed by him in the execution of his duty or be unjustly dismissed from service, the Executive Committee may grant him financial assistance to defend him in legal proceedings and the benefit may be paid even when the members conduct the cases themselves or through their counsel, provided previous sanction of the union is obtained for all legal proceedings.

Scale of Benefits.—The scale of benefits for accidents and legal assistance is as follows :—

Class	Accident benefit (Rs.)	Legal assistance benefit (Rs.)
A	300	100
B	200	85
C	150	75
D	75	50
E	37	40

3. **Non-employment or suspension Benefit**—Members who have been discharged or suspended or retrenched from employment shall be entitled to the following scale of benefits per month, subject to a maximum period of three months :—

	Rs.
Class A	20
Class B	13
Class C	13
Class D	5
Class E	2½

4. Protection Benefit.—Any member discharged for any part taken in the activities of the union may be granted a monthly benefit according to the following scale subject to a maximum period of 5 months :—

				Rs.
Class A	..	..	..	60
Class B	..	..	..	40
Class C	..	..	..	30
Class D	..	..	..	15
Class E	..	..	..	7

5 Death Benefit—On the death of a member his nominee shall be entitled to a benefit according to the following scale :—

				Rs
Class A	..	..	..	100
Class B	..	..	..	66
Class C	..	..	..	50
Class D	..	..	..	25
Class E	..	..	..	12

Jodhpur Railway

The administration says that the Jodhpur Railwaymen's Union was organised only a few months ago and that it is too early to offer any opinion on its working. The monthly subscription per member is one day's pay or Rs 4 per year whichever is less. There has been no agreement between the management and the union on any subject.

Oudh and Tirhut Railway.

The Oudh and Tirhut Railway Employees' Association has a membership of 2,664 and the management says that it is too early to offer any opinion on its work.

*Staff Committees**

The complexities of labour problems on railways have led to the organisation of local committees for settling local problems between the employees and the administrations. In 1923, Sir Clement Hudley, lately Chief Commissioner of Railways, visualised the formation of such local committees in each district on the railways, to be composed of equal numbers of representatives of the railway administration and of the workers, and a central committee to coordinate the work of all local committees. Under Sir Clement's scheme for such staff committees, questions relating to the welfare of the staff, such as quarters, sanitation, etc., were also to be discussed along with the ventilation and timely redress of grievances. Such staff committees have been organised on all Class I Railways except the Jodhpur State Railway. There are no staff committees on any of the class II or Class III railways except the Mewar State Railway. The following details have been supplied by the administrations concerned in respect of their staff committees.

Mewar State Railway.—The staff committee consists of 6 elected representatives from all the 6 important categories of non-gazetted staff and a president elected from amongst them. The term of office of the members is three years. The secretary is nominated by the Traffic Superintendent. Men who have put in at least 5 years' service are eligible for election to the Committee and those with 12 months' temporary or permanent service are eligible to vote. Ordinary meetings are held once a quarter and extraordinary meet-

* Refer in this connection to the Memorandum submitted by the Railway Board to the Royal Commission on Labour—page 35.

ings whenever desired by three fourths of the members. Grievances of the staff can be sent in writing to the respective representatives to be placed before the Committee. The president has a right to disallow any of the items at his discretion. The proceedings of the Committee are sent to the Traffic Superintendent and are circulated to the staff.

B. B. & C. I. Railway.—Staff committees are functioning in the districts and the workshops. These committees meet their officers periodically and send up their resolutions to the combined central committees consisting of members nominated by the district and workshop committees. These combined committees meet the higher authorities. Representatives from the central committee form a general staff committee which meets the General Manager of the Railway twice yearly. The General Manager reports that the staff committees have met with considerable success and are of great assistance both to the staff and the administration.

G.I.P. Railway.—On the G.I.P. Railway, there are three types of staff committees—the divisional committee at divisional headquarters, a railway council at Bombay and station committees at selected stations.

The divisional committees have no executive powers, but it is open to a Divisional or District Officer to take such action on a recommendation of a committee as may be within the powers delegated to him by the Administration. In the event of a Divisional or District Officer not seeing fit to apply his power, he shall report the reason to his Head of Department. Recommendations by a divisional committee involving action not within the power of a Divisional or District Officer are referred to the railway council. The powers of the station committees as well as the railway council are similar to those of the divisional committee as they are merely advisory bodies. Questions of discipline and of any single individual are outside their scope.

At present, there are 6 divisional committees at Bombay, Bhusaval, Sholapur, Jhansi, Jabulpore and Nagpur. The Bombay Divisional Committee is composed of 6 members nominated by the General Manager and 6 elected by employees representing different departments and each of the other divisional committees is composed of 5 nominated and 5 elected members. Employees with not less than one year's service are entitled to vote and those with not less than 3 years' service can be elected as representatives. The election of the representative of a department is by the employees of the department only, except menials. The term of office of the elected representatives is three years though one third should retire every year, the retiring members being eligible for re-election. Ordinary meetings of the divisional committees are held once a quarter in January, April, July and October and special meetings at any time the Chairman considers necessary.

The Railway Council is located at Bombay, and consists of six nominated and six elected representatives—one from each of the six divisional committees. The tenure of office of the elected representatives is 3 years, one third of the members retiring at the end of each year but being eligible for re-election. The ordinary meetings of the council are held in March, June, September and December of each year and special meetings at any time the Chairman considers necessary. The Chief Engineer is nominated as the Chairman of the Council and the Assistant Deputy Manager is the *ex-officio* Secretary.

Station committees have been formed at 10 important stations. Each station committee consists of 10 members, their tenure of office being three years, one third retiring every year but being eligible for re-election.

In addition to these station committees, workshop committees have been constituted at three workshop centres, each committee consisting of five members nominated by the General Manager and five representatives elected by the employees. The chairman of each workshop committee is nominated from among the members by the General Manager.

Bengal Nagpur Railway.—On the Bengal Nagpur Railway, there are district welfare committees, each consisting of 6 nominated members, 2 from the Loco Department, 2 from the Commercial Department, and one each from the Engineering and the Transportation Department. The members elect one from among themselves as their chairman and meet ordinarily only once a month. These committees are authorised to deal with questions relating to the general welfare of the staff such as improvements in staff quarters, sanitation, lighting, water supply, etc., and to submit their recommendations to the District Officers, who may take such action as they consider necessary. Another and a more important function of these welfare committees is to make representation regarding the general conditions of service of employees and in particular to examine individual cases of appeal against the orders of any district officers with a view to securing redress of their grievances. These committees cannot question the orders of the head of a Department but may examine all the relevant facts of each individual case (as they are given full access in the office to any papers or files connected with the cases under investigation) and recommend a revision of the orders.

South Indian Railway.—There are six staff committees, each consisting of 24 members in each of the 6 headquarters of the traffic divisions of the South Indian Railway, in addition to a separate staff committee constituted for the workshop at Golden Rock, Trichinopoly.

The district committees are composed of 4 *ex-officio* members (heads of departments), 4 nominated members and 16 elected members (elected by the staff stationed at the various stations on each division, one from each of the 16 categories of workers in all the departments of the railway). Only those who have put in seven years' continuous service are eligible for election to the staff committees, and the period of office of an elected member is restricted to two years. The committees meet every alternate month. At the preliminary meeting, the elected members discuss cases among themselves and formulate clear proposals and at the final meeting the proposals of the committee are discussed with the district officers.

The functions of the committees are merely advisory though the resolutions passed by them are considered and all legitimate grievances redressed by the administration. As the constitution says: "The committees are authorised to discuss all matters affecting their life and work and to ventilate their grievances, either individual or general".

The following important rules define the procedure to be followed in dealing with the individual appeals:—

"(1) All orders appealed against must be carried out before an appeal may be considered.

"(2) No appeal shall be considered by the staff committee unless it has been made to and rejected by an officer of district rank who made or confirmed the order appealed against.

"(3) The officer whose order is appealed against shall be present at the meeting and must endeavour to convince the committee of the fairness of his decision. He shall however, not vote if there is a difference of opinion in regard to the appeal".*

* Refer to constitution and rules for Staff Committees on the South Indian Railway

Mysore State Railway.—On the Mysore State Railway, there are two district staff committees (one at Bangalore and another at Mysore) with the District Traffic Superintendent as the chairman and one of the elected members of the committee as the Secretary. The term of office of the elected members is two years and vacancies are filled by re-election. The strength of the committee is 13 for Bangalore, and 12 for Mysore.

The Central Staff Committee is composed of the Traffic Manager as the President, 2 representatives elected by each district committee, one elected by the travelling ticket examiners, one elected by the clerical staff of the Traffic Manager's office and the Chief Telegraph Inspector.

No details are available as regards the powers and working of these committees

Oudh and Tirhut Railway.—On the Oudh and Tirhut Railway there are 6 staff welfare committees : the chairman is appointed by the General Manager and the secretary is ordinarily the District Traffic Superintendent, but the other members are all elected by the staff. The Committees discuss questions such as quarters, water-supply, sanitation medical and educational facilities and other matters relating to the working conditions of the staff.

East Indian Railway.—On the East Indian Railway, welfare committees are functioning in various divisions and workshops with an elected majority of members representing each class of staff and a few nominated members by the administration. They discuss all matters of general interest.

North Western Railway.—On the North Western Railway there are staff councils and workshop committees in all the divisions. Excepting the Labour and the Assistant Staff wardens appointed by the Railway, all the members are elected by the workers, and this machinery is considered adequate by the management for dealing with the complaints of labour.

*Strikes **

During the last 15 years there have been no strikes on any of the Class III railways as well as on the Mysore State Railway and the South Indian Railway. There was only one strike on one of the Class II railways—the Gaekwar of Baroda State Railway—in 1944. The causes and results of the strikes on this and four Class I Railways are summarised below (table XXXVII) from which it can be seen.

(1) that the strike on the Gaekwar of Baroda State Railway was confined to the workshop and the running shed staff in 1944 over the issue of increased dearness allowance and that the demands were conceded by the State.

(2) that both on the Bengal Nagpur Railway and the Jodhpur Railway, there were general strikes over several issues of fundamental importance such as security of service and improvement in working conditions and that the strikers were successful in getting the bulk of their demands met by the management, and

(3) that on the North Western Railway the strikes occurred over the question of wages, holidays and the enhancement of pay and allowances of the temporary clerks.

* In their replies to the *ad hoc* questionnaire, the B. B. & C. I. Railway administration promised to send information on strikes. As this has not yet been received, there is no reference to strikes on the B. B. & C. I. Railway in this report.

(4) The largest number of strikes were on the E.I. Railway. The causes related to revision of grades, promotion, passes, discharge of temporary men, payment of war compensation, extension of dearness allowances, alleged victimisation of strikers, pay for strike periods, inadequacy of wheat supply and poor quality of rice in the grain shops, etc. The majority of the demands of the strikers were conceded by the administration. In almost every case the administration arranged for immediate enquiries. In one case the Conciliation Officer of the Railway had to intervene in order to settle the dispute.

(5) On the G. I. P. Railway, there was a general strike in February 1930 ordered by the G. I. P. Railwaymen's Union on grounds of inadequacy of pay and unsatisfactory service conditions of the employees. The strike was settled by the Railway Board and the All India Railwaymen's Federation.

TABLE XXXVII

Sl. No. 1	Name of the Railway. 2	Causes of the strike 3	Duration of the strike 4	Results 5
I	<i>Jodhpur Railway.</i>	(a) New rules for eyesight examination which led to discharge of workers	Feb 22nd to 2nd March 1943 (9 days)	Upon the recommendation of a special enquiry committee set up for the purpose, (a) rules were framed for absorbing the staff, who failed in the eyesight test examination.
		(b) inadequacy of dearness allowance		No alteration was made in d. a as it was common for all state employees.
		(c) Insufficiency of housing accommodation		It was decided to build more houses after the war.
		(d) insufficiency of relieving staff		The case is being examined.
		(e) non-recognition of the union.		Recognition was given to the union.
		(f) increase in scales of pay which were considered to be low.		Scales of pay were revised on 1st April 1943 with a retrospective effect.
II	<i>Bengal Nagpur Railway.</i>	(a) demotion of 27 surplus workmen which threatened security of service and grades.	(58 days) 14th Dec 1936 to 10th Feb 1937 involving 29,000 workers.	
		(b) introduction of 12 hours' duty in the place of 8 hours' shift.		
		(c) introduction of new scales of pay, new leave rules, new pass rules and the new regulations for promoting the commercial staff.		
		(d) withdrawal of the right of the union to represent individual cases.		The recognition of the union was restored under terms dated 25th April 1939 which included the right to represent individual cases.

No.	Name of the Railway.	Causes of the strike.	Duration of the strike.	Results
1	2	3	4	5
III	<i>North Western Railway.</i>	(1) A stay-in strike at the Loco, Carriage and Wagon Shop at Moghulpura, the demand being that the Muslim holiday (Id-e-Milad) should be declared on Sunday (23rd May 1937) as it would entitle them to get wages for that day on the score of its being a gazetted holiday and not on Monday (24th May 1937) in which case they would not get wages for Sunday which was an unpaid holiday. (2) Demand for enhanced pay and allowances by 500 temporary clerks in the accounts branch led to a strike in July 1944.		Certain allowances and concessions have been given for the clerical as well as other staff. They were discharged at first but were taken back after a fortnight.
IV	<i>Gwalior - of Baroda State Railway.</i>	The demand by the workshop and the running shed staff for increased dearness allowance and cheap grains.		The demands were conceded by the State.
V	<i>G. I. P. Railway.</i>	A general strike over the question of inadequacy of pay and of unsatisfactory conditions of service of employees generally (February 1930).		Settled by the Railway Board and the All India Railwaymen's Federation as a result of which strikers who returned to duty within a specified period (15th March) were taken back in service. In the case of those who did not return to duty on the 15th, their posts were filled permanently on or after the 17th March by selection committees from among the applicants who offered themselves for work.

VI.—East Indian Railway.

Workshop concerned.	Approximate date and period of strike	Classes of staff involved	Causes of the strikes.	How settled.	How far were the demands of strikers satisfied
(1)	(2)	(3)	(4)	(5)	(6)
Locomotive Workshops, Lucknow.	18-6-30 to 23-6-30	Whole shops	1 Revision of grades 2 Promotion 3 Passes	By promising immediate investigation into their grievances.	An enquiry committee was appointed to look into this.
C. & W. Shops, Lucknow	10-3-31—for 4 hours 11-3-31—for 4½ hours	Partial strike	As a protest against the discharge of some temporary men	Not known	Not known
Do.	30-11-39—for 1½ hrs	Nearly 1,500 of the labour staff of all shops	War compensation to meet increased cost of living, and general betterment of service conditions, such as liberal issue of passes, provision of uniforms to certain menial staff, granting of loans to the extent of 10 months' pay without restriction, observance of Payment of Wages Act, etc. etc	By promising immediate investigation	The majority of the demands could not be conceded under the rules.
Do	16-1-40 to 17-1-40	850 men of Paint Shop	Supply of "Tata 501" soap instead of soap bar yellow	Assurance was given that efforts will be made to obtain Tata 501	Accepted.
G. and W. Shops Lucknow.	31-7-40 to 1-8-40 upto 10 A. M.	50 men of Wheel-shop	Issue of charge-sheet to 8 men for drop in output	Charge sheets withdrawn.	
Locomotive Workshops, Lucknow.	30-10-40 (for 3 hours)	Whole shops excepting supervising staff	Alleged unfair treatment to certain co-workers in the matter of promotion	By discussion between Works Manager and the workers.	Certain changes were made in the supervising staff to the satisfaction of workers.
G. and W. Shops, Lucknow.	5-3-41 for 1½ hours	300 men of all shops	Alleged delay in giving effect to dearness allowance	Assurance given that as soon as intimation was received, effect would be given.	....
Lucknow Running Shed,	24-5-41 for about 2 hours.	Shed Mech staff (i.e., artisans, fitters, boiler makers and their coolies)	Refusal of Empire Day holiday	As this was not a recognised holiday for sheds, this was not agreed to. This was explained to the workers	....

(1)	(2)	(3)	(4)	(5)	(6)
C. and W. Shops, Lucknow.	25-7-41 for 2 hours ..	A large number of labour staff	Extension of dearness allowance to all staff.	Submission of a representation by the workers.	Not conceded but the dearness allowance was revised from time to time by the Railway Board
Do.	31-7-41 forenoon ..	120 men of Train Shop.	Suspension of a co-worker	Enquiry held ..	Suspension rescinded.
C. and W. Shops, Lucknow.	31-1-42 for 1 hour ..	400 men of blacksmith shop	Alleged assault by war trainees	Enquiry held ..	War trainees segregated from railway workers.
Locomotive workshops, Lucknow.	4-2-42 (half-day).	All workmen in blacksmith shop	Alleged unfair treatment to certain co-workers in the matter of promotion	By discussion between Works Manager and the workers	Certain changes were made in supervising staff, to the satisfaction of workers
Loco and C. and W. Shops, Lucknow	22-7-42 to 27-7-42 ..	Whole workshops excepting supervising staff	(1) Dearness allowance (2) Alleged victimisation of strikers (3) Pay for strike period (4) Blackmark system	Meeting between the management, shop delegates and representatives of strikers	(1) Dearness allowance increased (2) No action taken against strikers (3) Strike period treated as leave without pay
C. and W. Shops, Lucknow.	22-9-42 for 1½ hours .	300 men of Paint Shop	Late attendance being taken up	Assurance given to look into this	As the Paint Shops were located at the farther end of the shop far away from the time office, 5 minutes' grace was allowed.
Do	9-12-42 for 1½ hours	Whole shop except supervising staff	Inadequacy of wheat in grain shop.	Assurance given that everything possible was being done to purchase wheat	Supply improved
E. I. R. Works, Tanagar	8-1-43 to 9-1-43 (11 A.M.)	Workshop labour	(1) Alleged iniquitous treatment, in that the workshop was not militatised whereas other workshops in the same area were militatised (2) Inadequacy of dearness allowance	On an assurance from General Manager that the ban on militatisation having been withdrawn the workshops would be militatised	(1) Assurance given effect to (2) Dearness allowance revised by the Railway Board from time to time

(1)	(2)	(3)	(4)	(5)	(6)
O. and W. Shops, Lucknow.	19-10-43 a.m. to 20-10-43 afternoon.	Whole shop except supervising staff.	Complaints against the working of grain shops	Assurance given that this would be looked into. It was only the 4th day of the working of the grain shops under departmental management.	Improvements effected as far as practicable.
Loco, C. and W. Shops and Ticket Printing Press, Lucknow.	31-5-44 to 11-6-44	Whole workshops excepting supervising staff	1. Objection of workmen to go to civil rationing office for authentication of railway ration cards by civil ration authorities, and certain other demands such as issue of fuel, and rations to dependants from the ration shop, etc. 2. For betterment of service conditions, such as increased dearness allowance, reduction in working hours, revision of new scales, etc. 3. Penalisation of strikers and pay for strike period.	Intervention of Conciliation Officer for Railways.	All demands met to a reasonable extent to the satisfaction of the majority of the workers. Dearness allowance revised by the Railway Board from time to time.
Stores Depot, Lucknow	2-6-44 to 11-6-44	..	..	..	..
Loco Shops, Lucknow..	14-8-44 (afternoon)	.. All excepting supervisory staff	(1) Poor quality of rice supplied in lieu of reduction of wheat (2) For not receiving a reply to their previous representation	Works Manager discussed with workers.	No one has been penalised. Period of strike treated as ^{non} days (1) Arrangements made to improve quality of rice. (2) Reply sent.
..	18-8-44 to 22-8-44	Do.	.. Inadequacy of scales of pay	By intervention of Conciliation Officer for Railways, strikers resumed work.	Nil
O. and W. Shops, Lucknow.	25-8-44 for 1½ hours	.. All blacksmiths	.. Assault by a workman	Matter was looked into	Disciplinary action taken against parties involved.

CHAPTER IX.—CIVIL CONDITION AND INDEBTEDNESS.

The enquiry into civil condition and indebtedness of the non-gazetted railway staff was confined to workers who earned Rs. 100 or below per month. It covered 1,346 samples in ten selected centres on the sampled railways. As the data relating to literacy, age distribution, martial condition and religion will not be representative of the workers on all railways, I have analysed only the statistics pertaining to the size of the family and indebtedness. The following table shows the number of samples covered in each of the selected centres on the sampled railways :—

TABLE XXXVIII.

G. B. S.		G. I. P and B. P. T.		S. I. R.		B. N. R.		N. W. R.	
Centre.	Samples.	Centre	Samples	Centre.	Samples.	Centre.	Samples.	Centre.	Samples
Goya Gate	100	Bombay and Nar-singpur	213	Villupuram, Shoranur and Mad-ras	66 98 and 109	Kharag-pur, Chakra-dharpur	182 100	Lahore	437
								Dina-nagar.	41

Size of the Family.—The percentage distribution of workers according to the number of dependants supported by them in different centres shown in the following table reveals two interesting features. Firstly, the percentage of workers without dependants is exceptionally high at Lahore, Dinanagar and Goyagate. According to the information given by the workers in these centres, there is a great scarcity of houses, and therefore many are obliged to live alone, which perhaps has an adverse effect on the size of family or the number of dependants supported by them. The same trend is noted in another crowded city like Bombay, though the percentage is only 4.2. A rural centre like Villupuram on the South Indian Railway records trends similar to those in Bombay, but the reason here is different. Many of the samples, according to enquiries, were emigrants from distant districts and have been living alone for several years.

Secondly, the modal size of the family is 3 to 4 dependants in all centres other than those on the South Indian Railway, where it is 5 to 6, due largely to the joint family under which workers live.

TABLE XXXIX.

Showing the percentage distribution according to the number of dependants supported by them in the selected centres.

Railway.	Centre	Nsl	1—2.	3—4.	5—6.	7 and over	Total
1. S. I. Railway	Madras . . .	1.8	18.3	33.9	32.1	13.9	100
	Shoranur . . .	2.0	9.2	13.3	28.6	46.9	100
	Villupuram . . .	4.5	18.3	16.6	31.8	28.8	100
2. G. I. P and B. P. T	Bombay . . .	4.2	27.2	37.1	21.6	9.9	100
3. N. W. R.	Dinanagar . . .	7.3	7.3	46.3	34.1	5.0	100
	Lahore . . .	10.0	24.3	29.8	25.4	10.5	100
4. G. B. S.	Goyagate . . .	7	30	37	15	11	100
5. B. N. R.	Chakradharpur . . .	1	8	34	37	20	100
	Kharagpur . . .	..	7.7	52.7	30.3	9.3	100

Indebtedness.—The correlation between the size of the family and indebtedness is forcibly brought out by the data in the table below. Shoranur, where 46.9 per cent of the workers have 7 or more dependants, records the lowest percentage (19.4) of persons free from debt. Lahore, where 10 per cent. of workers have no dependants to support, records the highest percentage (74.6) free from debt. A similar trend is noticed in the case of Goyagate and Dinanagar.

With regard to the total amount of debt it is seen that there are wide variations from centre to centre. The percentage of persons with debt below Rs. 50 is the lowest in Lahore and highest in Goyagate followed by Dinanagar. The percentage of persons with debt over Rs. 200 is, however, the highest in Lahore followed by Chakradharpur (B.N.R.) and Villupuram (S.I.R.)

TABLE XL.
Showing percentages of persons in debt and free from debt and the distribution of indebted persons in specified groups.

Centre.	Persons in debt.		Persons free of debt.		Debt upto Rs. 50.		Debt between Rs. 51 and Rs. 100.		Debt between Rs. 101 and Rs. 200.		Debt over Rs. 200.	
(1)	No.	% to total.	No.	% to total.	No.	% to Col. 2.	No.	% to Col. 2.	No.	% to Col. 2.	No.	% to Col. 2.
Lahore ..	111	25.4	328	74.6	3	2.7	18	16.2	23	20.7	67	60.4
Goyagate ..	35	35	65	65.0	10	28.6	11	31.4	8	22.9	6	17.1
Dinanagar ..	15	36.6	26	63.4	4	26.65	4	26.65	6	40.0	1	6.7
Bombay and Narasapur.	148	69.5	65	30.5	20	13.5	24	16.2	45	30.4	59	39.9
Villipuram ..	51	77.3	15	22.7	4	7.8	10	19.6	11	21.6	26	51.0
Shoranur ..	79	80.6	19	19.4	6	7.6	21	26.6	24	30.4	28	35.4
Madras ..	67	61.5	42	38.5	4	6.0	14	20.9	26	38.8	28	34.1
Kharagpur ..	129	70.9	53	29.1	30	23.3	27	20.9	26	20.2	46	35.6
Chakradharpur ..	63	63.0	37	37.0	15	23.8	10	15.9	5	7.9	33	52.4

Causes of Indebtedness.—An analysis of the causes of indebtedness shows that borrowings for domestic needs constitute the largest percentages of total debt among the samples in the selected centres on the S.I. Railway—obviously because of the large number of dependants supported. Though the number of dependants supported by the samples at Goya Gate (G.B.S.) is small, 42.3 per cent. of their borrowings are for domestic needs ; this is due to the very low scale of their wages. Borrowings for marriages figure prominently at Chakradharpur, Dinanagar, Kharagpur and Bombay. Sickness accounts for a very high percentage (34.3) of total debt at Dinanagar—the place is said to be malarious. The incidence of borrowings for sickness is also fairly high at Lahore, Goya Gate and Bombay, due largely perhaps to lack of housing accommodation, and other social evils connected with overcrowding and congestion. Litigation appears to be another important cause of borrowings in certain centres like Lahore, Villupuram and Madras. The absence of borrowing for productive purposes except to a small extent in the two centres on the B.N Railway is very striking. The average amount of debt and the percentage of indebtedness by causes are shown in the following table.

TABLE XI.
Average amount and percentages by causes (within brackets) of indebtedness.

Conce.	Marriage.	Sickness.	Death.	Purchase of land.	Litigation.	Domestic needs.	Ancestral.	Miscellaneous.
Lahore ..	325 (18)	338 (17.6)	246 (2.2)	..	2,993 (19.1)	235 (32.7)	180 (0.3)	1,162 (10.1)
Goyagate ..	134.1 (16.3)	450 (18.2)	125 (18.2)	..	125 (5.0)	100 (42.3)	..	..
Dinanagar ..	20.2 (49.5)	14.0 (34.3)	..	..	..	55 (16.2)	..	..
Bombay and Narsingpur ..	327 (40.9)	195 (15.2)	188 (4.5)	40 (0.1)	79 (1.5)	190 (27.8)	121 (3.4)	933 (6.6)
Villupuram ..	486 (21.3)	80 (0.4)	..	..	1,000 (17.9)	294 (46.1)	227 (9.2)	575 (5.1)
Shoranur ..	458.3 (13.43)	212.5 (4.2)	75 (0.7)	..	304 (7.4)	220.0 (67.7)	450 (4.4)	225 (2.2)
Madras ..	324 (27.4)	183 (3.1)	190 (5.4)	..	255 (14.4)	202 (46.8)	500 (2.9)	..
Kharagpur ..	428 (48.5)	22 (8.1)	313 (3.2)	293 (8.3)	170 (1.3)	197 (29.7)	..	450 (1.2)
Chakradharpur ..	502 (54.0)	217 (2.8)	35 (0.3)	395 (6.8)	..	170 (28.4)	700 (3.0)	400 (3.2)

Rates of interest charged.—With regard to interest charges, the following general conclusion may be given from the data in the previous tables. Loans free of interest form the largest percentages at Lahore and Dinanagar, the reason for this being the Islamic injunction against charging interest among many of the Muslim lenders of money.

The percentage of loans bearing interest at 18-1/2 per cent. is the highest at Goyagate, where the railway Administration has not provided any co-operative society. 33.7 per cent. of loans at Bombay and 38.5 per cent. of loans at Kharagpur pay interest charges at over 37-1/2 per cent.—‘*Pathan*’ moneylenders being prominent in these two centres. Everywhere there is a need for extending the facilities of providing loans at lower rates of interest to the lower paid non-gazetted staff on railways. The available data of percentage of debt at different rates of interest are given in the following table.

TABLE XLII.

Centres.	Free of interest.	Upto 6 1/4%	6 1/4% but less than 12 1/4%.	12 1/4% but less than 18-3/4%.	18-3/4% but less than 37 1/2%.	Over 37 1/2%	Land mortgage
Lahore ..	50.7	4.8	19.6	2.9	20.5	1.5	..
Goyagate ..	17	8.1	6.1	10.7	34.5	23.6	..
Dinanagar ..	48	..	32.8	..	19.2	..	..
Bombay ..	4.1	27.8	15.3	0.5	9.7	33.7	8.9
Villupuram ..	2.1	25.6	65.5	2.2	..	4.6	..
Shoranur ..	6.5	62.6	19.5	0.9	5.1	5.4	..
Madras ..	4.9	26.6	55.5	10.1	2.9	..	..
Kharagpur ..	1.6	13.1	39.9	0.5	6.4	38.5	..
Chakradharpur ..	0.3	0.9	77.1	..	0.8	20.9	..

Co-operative Societies.—Co-operative societies have played an important part in the provision of loans at low rates of interest and the Railway Administrations have not been slow to organise these institutions for the benefit of their workers. On the four railways under the management of Messrs McLeod & Co., workers are given loans by the Railway Institute itself. On the Scindia State Railway, the staff are given loans by the State. On the Matheran Light Railway, the staff are given loans by the administration. On most of the other railways, co-operative societies are functioning and the following account relates to a few of them with a view to examining their role in the matter of provision of credit and reduction of indebtedness among railway workers. I have had discussions with the personnel officers of a few railways and I was startled to find that employees borrowed both from co-operative societies and moneylenders. This is an undesirable state of affairs and attempts should be made to remove it and to see that the workers do not mispend the loans.

1. *South Indian Railway Employees' Co-operative Credit Society Limited.*—Started as early as 1919, the S.I.R. Employees' Co-operative Credit Society has recorded a marked increase in membership; the membership in 1943-44 being 24,519 as against 1,750 in 1919-20. Temporary employees are, however, ineligible for membership. The administration of the society is carried on by a Board of Management consisting of the General Manager and the Chief Auditor as the *ex-officio* chairman and vice-chairman respec-

tively, one member nominated by the General Manager and seven members elected by the general body. The presence of the General Manager and the Chief Auditor on the Board of Management is of course an effective safeguard against any maladministration, while the predominance of elected members ensures the democratic character of the co-operative institution. Nevertheless it is said that there is considerable difficulty in getting loans sanctioned owing to the influence of the official element in administration. By law No. 34 provides that "application for loans shall be in the prescribed form and shall be accompanied by a true statement of the applicant's indebtedness to other parties and shall be countersigned by his district officer or by the head of the applicant's department".

The amount of loans that may be sanctioned by the committee of management depends upon the length of the service and the salary of the employee. According to bye law No. 38, employees drawing a monthly salary of Rs. 15 and below are eligible for a maximum loan of Rs. 100, if under 15 years' service, provided a permanent employee drawing a salary of not less than Rs. 15 per month or not less than 10 years' service stands as a surety. Employees drawing a salary of over Rs. 15 per month are eligible for a loan upto 10 months' pay, subject to a maximum of Rs. 1,000, provided the surety is a permanent employee subscribing to the Railway provident fund, having a salary of not less than one third of that of the borrower. Employees requiring loans in excess of 10 months' pay or Rs. 1,000 have to provide two sureties to the extent of 12 months' salary or half a month's salary for each year of service may be given accommodation upto Rs. 3,000. The general feeling among the workers is that these restrictions considerably add to the difficulties of employees borrowing from the co-operative society. Of late there has been a fall in the number of loans as well as the amounts disbursed as will be borne out by the following figures :—

TABLE XLIII.

Year.						No.	Amount.		
							Rs.	AS.	P.
1941-42	..	..	..	..	..	10,500	26,23,755	0	0
1942-43	..	..	..	..	..	10,247	25,44,734	0	0
1943-44	..	..	..	..	..	9,076	23,57,305	8	0

The society runs also a Mutual Retirement Benefit Fund in order that provision may be made for payment of benefit to employees on their retirement or for their families, should they die during their service. Membership of the fund is restricted to the members of Co-operative Credit Society and the minimum monthly subscription to be contributed by each member shall be in relation to his monthly salary as per scale given below and a member can contribute upto any amount at his option.

				Rs.	A.	P.
For employees drawing upto Rs. 40 per mensem	..	..	..	0	8	0
For employees drawing between Rs. 41 and Rs. 99 per mensem	..	..	..	1	0	0
For employees drawing Rs. 100 and above per mensem	..	..	..	2	0	0

The sums at the credit of the members are paid to them with compound interest at 3-1/2 per cent. per annum on their retirement or to their nominees in accordance with the declarations made by them.

The following figures show that the fund is becoming popular :—

TABLE XLIV.

Year ending 30th June.						Number of members.	Amount at the credit of the fund.	
							Rs.	AS. P.
1943	..	..	..	..	..	3,410	63,075	11 0
1944	..	..	..	..	.	12,125	1,91,097	7 0

2. *G.I.P. Railway Employees Co-operative Bank Ltd.*—Membership in the G.I.P. Railway Employees Co-operative Bank Ltd. is open to all employees above the age of 18, whether temporary or permanent. No loan is, however, granted to railway employees with less than five years' service and temporary railway employees are eligible for loans only when they have put in not less than 8 years' service and are subscribers to the provident fund. A member drawing a monthly salary under Rs. 30 is not accepted as surety. Subject to these conditions, the scale of loans is determined as follows :—

(a) Maximum of six months' pay to applicants with 10 years' service and under.

(b) Maximum of eight months' pay to applicants with service exceeding 10 years upto 15 years.

(c) Maximum of ten months' pay to applicants with service exceeding 15 years upto 20 years.

(d) Maximum of twelve months' pay to applicants with service exceeding 20 years.

(e) The maximum in each of these cases is subject to Rs. 5,000 in special cases with the sanction of the chairman in addition to that of eight directors.

The following figures show the membership and the number of loans disbursed by the bank during the past three years.

TABLE XLV.

Year.					Membership.	Number of loans disbursed to	
						Inferior staff.	Others.
1942	..	..	..	..	30,263	4,106	5,367
1943	..	..	..	..	30,689	3,611	5,010
1944	..	..	..	..	31,125	3,076	5,075

Out of the net profits of this bank have been constituted three funds to give relief to the employees. The first fund known as " Sir Lawless Hepper Relief Fund " is made up of annual appropriations of 15 per cent. of the net profits of the bank. 75 per cent. of the fund is utilized for the purpose of granting relief to share-holders in pecuniary distress and 25 per cent. for granting relief to widows, minor children or widowed mothers of deceased share-holders left in indigent circumstances. The maximum amount of loans that can be granted to share-holders in pecuniary distress is Rs. 500 or nine months' salary whichever is less and is repayable without interest through pay-

sheets in not more than 48 monthly instalments. The applications are to be sent through the Heads of Departments and no share-holder is given the benefit of this fund more than once. The amount of relief to widows, children and widowed mothers left in indigent circumstances is not more than Rs. 300 in each case. The following details show the transactions of the fund during the past three years :—

TABLE XLVI.

Year	Loans advanced.		Relief to widows, etc. (number).	Balance at the end of the year. (Rs.)
	share-holders in distress. No	Amount. (Rs.)		
		Rs. A. P.		Rs. A. P.
1942	63	18,418 0 0	1	49,289 0 0
1943	42	11,664 4 0	3	62,270 0 0
1944	43	33,704 0 0	6	72,435 0 0

The second fund known as “ Frank Clark Educational Purposes Fund ” is made up of annual appropriations of 5 per cent of the net profits of the bank with the object of giving grants for educational assistance to children of shareholders. The following statement gives details of the transaction of the fund :—

TABLE XLVII

Year.	Grants.		Balance. (Rs.)
	No.	Amount. (Rs.)	
		Rs. A. P.	Rs. A. P.
1942	32	1,453 0 0	17,590 0 0
1943	44	2,019 3 0	20,471 5 0
1944	47	2,641 4 0	22,204 7 0

The third fund, known as “ G. E. Cuffe Petty Loans Fund ” is made up of a sum of Rs. 25,000 transferred from the General Purposes Fund of the bank in 1943, to which is added every year 5 per cent. of the net profits of the bank. Assistance from this fund is restricted to shareholders drawing a monthly salary of Rs. 170 and under and the amount of the loan granted per shareholder is Rs. 30 or half a month's salary whichever is less.

3. *Bombay Port Trust Employees' Co-operative Credit Society.*—Started in 1927, the Bombay Port Trust Employees' Co-operative Credit Society had a membership of 4,002 in 1943-44. The administration of the society is carried on by the committee of management of 14 members. The following shall always be *ex-officio* members and shall not be liable to retirement by rotation—

(a) The Chairman, Bombay Port Trust, shall be the chairman of the committee.

(b) The Chief Engineer or Secretary, Bombay Port Trust, shall be the vice-chairman of the committee.

The Committee shall always include 4 members who shall be nominated yearly by the Chairman, Bombay Port Trust and who shall be shareholders and 10 other members will be elected by the shareholders from the different departments.

Loans are given only to shareholders, "with the previous consent of the Head of the Department in which he is employed, and the amount payable is upto ten times the face value of the fully-paid up share or shares held by him, subject to a maximum of Rs 5,000. In special cases, a larger loan may be granted on the vote of not less than 8 members of the Committee of Management, and where the loan exceeds Rs 5,000 with the Registrar's sanction". The committee may at their discretion require two or more sureties before sanctioning any loan.

Loans are repayable in equal monthly instalments with interest and shall be fully repayable in 12 to 60 months, the number of instalments being calculated on the basis that no man's instalments, excluding interest, should ordinarily exceed 25 per cent of his substantive pay. In 1943-44, the society granted 1,221 loans amounting to Rs 5,36,174 as against 1,027 amounting to Rs. 3,80,523 in the previous year. The rate of interest charged on loans is 6-1/4 per cent. per annum.

The society also runs a savings bank to promote thrift. The number of depositors at the end of the year 1941 was 975 with a total of Rs 4,91,196[12]-. By the end of 1944, the number had risen to 1,167 and the amount to Rs 6,67,867.

4. *The Jackson Co-operative Bank of B. B. & C. I. Railway Ltd*—The Jackson Co-operative Bank was established in 1912. It is administered and controlled by a committee of management at Bombay, with the General Manager, B. B. & C. I., as the Chairman, and 15 members elected from the different departments of the railway. Provision has also been made for co-opting up to three members on nomination by the chairman. The membership of the Bank is open to all employees of the B.B. & C.I. Railway and the staff of the Co-operative Bank.

Loans may be granted to a member for any purpose approved by the committee of management. Every applicant for a loan must present one surety, if the amount of loan is less than Rs 20 and two sureties in other cases. If the funds permit, the committee of management may grant a loan to a member, not exceeding 50 times the value of shares held by him, subject to a maximum of Rs 5,000 or nine months' pay whichever is less, provided that not less than eight members of the committee of management vote in favour of this enhanced limit. A loan upto a maximum limit of Rs. 30 or 9 months' pay, whichever is less, may be issued to a member drawing a salary of Rs. 35 p.m. and under.

To meet the security deposit required by the railway administration, a special loan upto a maximum limit of 10 months' pay or the amount of security deposit, whichever is less, repayable in 48 equal monthly instalments, may also be issued to a member in addition to the ordinary loan that may be admissible to him. A special loan called the 'Debt Redemption Loan' not exceeding 18 months' pay or Rs. 10,000 whichever is less, may be granted to a member on such conditions and rules as may be laid down by the committee of management. This special loan is not granted in addition to the ordinary loans. The loan may be repaid in any number of equal instalments in multiples of six. 20 per cent. of the net profits of the bank are transferred to the

Staff Welfare Fund of the B.B. & C. I. Railway to be administered by the General Manager and the Silver Jubilee Benevolent Fund. The power to administer the latter shall vest with the committee of management. The object of this fund is to ameliorate the condition of widows and children of deceased members drawing a salary of Rs 80 per mensem and under, who may be left in indigent circumstances. Widows and minor children of members of the Bank, who have put in at least 10 years' service shall be eligible for assistance from the fund. The amount of financial assistance that shall be rendered from the fund will depend on the merits of each case and shall ordinarily be limited to six months' substantive pay of the employee.

Workers' Insurance Funds.

It is instructive to find that certain unions on a few railways have organised and are running insurance schemes for the benefit of their members. After the passing of the Indian Insurance Act of 1938 these funds have been brought under state supervision and this has of course enhanced the popularity and the utility of these insurance schemes. We give below a brief account of the schemes in operation under the management of the unions on the B & A and the B. N. Railways.

The Bengal and Assam Railway Employees' Co-operative benefit Society Limited.—The B & A Railway Employees' Co-operative Society was established in June 1932. It is run on the lines of a life insurance company. The membership of the society is open to all employees of the B & A Railway who are also members of the B. & A. Railway Employees' Association and who have not attained more than 50 years of age.

The management of the society is vested in an executive committee consisting of 15 members including the president, the vice-president, the secretary, the assistant secretary and the treasurer. The president is annually nominated by the central executive committee of the B & A Railway Employees Association. The other office bearers and members of the executive committee are elected at the annual general meeting.

A member shall continue to pay his subscription to the society regularly upto 55 years of age or for the period of endowment for 'D' class members.

There are five classes of members, namely (1) 'Special' (2) "A" (3) "B" (4) "C" and (5) "D". Membership in Class "D" shall not be accepted unless the applicant is already a member in any other class. The sums assured under each class are as follows:—

							Rs.
"Special" Class	—	..	..	Sum	assured		1,000
"A"	"	..	..	"	"		500
"B"	"	..	..	"	"	..	250
"C"	"	..	..	"	"	.	125
"D"		..	..	"	"	.	1,000; 500; 250; 125

The sums assured are payable at the end of the specified term of years or at death. The executive committee may make an advance payment, at their discretion, to the person or persons nominated within 15 days, not exceeding 1/3rd of the sum assured and the balance of the claim on formal proof of death. The amount of benefit payable on completion of 55 years of age or at the expiry of the period of endowment or at death after 2 years of regular membership, whichever is earlier, shall be the sum assured with accrued bonus. In

case of death within two years of regular membership, benefit shall ordinarily be paid as per following schedule —

<i>Period.</i>	<i>Scale of Payment.</i>
Upto 12 months of membership .	The subscription actually paid
Over 12 months—upto 15 months ..	Twice the subscriptions actually paid plus an amount equal to half of the subscriptions paid, but the latter not to exceed 2-1/2 per cent of the sum assured
Over 15 months—upto 18 months .	Twice the subscriptions actually paid plus an amount equal to the subscriptions paid, but the latter not to exceed 5 per cent of the sum assured.
Over 18 months —upto 21 months	Twice the subscriptions actually paid plus an amount equal to one and half times the subscriptions paid but the latter not to exceed 7-1/2 per cent of the sum assured
Over 21 months—upto 2 years	Twice the subscriptions actually paid plus an amount equal to double of the subscriptions paid, but the latter not to exceed 10 per cent of the sum assured

The following table shows the progress of the society at a glance from its inception :—

TABLE XLVIII

Year.	No. of new cases.	Business completed.	Premium collected	Expense ratio
1932-33(10 months)	270	1,01,250	2,659	7.58%
1933-34	145	77,550	4,930	9.11%
1934-35	176	80,125	7,016	12.46%
1935-36	214	41,125	9,129	14.34%
1936-37	331	78,875	12,234	12.76%
1937-38	552	2,29,375	18,781	15.89%
1938-39	523	4,19,500	27,853	14.52%
1939	313	1,99,625	25,984	14.46%
1940	221	1,60,875	38,095	13.90%
1941	661	5,63,500	43,558	15.27%
1942	359	3,12,250	55,530	20.20%
1943	2,058	19,05,625	1,09,242	13.93%

“ *Benefit Fund* ” of the B N R Indian Labour Union.—The Benefit Fund of the B.N.R. Indian Labour Union is run on the lines of B. & A. Railway Employees Co-operative Benefit Society Ltd Membership in the Fund is open to employees of the Bengal Nagpur Railway and to the staff and officials of the institutions connected with the B. N Railway and the B. N. Railway Indian Labour Union.

No one whose age exceeds 40 years shall ordinarily be eligible for admission as a member of the fund. The admission of the person whose age exceeds 40 will require special permission of the executive committee subject to the approval of the actuary.

No one who is more than 35 years of age on the date of his enrolment to the fund shall be eligible for "Full Benefits" unless he has completed twenty years' membership in the fund. To others, only a proportionate benefit is given.

The sum assured shall be as follows.—				Rs.
Class A	..	..	..	1,000
Class B	..	..	..	500
Class C	..	..	..	250
Class D	—	—	..	125

The admission fee payable by a policy-holder shall be Rs. 4 per thousand or multiples thereof of the sum assured at the time of admission to the fund, while subscription is payable at Rs. 2 per thousand or multiples thereof.

Loans are also granted, on security of the policy, otherwise unencumbered, upto 90 per cent of the surrender value for a sum not less than Rs. 25, provided the policy is kept in force. The interest on loans is charged at 6-1/4 per cent per annum subject to the approval of the consulting actuary or otherwise usually at 7-1/2 per cent.

The administration of the fund is vested in an executive committee consisting of a president, a vice-president, a secretary, two trustees, one of whom shall be the treasurer of the fund, and 18 members who must be subscribers to the fund. The president of the B.N.R. Indian Labour Union is the ex-officio president of the fund. The following statement gives a few important details relating to the transactions of the fund:—

TABLE XLIX.

Year				New policies (Number).	Sums assured. Rs.	Life fund (amount). Rs. As. P.		
1941-42	..	..	.	210	1,11,000	7,18,933	12	7
1942-43	..	..	.	212	1,63,250	8,09,408	3	6
1943-44	..	.	.	1,405	10,61,195	8,03,109	2	8
1944-45	..	..	*	2,385	20,29,075	Not available.		

Bengal Nagpur Employees' Provident Insurance Society.—The Bengal Nagpur Employees' Provident Insurance Society is registered under the Insurance Act, 1938. The management of the affairs of the Society is vested in the executive committee. The number of members of the committee shall not be less than nine and not more than eleven. No member is eligible to serve on the committee unless he has continuously been a member of the society at least during the three preceding years. The committee appoints one of their body as honorary secretary and one as honorary treasurer and such other office bearers as may be considered necessary. All officers and office bearers of the society shall work in an honorary capacity. According to the latest available actuarial report for the year ending 31st December 1943, 137 proposals for insurance amounting to Rs. 68,000 were received. The total life assurance fund was Rs. 1,40,230|2|9 as against Rs. 1,15,361|7|10 or an increase of 21.5 per cent.

CHAPTER X.—HOUSING.

The general policy with regard to housing of railway employees, as laid down by the Railway Board is to provide houses only to those who are required, for special reasons, to live close to their places of work (the medical staff, station staff, running staff, carriage and shed staff, and those employed on the permanent way) and in those cases where private enterprise would not be forthcoming to meet the demand for housing.* In the light of this policy and in view of the absence of any scheme of provision of housing by Government or any other public agency and the difficulties of the workers themselves constructing their own houses, it is obvious that the existing housing accommodation for railway workers would be considerably limited. Hence, many are obliged to live in houses constructed by private landlords. The general feeling among the workers is that quarters should be provided for all categories of staff

Percentage of employees housed—Full details regarding the percentage of employees housed at present in railway quarters are not available. The G.I.P. Railway reports that 23 per cent. of its workers have been provided with houses. On the Bengal Nagpur Railway, the percentage is 51. The East Indian Railway reports that 50 per cent. of its workers, excluding the clerical and workshop staff, have been provided with quarters. If the statistics supplied by these three Class I Railway are representative of the conditions on other Class I Railways, it is clear that an appreciably large percentage of their staff are not given the benefit of accommodation in railway quarters. The only other Class I railway which has replied to this question, viz., the Jodhpur State Railway, notes that 80 per cent. of its workers have been provided with houses. The position seems to be fairly satisfactory on Class II and Class III railways as can be seen from the following data —

TABLE L.

Showing the percentage of workers housed on different railways which have replied to the questionnaire.

Class I.		Class II.		Class III.	
Railways.	Percentage housed.	Railways.	Percentage housed.	Railways.	Percentage housed.
G. I. P. ..	23	Barsi Light.	80	Bombay Port Trust.	
E. I. R. ..	50 excluding clerical (2,500) and work- shop (20,000) staff.	Mewar	On the line 100% Office and workshop staff, 50%	Permanent staff drawing up to Rs 300. (a) Clerical (b) Outdoor	20 58
B. N. R. ..	51			Temporary staff drawing between Rs. 50 and Rs. 300.	Nil.
Jodhpur State Rly.	88			Clerical and out-door. Under Rs. 50 Daily-rated..	1.6 33.4 17.8
N. W. R. ..	38 (approximately).			Matheran	80
				Mcleods	100
				Mewar (On line) ..	100
				(Others)	50
				Jagadhari	47.3

* Memorandum submitted to the Royal Commission on Labour in India, p. 42.

The scale of accommodation varies on different railways but the following details give a general idea of the standard of housing provided for different categories of non-gazetted staff drawing up to Rs 100 per mensem —

Menials.—One room of 80 to 120 sq. ft. in area ; a verandah of 45-55 sq. ft. and sometimes a courtyard of 100 sq. ft. in area. In some cases, a kitchen is provided, e.g., Bombay Port Trust Railway. On the South Indian Railway, one of the types has two rooms of 200 sq ft in area and also a latrine

Skilled Artisans—One or two rooms of 140 to 200 sq. ft. in area , a verandah of about 100 sq ft and in some cases a courtyard. In some cases a bath room (e.g., B. N. Railway) and a kitchen (B. B. & C. I. Railway) are provided. On the South Indian Railway, the rooms have an area of 280 sq ft in one type and 385 sq ft. in another with verandahs of 120 sq. ft. and 250 sq. ft. respectively. These houses also have stores, kitchens, baths and latrines.

Junior Subordinates—Two rooms with a total area 200 to 310 sq ft., one or two verandahs of 100 to 200 sq ft., kitchen, 40 to 76 sq ft. and, in some cases, courtyard, bathroom or bathing place and store. In some cases, separate water-closet (flush-out latrine) is provided, e.g., Bombay Port Trust. On the South Indian Railway, one type has 4 rooms of 600 sq ft. with verandahs of 420 sq ft., store, bath, and latrine

Subordinates.—2 to 5 rooms with a total area 300 to 1,600 sq. ft., one or more verandahs, kitchen, bath, store and in some cases a courtyard. In some cases, separate water-closet (e.g., Bombay Port Trust and B. B. & C. I.) and outhouses (B. B. & C. I. and S. I.) are provided. On the South Indian Railway, one type has 5 rooms of 1,160 sq ft., verandah of 1,150 sq ft., store of 76 sq ft and kitchen of 120 sq ft.

For a detailed study of housing conditions in the selected centres on the sampled railways, information was collected by my investigating staff in respect of the number of rooms, density of occupancy and the available amenities of water, light, drainage, etc. The following table shows the centres selected and the number of samples surveyed in each centre. The samples covered both private and railway quarters.

TABLE LI.

Railways.	North Western.		Bengal Nagpur		Baroda State
	Lahore	Dinanagar.	Kharagpur.	Chakradharpur	Goya Gate.
Samples ..	450	76	63	61	81

Railways.	Bombay Port Trust	Great Indian Peninsula.		South Indian.		
	Bombay.	Bombay.	Narsingpur	Villupuram	Madras.	Shoranur.
Samples ..	45	84	23	68	69	70

As the enquiry was confined to non-gazetted staff drawing upto Rs. 100 per mensem, the vast majority of houses surveyed are one-room dwellings only. The percentages of such one-room dwellings are necessarily higher in a rural than in an urban centre. On a Class III railway, like the Bombay Port Trust Railway, all the sampled houses are one-room dwellings only. In big urban centres like Lahore, Madras and Goya Gate there is a small percentage of houses with 3 rooms and more. It may be mentioned here that some of the houses with 3 or more rooms at Goya Gate were private houses. The following table shows the percentages of the different sizes of dwellings in each of the selected centres.

Density of Occupancy.—The first important feature of railway houses, as in the case of private houses, is the higher density of occupancy in one-room dwellings as against dwellings with two rooms and more. The highest density of occupancy is noticed in the rural centre of Dinanagar on the N. W. Railway and the urban centre of Madras on the S. I. Railway as will be evident from the following table.

The second important feature of railway quarters is the very high percentage of habitable rooms to the total number of rooms and the percentage of occupants to total number of occupants in one-room and two-room dwellings as compared with dwellings with 3 rooms and more (Table LIV). This shows that, in houses containing 3 rooms and more, there are only a few habitable rooms and that the remainder are utilized for various other purposes such as bath, kitchen, store, etc.

Though the majority of houses surveyed are one roomed or two roomed it is instructive to find a fairly high percentage of dwellings possessing verandahs and courtyards.

With regard to water supply it is seen that there are no separate taps attached to almost all the houses surveyed. Water supply is, however provided by means of common taps or wells. It was complained to the investigating staff that this supply was inadequate. There is no provision for electric lighting except in the centres on the N. W. Railway, Baroda State Railway and S. I. Railway, though the percentage of houses benefited is small.

Size of dwellings.	North Western		Bengal Nagpur		Baroda State	Bombay Port Trust	Great Indian Peninsula.		South Indian.		
	Lahore	Dina-nagar.	Kharag-pur	Chakra-dharpur	Goya Gate.	Bombay	Bombay.	Narsing-pur.	Villu-puram.	Madras.	Shoranur.
One room	4.7	3.7	6.3	5.4	4.9	4.2	4.9	3.9	4.9	3.3	5.4
Two rooms	2.6	2.7	3.7	3.5	2.0			3.6	2.9	2.3	3.1
Three "	2.0	2.0	.	3.9	1.2			.		2.5	2.8
Four "	1.6		.	1.8	1.1					1.5	..
Five "	1.5	.			0.8						..
Total	3.0	4.0	..	..	2.7	4.2	4.9	3.9	3.8	3.9	3.2

TABLE LIV

Size of dwellings.	North Western.				Bengal Nagpur				Baroda State		Bombay Port Trust		Great Indian Peninsula.			South Indian.			
	Lal ore		Dnanagar		Kharagpur		Chakradhar pur		Baroda		Bombay		Bombay	Narangpur.	Villupuram.	Madras		Shoranur.	
	1	2	1	2	1	2	1	2	1	2	1	2	1	2	1	2	1	2	3
One room	31.2	48.6	64.0	73	53.7	69.5	26.7	36.2	37.3	65.9	100	100	100	100	47.8	60.9	56.0	74.8	52.8
Two rooms	30.0	33.7	24.0	20	46.3	30.5	57.4	50.4	31.3	32.5			..	29.6	27.9	33.0	19.3	51.3	40.0
Three "	13.4	9.2	12.0	7			11.9	11.7	13.4	6.0						6.6	4.2	10.6	..
Four "	12.6	6.5					4.0	1.7	6.0	2.4				..		4.4	1.7	..	..
Five "	3.8	2.0							12.0	3.2									..

(1) This represents the percentage of habitable rooms to total number of rooms

(2) This represents the percentage of occupants to the total number of occupants

TABLE LV

Amenities.	North Western.							Bengal Nagpur.						Paroda State.			Bombay Port.		
	Lahore.				Dinanagar.			Kharagpur.			Ch. Bradharpu.			Baroda.			Bombay.		
	All.	One room.	Two rooms.	All.	One room.	Two rooms.	All.	One room.	Two rooms.	All.	One room.	Two rooms.	All.	One room.	Two rooms.	All.	One room.	Two rooms.	
Subsidiary ..	4 0	0.4	1.4	10.0	12.5	Nd	23 8	4.5	68.4	41.0	3.7	69.0	12 3	16.0	9.5	Nd	Nd	Nd	
Verandah ..	50.2	42.9	55.4	35.0	25.0	68.7	100	100	100	85.2	66.6	100	71 6	88.0	42 9	24.4	24.4	Nd	
Courtyard ..	49.8	43.2	58.1	25.0	6.2	100 0	100	100	100	85.2	66.6	100	46 9	48.0	52 4	Nd	Nd	Nd	
Kitchen ..	15.6	3.4	19 6	15 0	Nd	68.7	46 7	54.5	31.6	34.4	Nd	55.2	37 0	20.0	52 4	13.3	13.3	Nd	
Bathroom ..	7 8	Nd	4.1	10	Nd	33 3	Nd	Nd	Nd	3.3	Nd	Nd	23 5	20.0	28.6	100	100	Nd	
Latrines ..	92.4	94.5	91.2	15	Nd	68.7	87 3	81.8	100	100	100	100	100	100	100	100	100	Nd	
Water Supply ..	12.7	1.3	12.2	Nd	Nd	Nd	20 6	Nd	68.4	44.3	25 9	58.6	28 4	4 0	57.1	Nd	Nd	Nd	
Electric Light ..	16.7	8.4	20.3	55.0	56.2	33 3	Nd	Nd	Nd	Nd	Nd	Nd	16.0	4.0	28 6	Nd	Nd	Nd	
Drainage (Satisfactory) ..	64 9	60.1	83.2	5.0	Nd	Nd	16 7	18 4	Nd	49.2	22.2	69	18 5	Nd	38 0	84 4	Nd	Nd	
Ventilation (Satisfactory) ..	62 0	56.5	76.4	30.0	25.0	33.3	33.1	11.3	100	41.0	Nd	69	90 1	86 0	81 0	100	100	Nd	

TABLE LV—contd.

Amenities	Great Indian Peninsula.				South Indian.									
	Bombay.		Narsingpur.		Villupuram.			Madras.			Shoranur.			
	All	One room.	Two rooms.	All.	One room.	Two rooms.	All.	One room.	Two rooms.	All.	One room.	Two rooms.		
Subsidiary	Ntl	Ntl	Ntl	Ntl	Ntl	Ntl	Ntl	8 7	7-8	6 7	10 5	2 3	24-1	
Verandah	Ntl	Ntl	Ntl	100	100	100	52 9	65 9	94 1	86 3	89 3	74 4	86-2	
Courtyard	Ntl	Ntl	Ntl	17 4	5 3	75 0	100 0	100 0	31-4	20 0	73 7	65 1	82-8	
Kitchen	Ntl	Ntl	Ntl	13 0	Ntl	75 0	100 0	100 0	43 1	73 3	94 7	93-0	96 6	
Bathroom	11-9	11-9	Ntl	8 7	Ntl	50 0	Ntl	Ntl	31 4	29 4	26 7	11 8	9-3	16-0
Latrines	100 0	100	Ntl	8 7	Ntl	50 0	41 2	25 0	97 1	100 0	69 9	67-4	82-8	
Water Supply	Ntl	Ntl	Ntl	Ntl	Ntl	Ntl	Ntl	Ntl	5 8	Ntl	1 3	2 4	Ntl	
Electric Light	Ntl	Ntl	Ntl	Ntl	Ntl	Ntl	52 9	34-1	47 8	6 7	5 3	2-4	10-3	
Drainage (Satisfactory).	35-7	35-7	Ntl	4-5	Ntl	25 0	Ntl	Ntl	39-2	33 3	6 6	Ntl	20-9	
Ventilation (Satisfactory).	84-5	84-5	Ntl	91 8	89-5	100 0	Ntl	Ntl	47-8	73	27-6	Ntl	62-1	

Chapter XI.—Licensed Coolies.

The Railway coolies in India are a neglected class of workers and occupy a rather anomalous position. On some railways, particularly at the bigger stations, they are employed through contractors and therefore suffer from all the disabilities of contract labour. On some other railways, they are appointed and dismissed by the railway authorities and are under their direct control in respect of their attendance, leave and duties at the stations; but neither the contractor nor the railway undertakes any responsibility with regard to their wages which they have to earn for themselves from the passengers at rates fixed by the administrations, and neither are there any welfare activities for them in the shape of education, medical aid or housing. They are unorganised and backward, the chief reasons being as follows:—

(a) They are drawn from contiguous places at some stations and different and distant places on other stations and belong to different castes and creeds.

(b) Their earnings are not steady and sure. They do not draw any fixed emoluments from their contractors and have actually to compete and quarrel with one another for their livelihood.

(c) Their continuance in their jobs depends on the whims and fancies of the contractors and the station staff. They must humour them by every possible means or quit their jobs for a livelihood elsewhere which normally they can ill afford to do.

Recruitment.

On the South Indian Railway, recruitment of licensed coolies is made by platform foremen from among the applicants. There is no test of physical fitness or any form of pre-employment medical examination. Usually, those in service bring in their own friends or relatives and no complaint was reported in respect of either the registration of applications or of appointments. No fees are levied by the administration for the issue of licenses or the number plate.

At Victoria Terminus and at Lahore, the licensed coolies are employed by contractors who recruit them either directly from among the applicants, or through their agents called *jamadars*. At Lahore, competition for employment among coolies is so keen that *jamadars* are reported to dismiss those already in service and take in fresh recruits with a view to getting bribes from the latter. The number plate for a cooly is said to be sold at exorbitant rates ranging from Rs. 50 to Rs. 100. The conditions at several other big stations are not far different in this respect.

Terms and conditions of service.—Where licensed coolies are employed by a contractor, it is the contractor and not the coolies who is responsible to the railway administration for the due performance of their duties and of loss of or damage to any luggage entrusted to them. In fact, the contractor has to deposit a fixed sum as security with the Railway Administration for the supply *inter alia* of the agreed number of coolies at a station at the scheduled arrivals and departures of trains, for handling the parcels and goods to and from railway carriages and brake vans, for the provision of uniforms and badges, for their orderly conduct and behaviour and for carrying out all instructions of the superior officers relevant thereto. It may be stated in passing that the Railway makes payment to the contractor for work done on their behalf and that this sum is expected to be disbursed by him to the coolies concerned.

The coolie, on his part, enters into an agreement with the contractor, undertaking to pay a deposit (Rs. 10 or thereabout); to wear the uniform supplied to him while on duty and return it when he leaves his service; to attend

the roll call every day both in the morning and in the evening ; to demand from the passengers only the fare prescribed by the railway, to do whatever work is demanded of him in the brake-van or goods shed and to compensate for any loss of or damage to goods entrusted to his charge. Last but not least, each coolie has also to pay to the contractor a fixed sum every day or every month. At Lahore, the *jamadar* is said to claim a share of the coolies' earnings for the day. In the case of coolies directly employed by the Railway, there is no charge but the other terms and conditions of service are the same. It is strange that there is no check on the excesses of the *jamadars*, nor are the administrations particular about the payments made by coolies to their contractors. I contacted several coolies on important stations on the North Western Railway and I was told that their payments to the contractors are far in excess of their legitimate dues. *This neglect on the part of the administration to protect the interests of the under-dog is not without significance*

Number employed.—The number of licensed coolies on each railway station is fixed by the administration concerned according to the needs of traffic. The number employed in the selected centres at the time of enquiry (February 1945) is shown in the following statement :—

TABLE LVI.

Serial Number	Railway.	Centre.	Number employed
1	North Western Railway ..	Lahore ..	600
2	Great Indian Peninsula Ry..	Victoria Terminus ..	375
3	South Indian Railway .	Madras ..	90
		Villupuram ..	40
		Shoranur ..	40

Absenteeism.

There are no rigid leave rules for coolies, the contractor or the platform foreman having the privilege to grant leave. Data culled from the books of the contractor at Victoria Terminus given in the following table show that there has been a decrease of average monthly absenteeism during 1944 as compared with 1939, due perhaps to the need for larger incomes to meet the increased cost of living :—

TABLE LVII.

Showing average monthly absenteeism among railway coolies at Victoria Terminus Station, Bombay.

Month.	1939		1944	
	On roll.	Absent.	On roll.	Absent.
January	190	21 (11.1)	325	37 (11.4)
February	190	20 (10.5)	325	35 (10.8)
March	190	21 (11.1)	325	32 (9.8)
April	190	21 (11.1)	325	38 (11.7)
May	190	22 (11.6)	350	41 (11.7)
June	190	18 (9.5)	350	39 (11.1)
July	165	21 (11.1)	350	33 (9.4)
August	165	22 (11.6)	350	40 (11.4)
September	165	18 (10.9)	350	42 (12.0)
October	190	23 (12.1)	375	36 (9.7)
November	190	21 (11.1)	375	40 (10.8)
December	190	24 (12.6)	375	37 (10.0)
Average	184	24 (12.6)	348	38 (10.9)

Coolies, in other centres, stated that they generally take three or four days off each month to attend to their private business. Sickness or visit to villages during sowing and harvesting are the other important causes of absenteeism.

Length of service.

The data in the following table show that, in all the selected centres except Lahore, the majority of sampled coolies have a period of service of over 5 years. At Lahore, only 16 out of 56 (28.6 per cent.) sampled coolies have put in a service of between 5 and 10 years. This is due to the fact that *jamadars* frequently dismiss those already in service with a view to extorting bribes from the new comers :—

TABLE LVIII.

Period of service in years			Madras.		Shoranur.		Villupuram.		Lahore.		Bombay V.T.	
			No.	%	No.	%	No.	%	No.	%	No.	%
0—1	..	..	1	3.0	5	13.7	4	14.3	16	28.6	14	28.0
1—5	..	..	10	30.3	7	18.8	4	14.3	24	42.8	16	32.0
5—10	..	..	6	18.2	2	5.4	4	14.3	16	28.6	10	20.0
10—15	..	..	4	12.1	4	10.8	3	10.7	..	.	10	20.0
15—20	..	..	2	6.1	9	24.3	7	25.0	..	.	..	..
Over 20	..	..	10	30.3	10	27.0	6	21.4	..	.	..	..
Total	..	..	33	100	37	100	28	100	56	100	50	100

Working hours.

The working hours of coolies depend upon the timings of the arrival and departure of trains on particular stations. At Madras Egmore, where there is a large number of train services, working hours are from 6 a.m. to 11 p.m. with a few hours of interval between 9 a.m. and 11 a.m. and between 12 noon and 4 p.m., but some coolies are usually engaged in some odd jobs on the station either for passengers who come there for booking parcels or luggage or for the railway authorities who require occasionally additional hands for loading and unloading parcels or goods. In the other two selected stations on the South Indian Railway, hours of work were of shorter duration—only about 7 hours at Villupuram and 5 at Shoranur per day. At Victoria Terminus and at Lahore, hours of work range from 10 to 12, both day and night included.

The licensed coolies at Madras Egmore have divided themselves into 4 batches of about 22 each under a headman. At the time of the arrival and departure of each important train, each batch has to take its own allotted place both within and outside the station according to a well-defined scheme. For example, in the case of the incoming trains, one batch of 22 workers is posted in charge of first and second class compartments, while the other three batches are placed in charge of third class compartments. This arrangement is subject to rotation every week and hence all are given equal chances of earning their wages from the upper class as well as lower class passengers. In the case of out-going trains, the coolies are posted in four different parts of the roads leading to the station, and each batch has to be content with earnings from passengers coming from those particular roads only. As noted already, at the end of each week, the positions are interchanged. It may be added that no special privileges are shown to the headman as he has to earn his wages along with others. He is however responsible to the Platform Foreman for the general conduct and good behaviour of those working under him.

At Victoria Terminus, there is a similar arrangement. The coolies there are divided into three batches, two being in charge of the outgoing traffic (one of which dealing only with the first and the second class and the other with the third class passengers) and the third in charge of the incoming traffic. Those of the second batch dealing with the third class passengers are allowed to work on the local electric trains and brake vans in order to supplement their earnings from the third class passengers. Every Monday there is an interchange of batches so as to enable all to have an equality of opportunities for earnings from the different sources of traffic.

There are four sources of income for the coolies :—

- (a) earnings by way of charges paid by the passengers, -
- (b) payments by the railway administration for work done in loading and unloading of parcels and goods in the brake van,
- (c) tips from passengers, and
- (d) wages for odd work done outside the station

The following tables gives details of average daily and monthly earnings of coolies in all the selected centres at the time of enquiry :—

TABLE LIX.

No.	Centres	Daily.			Monthly.			Pre-war.	
		Maximum	Minimum.	Average	Maximum	Minimum.	Average.	Monthly	
		Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.
1	Madras	1 4 0	0 8 9	0 11 9	30 0 0	20 0 0	23 4 0	18 8 0	
2	Villupuram ..	0 10 0	0 6 0	0 8 0	18 0 0	13 0 0	14 11 0	22 2 0	
3	Shoranur ..	0 9 0	0 4 0	0 6 11	22 0 0	13 0 0	17 5 0	19 12 0	
4	Lahore .	1 12 0	0 13 0	1 4 0	50 0 0	20 0 0	36 0 10	40 0 0	
5	Bombay ..	2 12 0	2 0 0	2 4 0	66 0 0	60 0 0	64 3 7	45 0 0	

It is obvious that the average daily earnings are higher in the urban than in the semi-urban and higher in the semi-urban than in the rural centres, as a result mainly of the differences in the volume of traffic. There are noticeable differences between the maximum and the minimum incomes in all the centres, owing to the fact that, in this trade, tact counts more than anything else in the matter of earnings. The other important point to be noted in this connection is the fall in earnings at the present moment as compared with the pre-war period both at Villupuram and Shoranur (which is attributed to the reduction in train services) and an increase in earnings at large urban centres on account of increase of traffic. The railway coolies at all stations charge more than their legal rates and their earnings may consequently be considered to include a considerable element of tips, forced or voluntary. The average daily percentage earnings by way of payment by the railway authorities in respect of work done in the brake van range from 2 annas to 4 annas in Madras. In Villupuram, it is said to be only about one anna as against only half an anna at Shoranur. Casual coolie labour by these workers is non-existent in Madras, Egmore, Lahore and Victoria Terminus because, according to their information, they are fairly tired after the day's work and are therefore not inclined to go in for any extra exertion. On the other hand, all but 3 of the coolies examined at Shoranur report an income of an anna or two per day. At Villupuram it is estimated to be only one anna per head per day.

I have had complaints of the high-handedness of the coolies throughout my tour of the different parts of India. I did not come across a single passenger who may have a good word to say for them. They have become a real menace to the travelling public. They never care for their legal dues and

resort to unseemly language if they do not get at least two to three times as much as they are entitled.

It may be noted here that though work is available at the stations during all the days of the month, the average monthly earnings of the coolies are not in proportion to their average daily earnings. This is due to the fact that they take a few days off every month to attend to domestic duties, and those who own lands take a few weeks off in a year for attending to sowing or harvesting in their village centres. This is the cause of the lower monthly earnings of the coolies in Villupuram as compared with Shoranur in spite of their higher average daily earnings.

Civil condition.

For a study of civil condition and indebtedness, 100 coolies were selected at random at the three sampled stations on the South Indian Railway, 50 at the Victoria Terminus station on the G I P. Railway and 56 at Lahore on the North Western Railway. The following table shows that literacy is very low among coolies on all these stations —

TABLE LX.

Showing literacy among the samples covered.

Centre.	Literate	Illiterate.	Total.
1 Lahore ..	5	51	56
2 Victoria Terminus .	10	40	50
3 Madras Egmore	17	16	33
4 Villupuram ..	13	17	30
5 Shoranur	8	29	37
Total	53	153	206

Size of Family—The model size of the family of coolies in Madras (Egmore), Villupuram and Victoria Terminus is 3 to 4 dependants each, whereas it is between 1 and 2 at Lahore and 4 to 5 at Shoranur. The abnormally small size of the family at Lahore is attributed to the fact that adult workers find ready employment in one capacity or another due to war and that, consequently, the number of dependants on each adult has decreased. The larger size of the family at Shoranur is due to the joint family system. The relevant data regarding the size of the family in the selected centres is given in the following table :—

TABLE LXI.

Showing the size of family of coolies at the selected centres.

Centre.			Number of depend- ants.	1—2	3—4	5—6	7 and above.	Total.
Madras	..	..	..	8	13	7	5	33
Villupuram	..	..	..	2	15	11	2	30
Shoranur	..	..	..	2	9	14	12	37
Lahore	..	..	15	27	8	2	4	56
Bombay V.T.	..	..	2	13	21	11	3	50

Indebtedness - Of the 100 samples covered on the South Indian Railway, only 23 were free from debt. An analysis of the causes of indebtedness reveals that loans for domestic needs constitute the largest number and account for the largest amount of indebtedness. This shows that the earnings of these workers are not quite adequate to meet their bare necessities of life :—

TABLE L.A.II.
Causes of Indebtedness.

Causes	Number of cases.	Amount in rupees.	Percentage of cases.	Percentage of debt.
Marriage	17	3,075	20.5	38.3
Sickness	5	240	6.0	3.1
Death	5	380	6.0	4.8
Purchase of land	1	50	1.2	0.7
Purchase of house	11	1,690	13.3	21.6
Litigation	..	..	..	..
Domestic needs	39	1,911	47.0	24.4
Ancestral	2	330	2.4	4.2
Miscellaneous	3	150	3.6	1.9
All causes	83	7,826	100	100

At Lahore, no cooly was found to be in debt, the reason for this unusual feature being that their earnings are very high, particularly at the present time.

Housing

For a study of the housing condition of coolies, 24 houses in Madras, 13 houses in Shoranur and 54 houses in Lahore were visited by my investigators and the data collected are shown in the following tables. The salient features of these houses are noted below.

In Madras, one-room dwellings accounted for 91.7 per cent. of the total dwellings. This is of course due to the fact that Madras is a crowded city where rents are very high. It is reflected in the density of occupancy in one-room dwellings which was 3.9 as against 2.2 in two-room dwellings. The percentages of occupants to total in all dwellings were 90.5 and 9.5 respectively. Though there were no subsidiary rooms either in one-room or two-room dwellings, 81.8 per cent of the one-room dwellings had verandahs and 18.2 per cent. of the same had separate kitchens. Bath rooms, latrines, water-supply (common taps) were fairly satisfactory.

Housing conditions at Shoranur were comparatively better owing to the availability of facilities on the west coast for cheap building materials (tiles, timber, etc.) and the cheapness of cost of construction. For, as can be seen from the following tables, two-room and three-room dwellings constituted 46.2 per cent of the total dwellings, though density of occupancy in one-room dwellings was 7.0 as against 3.4 and 2.5 in two-room and three-room dwellings respectively. It is significant to note that, although not even one of these 13 houses had any subsidiary room, all of them had verandahs, courtyards and all but one separate kitchens too. There were, however, no other amenities, for not one of these houses had a bath-room or electric lighting or satisfactory drainage. Ventilation, too, was satisfactory only in one house.

Of the 54 houses surveyed at Lahore, 15 were one-room dwellings. Nine dwellings, all containing one room each, were shared by a number of tenants who, in most cases, were single persons. The total number of persons living

in 57 rooms comprised in the 54 dwellings visited was 97, of whom 5 were children and 15 women. It is learnt that railway coolies live away from their families. For this reason, the density of occupancy in the dwellings surveyed was usually low as compared with the density of occupancy elsewhere in general and in the houses occupied by the subordinate railway staff in the same centre in particular. As table LXIX shows, the density of occupancy was 1.7 persons per room. One-room dwellings also had the same density. In two-room dwellings it was slightly lower at 1.5 persons per room. The average area of rooms in all dwellings was 103 square feet.

The dwellings occupied by coolies covered by the survey were exceedingly poor in respect of amenities which are conducive to the maintenance of minimum conditions of comfort and health. None of the dwellings had any subsidiary rooms other than living rooms and kitchens. Independent water supply was found only in one dwelling. The others had to resort to public taps or hand pumps. As regards latrines, 15 only out of 54 dwellings had such an amenity. Even so, all such latrines were used in common. Residents of the other houses had to resort to public latrines. In the matter of drainage and ventilation, all dwellings were unsatisfactory.

TABLE LXIII.

Madras Egmore

Number of rooms.		No of dwellings	Total No of habitable rooms.	Total number of occupants.	Density of occupancy	Percentage of habitable rooms to total in dwellings.	Percentage of occupants to total in all dwellings.
One	..	22	22	86	3.9	84.6	90.5
Two	..	2	4	9	2.2	15.4	9.5
Three	..	..	..	..	..	..	..
Total		24	26	95	3.7	100.0	100.0

TABLE LXIV.

Madras Egmore

Size of dwellings.	Subsidiary rooms.			Verandahs.			Courtyards			Kitchens.		
	With.	Without		With.	Without		With.	Without		With.	Without.	
		No.	%		No.	%		No.	%		No.	%
All dwellings	..	24	100.0	18	6	25.0	..	24	100.0	5	19	79.2
One room	..	22	100.0	18	4	18.2	..	22	100.0	4	18	81.8
Two rooms	..	2	100.0	..	2	100.0	..	2	100.0	1	1	50.0

TABLE LXV.

Madras Egmore.

Size of dwellings.	Bathrooms.	Latrines.	Water supply.	Kerosene lamp.	Satisfactory drainage.	Unsatisfactory ventilation.
All dwellings	..	3	24 (Common).	24 (Common.)	24	24
One room	..	3	22 (Common).	22 (Common)	22	22
Two rooms	..	..	2 (Common).	2 (Common).	2	2

TABLE LXVI.

Shoranur.

Number of rooms.	Number of dwellings.	Number of habitable rooms.	Total number of occupants	Density of occupancy.	Percentage of habitable rooms to total in all dwellings.	Percentage of occupants to total in all dwellings.
One ..	6 (46·2)	6	42	7·0	25·0	45·7
Two ..	4 (30·8)	8	27	3·4	33·3	20·3
Three ..	2 (15·4)	6	15	2·5	25·0	16·3
Four ..	1 (7·6)	4	8	2·0	16·7	8·7
Total ..	13 (100)	24	92	3·8	100·0	100·0

TABLE LXVII.

Shoranur.

Number of dwellings	Subsidiary rooms			Verandahs			Courtyards			Kitchens.		
	With	Without		With	Without		With	Without		With	Without.	
		No.	%		No.	%		No.	%		No.	%
All dwellings ..	.	13	100·0	13	.		13			12	1	7·7
One room ..	.	6	100·0	6	.		6			5	1	16·7
Two rooms ..	..	4	100·0	4	.		4	.		4	.	..
Three rooms ..	..	2	100·0	2	..	.	2		.	2	..	..
Four rooms ..	..	1	100·0	1	.		1			1	..	..

TABLE LXVIII.

Shoranur.

Size of dwellings	Without bath room	With- out- lat- rine.	Water supply		Kero- sene lamp	Unsatis-fac- tory drainage		Ventilation		
			Com- mon	Sepa- rate		No	%	Satis- fac- tory.	Unsatis- factory.	
									No.	%
All dwellings	13	13	5	8	13	13	100 0	12	1	7·7
One room	6	6	2	4	6	6	100 0	5	1	16·7
Two rooms	4	4	2	2	4	4	100 0	4	..	..
Three rooms	2	2	1	1	2	2	100 0	2	..	..
Four rooms	1	1	..	1	1	1	100·0	1	..	..

TABLE LXIX.

Lahore.

Number of rooms.	Number of dwellings.	Number of habitable rooms.	Number of occupants.	Density of occupancy	Percentage of habitable rooms to total no. of rooms.	Percentage of occupants to total in all dwellings.
One ..	51 (94.4)	51	88	1.7	89.5	91.0
Two ..	3 (5.6)	6	9	1.5	10.8	9.0
Total	54 (100)	57	97	1.7	100.0	100.0

TABLE LXX.

Lahore.

	Subsidiary.			Verandah			Courtyard			Kitchen		
	With.	Without		With	Without		With	Without.		With.	Without.	
		No.	%		No.	%		No.	%		No.	%
All dwellings .. .	.	.	.	2	52	4	50			..	54	..
One room . . .	..	..	.	2	49	.	4	47		..	51	..
Two rooms . . .	..	..	..	.	3		.	3		..	3	..

TABLE LXXI.

Lahore.

	Bathroom	Latrine	Water supply	Electricity	Drainage.
All dwellings	.	15	1		Unsatisfactory
One room		12	1		"
Two room		3			"

General Conclusions

The general conclusions suggested by the foregoing study of the conditions of coolies may be stated as follows :—

1. Employment of coolies through the contractors is definitely disadvantageous to the former as their recruitment and dismissal depend upon the whims and fancies of the latter and their *jamadars*. Apart from the absence of security of service, the coolies have to pay daily or monthly a fixed sum to the contractor. At Lahore, the *jamadars* are reported to be claiming and taking for themselves a share of the earnings of the coolies, in addition to the prescribed fees.

2. There is need for laying down definite rules regarding the conditions and terms of service of coolies.

3. As coolies form an important class of railway workers, it seems necessary that the railway administrations should extend to them the benefits of medical aid, education, grainshop facilities and housing accommodation. At present there are no welfare activities of any kind for them.

A MUKHTAR,

SIMLA ;

Member, Labour Investigation Committee.

The 14th September, 1945.

APPENDIX.

Questionnaire on Non-gazetted Railway Services (including Engineering, Transportation, Commercial and other Departments but excluding workshop staff).

Name of Railway _____.

Head Office _____.

Areas covered by the Railway _____.

Is it Company-owned and Company-managed or State-owned and State-managed ? _____.

A. RAILWAY ADMINISTRATION.

1. State the constitution of the Railway Board and its relation to :—

- (a) State-owned and State-managed Railways.
- (b) State-owned and Company-managed Railways
- (c) Company-owned and Company-managed Railways

Classify the different railways under these headings and state if the Railway Board can enforce its policy in respect of establishment and labour questions on the Company-owned and Company-managed Railways

2 Describe the administration of railways owned by Indian States. (For Indian States only).

3. What are the powers of the General Managers or Agents of railways in respect of the non-gazetted staff ? Have there been any complaints from the railway staff or from the Central Legislature ?

B EMPLOYMENT

4. State the different categories of employees in the non-gazetted services in the engineering, transportation, commercial and other allied departments (e.g., gangmen, pointsmen, signalmen, porters, luggage coolies, semi-skilled and skilled workers and all others who do not hold any gazetted post) and the average daily number employed in each category in August 1939 and in January 1944 as follows :—

	Men.		Women.	
	Aug. 1939.	Jan. 1944	Aug. 1939	Jan. 1944.
Employed and paid directly				
Employed and paid through contractors				
Employed through contractors but paid directly.				

5. Please give statistical information regarding the length of service of the different categories of employees in inferior and labour categories in the following form :—

- Those between 0 & 1 year of service.
- Those between 1 & 5 years of service
- Those between 5 & 10 years of service.
- Those over 10 years of service.

6. How is recruitment made in various departments in respect of different posts (e.g. gangmen, keymen, mates, semi-skilled and skilled workers and others on supervisory posts in the Engineering Department ; Luggage Coolies,

Porters, Bhistis, Sweepers, Lampmen, Jamadars, unskilled workers on or about the different stations, pointsmen, Gatemen, Signalmen, Engine Drivers, Station Masters, etc., etc., in the Transportation and Commercial Departments, fitters, cleaners and others in the locomotive sheds) ?

Are proper registers of appointments to and dismissals from all these posts kept ? Are these examined regularly by administrative and personnel officers ? Have there been any complaints on the subject ?

7. What is the proportion of gangmen and other labour employed on the permanent way who absent themselves in the sowing and harvesting seasons ? Is any preference given to them for re-employment over other persons ?

8. State the system of apprenticeship for ordinary and supervisory posts and the terms, if any. How are apprentices selected and trained for appointments like A.P.W.I., etc. ? Is the apprenticeship period counted towards total service ?

9. Is there any system of graded or time-scale promotion ? If so, please give details ?

10. State the extent of labour turnover on your railway in respect of the different categories of employees in the inferior and labour staff for the years 1939 and 1943 in the form below :—

Average daily number of persons employed during the month or year.	Total number of employees who left during the month or year.					
	Permanent			Temporary.		
	Retirement	Dismissal	Voluntary	Retirement	Dismissal	Voluntary

What are the reasons for this labour turnover ? Suggest measures for reducing it

11. Supply figures for absenteeism for the different categories of employees in the inferior and labour staff for the years 1939 and 1943. What are the causes of this absenteeism and how would you reduce it ?

12. Have you any Service Rules governing the relationships of employers and employees ? Please supply a copy of the same, if possible ?

13. Have you any system of leave with or without pay for your employees ? If so, please supply a copy of the same. Do these leave rules differ from Department to Department on the same railway ? Is there any distinction between higher and lower grades of employees on this score ?

14. Is there any class of employees eligible to special benefits in regard to recruitment, starting pay, promotion, training, leave or other matters ? If so, please give details and also the reasons therefor.

15. Have you any officer to enquire into the grievances of your employees, especially in regard to security of service ? If not, what other machinery have you set up for this purpose ?

C. EARNINGS.

16. What are the wage-rates for different types of employees ? What changes have occurred in basic wages (exclusive of all allowances) since August 1939 ?

17. Please describe in brief the principle determining the fixation of your wage-rates for different classes of your employees. Is there any uniformity of practice in similar departments on the same railway or on the various railways ?

18. Please give details of dearness and other allowances, bonuses and gratuities paid to your employees since the outbreak of the war and state which of these are temporary and which are permanent. Are any conditions attached to their payment ?

19 Give details of the scales of pay of different types of employees as also the wages and earnings of persons employed under contract.

20 How is overtime calculated and paid for ? Is overtime work compulsory ? Do you maintain any registers for recording overtime ? Are these available to the employees or their representatives for inspection ?

21 What deductions are made from wages and why ? Have they any relation to pay ?

22. Do you impose fines as a disciplinary measure ? Is there a Fine Fund ? Who is in charge of its disposal ? What is the amount outstanding in it and how is it utilised ?

23 What are the periods of wage payment for different kinds of employees ? How long after the wage period are wages actually paid ? State in detail the machinery used for this purpose. What arrangements are made for the payment of employees on the line and what attempts are made to see that the amounts due are correctly paid in the case of illiterate employees ?

D WORKING CONDITIONS

24 How many shifts are worked by different categories of employees in the engineering, transportation and commercial departments on your railway ? What are the number of hours in each shift and the times of commencement and ending ? What are the number of hours worked per week and the total spreadover ? Is any distinction made between continuous and intermittent character of work in this respect ?

25. What arrangements are made for :—

(a) intervals of rest,

(b) weekly holidays,

in respect of different workers ? Are they working satisfactorily ?

26 How far do the International Labour Conventions apply on your railway in respect of —

(a) working hours,

(b) rest days,

(c) other matters ?

27. State the actual conditions of work of each grade of employees. Are these satisfactory ?

E WELFARE ACTIVITIES.

28. Give a detailed account of welfare arrangements, if any, made for the employees under the following heads :—

(a) Dispensaries and hospitals for employees and their families. Give the number of cases treated, every day, prevalent diseases, qualifications of doctors-in-charge, their emoluments, etc

(b) Provision of portable canteens for employees working on the line.

(c) Educational facilities for employees.

(d) Recreation for the staff.

(e) Free or concessional passes, uniforms, waterproofs, umbrellas, etc.

(f) Benefits to the dependents of the deceased employees.

(g) Any other item.

29 Give details of houses provided by your Railway for different grades of employees with reference to :—

- (a) Proportion of employees housed.
- (b) Rent.
- (c) Types of houses.
- (d) Sub-letting.
- (e) Sanitation and water supply.
- (f) Crowding and congestion.

G. TRADE UNIONS AND STRIKES.

30 Are your employees organised into trade unions? State the position regarding membership, monthly subscription, etc. Has there been any agreement regarding wages, hours of work, employment, dismissal, etc. Please supply a copy of the agreement, if any and state whether in your opinion the men are working satisfactorily or not.

31 Have you any Staff Committee? If so, give its constitution and an account of its activities.

32 Give details of strikes on your railways for the last fifteen years. What were the causes of such strikes and how were they settled? How far were the demands of the strikers satisfied?

H. SAFETY ACTS, ETC.

33 Are the following Acts rigidly observed on your Railway :—

- (a) Payment of Wages Act.
- (b) Workmen's Compensation Act.
- (c) Employment of Children Act.

What action have you taken to acquaint your staff with the provisions of these Acts? Have there been any complaints?

34 State the compensation amounts paid every year during the period 1933-34. Under what different headings were the compensation claims preferred?

35 Do you have any periodical medical examination for some or all of your employees? When a worker is adjudged medically unfit, what attempts are made to find him other work? Has he the right to be examined by an independent specialist in the event of an adverse medical report?

I. INDEBTEDNESS.

36 (a) Are your employees indebted? Give an idea of the extent of indebtedness among the different categories and the causes responsible for the same.

(b) Have you started any co-operative credit societies? If so, how are they working?

37. What is the usual rate of interest which employees pay on loans? What remedial measures are in force to reduce this indebtedness and to teach the employees habits of thrift, etc. How far have they been successful?

38 Please supply a copy each of the rules and regulations of your Provident Fund, Gratuity and Pension Schemes, if any. Do these apply to all classes of employees including contract labour? State the actual number of employees that benefit by each one of these schemes and the extent to which they benefit. Are these benefits adequate?

